

# Management of Teachers — A Comparative Study of Madhya Pradesh and Karnataka

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## Abstract

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*Teacher management has remained very crucial for the development of education and schooling in developing countries. The dwindling resources in managing the quantum of teachers in the countries also have remained a mammoth task, as it consumed the entire chunk of resources available for the development of education. The other inputs such as school infrastructure, learning material, teaching material and qualitative improvement necessary for teaching learning and training the teachers could not be materialised. Although access to education for all has been an important input in the development of the society the necessary inputs to make it successful has remained a major challenge. To meet the manifold expansion of schooling a variety of teachers such as contract teachers, community teachers, temporary teachers, para-teachers and many cadres of teachers have entered the arena of education system. However, these quick remedies were able to meet the demand of schools by bringing more and more children into the ambit of education. A big question that still remains unanswered is that by mere provision of teachers in the schools will it be able to improve the effectiveness of schools and increase their efficiency? As there is a vast ground work needs to be done to enable the teachers to perform efficiently, issues such as qualified teachers, training and retraining and service condition of teachers, promotion, facilities of housing and remuneration—all play a great role in motivating the teachers and to perform effectively. Although the governments have been developing policies for teachers but the implementation of such practices are seldom followed which has resulted in poor performance as well as unrest among teachers. The present comparative study was undertaken to understand some of the issues relating to the management of teachers which can have direct bearing on effective functioning of schooling and education system. The study was conducted in the states of Madhya Pradesh and Karnataka and focused on support being extended by the administration to primary teachers in order to facilitate them to perform efficiently.*

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**Introduction**

Management of teachers refers to the process of enabling the pool of teachers into a composite group of performers. Creating mere educational infrastructure has no meaning unless it is accompanied by an intensity to provide quality education through participation and management of community, both the teaching as well as that of village community. This approach towards development in general and educational development in particular has given rise to a lot of community centric educational programmes, some of which have been dealt with in this paper. Of late international organisations, non-governmental organisations and private foundations have played remarkable role in realizing the goal of universalization of education through mission mode and participatory model. However, despite all efforts the goal has somehow remained as an illusion.

The study attempts to understand some of the issues relating to the teachers which can have direct bearing on effective functioning of the education system. The study was conducted in the states of Madhya Pradesh and Karnataka and was restricted to management issues related to the primary teachers. The study deals with two major aspects: Teacher management and teacher empowerment as well as teacher professionalism in the classroom. The study includes various empirical and qualitative research evidences from the country and abroad. Both the aspects have been dealt in the light of wide literature available on these two aspects.

**Teacher Management: Some Empirical Evidence**

Though Indians were the first to realise the importance of teachers in education and created a divine aura around the teachers. Its caste system further bolstered the image of teachers, as it was the preferred profession of hallowed Brahmins. Classical Indian society and its education system has accorded primacy to teachers and even made kings subservient to them albeit theoretically. But later little was done to carry forward the tradition. The nobility and hallowed precincts of teaching profession remained buried in the morass of poverty, partisanship, plagiarism and sycophancy despite flashes of brilliance hither and there. So was the situation in the West as well in general. But in the late eighties, attempts were made to look at the problems of teachers with fresh perspective. Some of these efforts are well documented by Gazi (2002), which has been enumerated here, lends credence to the research.

The Carnegie Task Force on Teaching as a Profession in the United States (1986), and the Etzioni Commission on Teacher Status in Israel (1979), and the Educational Planning Commission in France (1991), all stressed in their reports the need to improve schools by improving the status and power of classroom teachers, and by decentralising school decision making. The assumption behind these reports is that school decentralisation would give more power to teachers to make school decisions and would strengthen their professionalism in the classroom and improve student achievement. Since the

early eighties, the literature has been flooded with calls for the empowerment of teachers to participate in a more central way in the determination of school goals and policies, and to exercise their professional judgement about the content of the curriculum and the means of instruction (Hill & Bonan, 1991; Kreisberg, 1992). Along with these calls for empowerment of teachers, (Lieberman, 1989), the strengthening of the teacher's position should also be supported for its contribution to reversing the patriarchal relations that have dominated schools for many years. These calls (the restructuring views) for empowering teachers raise the question of its benefit to teacher's instruction and student learning (Zeichner, 1991; Weiss, Cambone and et al., 1992). On the one hand we need to recognise the positive aspects of teacher empowerment and school restructuring, such as the role they can play in providing teachers with more stimulating and humane environments in which to carry out their work and in tapping the tremendous amount of expertise possessed by teachers. We cannot have good schools unless classroom teachers are enabled to play central roles in the running of those schools and in the development of solutions to the numerous problems that the schools face. On the other hand empowerment has proved elusive, both as a theoretical and empirical construct (Malen et al., 1990). We do not know yet if the concept simply affirms teachers' long standing classroom autonomy, or does it recognise the potential of teachers as professionals to reform education from the ground up. If the arenas of school

decision-making in which teachers may claim influence are distinct, does participation in different domains have differential consequences for the caliber of instruction and therefore student academic performance? (Newman and Gamoran, 1996). In other words the question is, whether those efforts to professionalise teaching, such as the potential for intensification of teachers' work and the diversion of teachers' energies from the school's primary academic mission, to making decisions about personnel or even taking part in school public relations are not contradictory to the teachers' main task of putting their energies into instruction? Or perhaps the new tasks teachers are required to assume are complementary and are needed for their main professional self image, and this may have an indirect effect upon their main task, which is instruction (Panda, 2006).

Teacher management is an important issue as there have been very few studies which have touched upon these issues. Teachers spend their working days in the classrooms yet times do many kinds of jobs which are invisible to the administrators as well as the community. The support they are expected to get and the rewards for their good work, etc. remain invisible. Hidden behind are the major problems which are not tackled properly by the planners as well as the administrators. Numerous issues, such as selection of right kind of persons, training, deployment, support and guidance, remunerations and rewards, training and promotion and motivation, etc. play an important role in improving teacher efficiency (Panda, 2001).

The management of teachers in terms of recruitment, posting and deployment as well as training is in a state of transition. The policy makers and planners of late have realized the importance of proper process in the country not only in terms of providing training, which not only tends to be different from the past methods of training but also can have everlasting and continuous impact on the teachers as well as proper transparent methods of managing the teacher issues (Govinda, 2002). The professionalism among teachers have found to have increased due to proper management of the teachers, majority of the studies have also shown, in addition to the proper selection of the teachers, the training which have been obtained by the teachers have shown better professional attitudes and relationships; with more positive effects on pupil achievement than untrained teachers; and continuous training improves their teaching skills (Dove, 1986). Besides, there is a need for developing receptivity to induction of modern educational aids and skills to operate educational hardware.

Over the decades there is definitely a quantitative expansion of the schools and the teachers in order to achieve the target of providing universal access. There is a quantum increase in the teacher training institutions all over the world but the question of quality teacher education in order to produce quality teachers did not receive the desired attention. Whereas, the teacher is required to play a multidimensional role, that is, teaching, research, development of learning material, extension and

managing the institutions. To help a teacher play such multidimensional roles effectively, it is essential that they should be equipped with certain specific skills such as linguistic skills, self-study skills, in addition to their professional growth in order to meet changing needs and demands of their profession and general skills for handling pupils of varied cultural settings (Ottaway, 1962).

A review of studies from Chile, the Congo, India, Iran, Kenya, Malaysia, Puerto Rico, Thailand and Tunisia, concluded that the educational and professional qualifications of teachers are not important for pupil achievement at primary and lower secondary levels, though they are somewhat important at upper secondary level in certain subjects such as science. The findings show that the teacher's age, sex, and socio-economic status do not have any consistent effects; qualifications, length of experience of teachers do have a positive effect on pupil achievement; and teacher attitudes prove important to improve pupil motivation and achievement (Simmons and Alexander, 1980).

In many developing countries, especially in primary schools, teachers represent almost the only source of knowledge as prescribed in the school curriculum. In more developed contexts, in contrast, there are alternative and supplementary sources of knowledge. In developing countries home-study facilities may be limited, libraries, books, radio and television may not be available. Learners are more dependent on the school and teacher. One implication of this line of reasoning is that

complementary investment in social infrastructure and communications, and adult education may well have indirect positive effects on the quality of schooling (Fitzsimmons and Freedman, 1981). The life-long learning centres of Japan and industrialised nations are best sources for enhancing such learning activities in the community.

Another issue highlighted by studies was the fact that teacher effectiveness cannot sensibly be separated from school effectiveness. One aspect of this which is beginning to receive the attention of researchers and policy-makers in developing countries is the level of school resources and the way the teachers are managed with clear guidelines enabling them to perform better. Commonsense suggests that teachers, however well educated and trained, are rendered less effective if schools do not take into account management-related issues in addition to the provision of basic facilities, equipment and materials necessary for teaching.

Heyneman (1983) points out that in industrialised countries 14 per cent of the recurrent costs of primary schools are allocated to classroom resources—books, maps, visual aids, furniture—and 86 per cent to salaries. In contrast, in the developing world, schools are grossly under-resourced. In Asia the average is 9 per cent on material resources and 91 per cent on salaries and in Africa, 4 per cent on material resources and 96 per cent on teacher salaries. This shows that better quality teaching and teaching tools – particularly more and better textbooks – have definitely a substantial effect on pupils' achievement.

Another problem is with the issue of teacher absence in the schools due to various factors. A study conducted by Kremer et al. (2004) had revealed that 25 per cent of teachers in India at the primary levels in the government schools are found to be absent, which was highest among the countries such as Peru, Ecuador, Papua New Guinea, Bangladesh, Zambia, and Indonesia. While within India, the states of Jharkhand, Bihar, Punjab, Assam, Uttarakhand, Chhatisgarh, Uttar Pradesh, Andhra Pradesh, West Bengal, Rajasthan, Odisha, Karnataka, Haryana, Tamil Nadu, Himachal Pradesh and Kerala had more than 21.2 per cent to 41.9 per cent teacher absence. The reasons for their absence have been attributed to lax in the management of teachers, lack of proper infrastructure, community support and over burden of teaching etc.

#### **Teacher Empowerment and Teacher Professionalism in the Classroom**

The literature on school-based management and school effectiveness suggests giving more control to teachers over their work and the schools in which they work. The results which stem from the bulk of research is that education must be decentralised and professional. Decisions must reflect teachers' and principals' best professional judgments on behalf of students rather than adhering blindly to rules and procedures that emanate from higher bureaucratic offices and governmental agencies (Shanker, 1991). Although there have been some challenges to recent efforts to give classroom teachers a voice in running schools, the current consensus

in mainstream educational literature is to restructure schools, diffusing authority both to individual schools and to staff within schools. In addition to the positive impact this strategy is likely to have on the recruitment and retention of teachers, the strengthening of the teacher's position should also be supported for its contribution to reversing the patriarchal relations that have dominated schools for many years. These call (the restructuring views) for empowering teachers raise the questions of its benefits to teacher's instruction and student learning (Zeichner, 1991; Weiss, Combone and et al., 1992).

There is the danger in the involvement of teachers in school decision-making about programmes, budgets and staffing, will make excessive demands on their time, energy and expertise, diverting their work beyond the bounds of reasonableness, and making it more difficult for them to accomplish their primary mission. Witnesses throughout the United States are experiencing the effects of increasing demands on their empowerment. Another argument of this view is that teacher empowerment may, under certain circumstances, undercut important connections between schools and their communities leading to greater conflict within the school to the legitimate interests of parents and other community members in school affairs, for example, teachers may use their empowerment as a weapon to further distance parents and communities from attaining a meaningful voice in school affairs. It is well known from other studies that school and community connection

is a critical element in the success of schools especially for at-risk students (Gaziel, 2001). If teachers dislike the community connection because of parents' involvement, then we may say teachers' empowerment could impede their instruction and student learning. Instead they suggest strengthening the control upon teachers work, and imposing instructional mandates such as standardised curricula textbooks and assessment.

The loose-coupling perspective suggests that empowerment is largely irrelevant to teacher professionalism and instruction. Gamoran et al. (1994), tested the relationship between teacher empowerment and school achievements in order to discover which view (bureaucratic, loose-coupling) are the most accurate. That is to say, does teacher empowerment strengthen teacher professionalism in the classroom and the school and by these means improve student learning and achievement, or does it impede instruction and student achievement as the bureaucratic view contends; or is there no effect from teacher empowerment on teacher's instruction and student learning and achievement as the loose-coupling contends. Their results reveal that teacher control over curricular content may be detrimental to achievement, but control over teaching method may be beneficial. Teacher's involvement in school policies yielded some unclear effect. Their conclusion is as follows: the effect of empowerment upon teacher professional self image and teacher instruction depends on which aspect of teaching is

empowered and the domain in which empowerment occurs. Newman and Marks (1996) found that teacher empowerment which works must focus on instructional vision and professional collaboration. Further, Newman (1993) argues from the research reports that there is a positive relationship between teacher empowerment 'and improvement in instruction. Site-based councils have explicitly concentrated on issues of curriculum and instruction. Louis and Marks (1996) contend that for teachers to function professionally in a collaborative intellectual enterprise focused on student learning, they must be able to influence policies and practice pertaining to the instructional mission, while if teachers directed energy toward other school organisations, the quality of their instruction would be somewhat affected. Louis and Marks (1996) argue that teacher empowerment that does not concentrate on instruction and collective work to improve classroom practice would not be associated with higher levels of student performance.

#### **The Contrasting Situations in the States of Madhya Pradesh and Karnataka**

Madhya Pradesh has among the lowest levels of economic and human development in India, but 2001 Census data show sharp increases in literacy rates for males and females aged seven and above since 1991, from 58.5 to 76.8 per cent and 29.4 to 50.3 per cent respectively. At 64.1 per cent, average literacy has almost caught up on the national average of 65.4 per cent, and the very large gender gap has somewhat decreased, at 26.5 percentage points vs

29.3 percentage points in 1991 (Census of India, 2001). The government of Madhya Pradesh, has widely advertised these results in magazines and journals and presented them as the outcome of reforms, it has undertaken since the mid-1990s (Rajiv Gandhi Shiksha Mission 2001).

Indeed, government educational policies have been more clearly defined in Madhya Pradesh than in other north Indian states. They include the creation of primary schools through the District Primary Education Programme (DPEP), the Alternative Schools (AS) programme and, especially, the implementation of the Educational Guarantee Scheme (EGS); the decentralization of school management through the recruitment of local residents as teachers, the creation of new administrative units, and the empowerment of gram panchayats and institutions like Village Education Committees (VEC). The Madhya Pradesh government has supplemented these measures promoting primary education with the creation of middle schools and the *Padhna Padhana Andolan*, and adult literacy programme.

While expanding the supply of primary schools to rural areas of Madhya Pradesh has been an undeniable necessity, the specific reforms implemented by the Madhya Pradesh government have sparked much controversy about the features of the resulting school system and the role of the State in the field of education in the long run—not to mention the uncertainty on future cooperation between the Madhya Pradesh government and NGOs resulting from the closure of the Hoshangabad Science Teaching

Programme in July 2002. Unfortunately, independent research on the implementation and impact of these reforms is hardly available as yet, and the literature circulated by the Madhya Pradesh government tends to mix information with promotion.

While the State of Karnataka is making sincere efforts to bring all children of 6-14 to school, to retain them at least for 8 years and to make them to learn and achieve the minimum level, the State is also trying to build the capacity of primary school teachers by giving training and providing the resources at school level. About 98 per cent of villages and habitations are provided with schooling facilities. The small habitations where the population is very small and very few children are available efforts are made to provide EGS under the SSA programme.

The State has approximately 2,34,100 teachers working in 49,640 primary schools of the State (2005-06). All these teachers are trained and recruited. The government has made sincere efforts to make the teacher recruitment policy transparent with efforts of reserving 50 per cent of the posts for lady teachers based on merit and roaster system as well as qualifying through a common entrance test. This method of recruitment through competitive tests has been implemented from the year 2001 onwards and efforts are made to refrain from the political as well as other corrupt practices in the recruitment and selection of the teachers. Transfers are also made from time to time on method of counselling and the teachers can also be transferred

at Taluk level as well as District level depending upon the deployment policy of the state at a given point of time. The teachers have ample opportunities for career mobility as well subject to their possession of qualifications of training etc.

Unlike the State of Madhya Pradesh, the State of Karnataka has teachers in majority recruited by the government through a proper governmental procedure and all the teachers are eligible for the benefits of the government services. The state has kept low on the recruitment of contractual teachers, however, in case of demand some contractual teachers are appointed under the SSA provisions.

The Block Resource Centres and the Cluster Resource Centres are providing academic inputs to the teachers to a great extent in the form of supervising the schools, helping the teachers in their problems of teaching and also enabling them to develop learning material for use in the classes.

The study presents results of the fieldwork conducted in teacher training institutions as well as some of the schools in the Bhopal district of Madhya Pradesh and Mysore district of Karnataka and the responses of the teachers were analysed. The fieldwork aimed to document the functioning of schools belonging to the government (whether created under EGS or not), to describe the structure of their management, and to understand the consequences of the reforms on the links between education and rural society, notable attitudes towards education and the development of private schools. The results are not representative of rural

Madhya Pradesh or Karnataka as a whole, but they should give an accurate picture of the current situation in two areas typical of the settings targeted by EGS, namely Adivasi villages and Dalit hamlets. A general assessment of the current situation of primary education in Madhya Pradesh and Karnataka would need to address the issues highlighted in the present study, which is arguably the first independent study of the reforms undertaken in this state since 2000.

#### **Literacy Rates of Madhya Pradesh and Karnataka**

The literacy rates during 2001 in the two states reveal that both the states were almost had more and the less similar status literacy rates in rural areas of Madhya Pradesh having 57.80 per cent while Karnataka having 59.33 per cent. In the urban areas the literacy rate for Madhya Pradesh was 79.39 per cent and Karnataka 80.58 per cent, respectively. There is very little difference between the total literacy rates in both the states with 63.74 per cent for Madhya Pradesh and 66.64 per cent in Karnataka—a gap of roughly 2 per cent in the literacy rates. This was the prevalent situation during the early 2001 at the time of census enumerations. Both the states have

thereafter put up lots of efforts to improve schooling in the respective states and have made access possible in all the habitations and improved the educational levels.

However, if one looks at the other indicators of availability of teachers, trained teachers, teacher pupil ratio and female teachers serving in the schools, it will be observed that there is great variation existing in these two states with Madhya Pradesh lagging behind in terms of most of these indicators while Karnataka is ahead in terms of such provisions. Karnataka has reported to have all the teachers trained and only recruited the teachers having training with 100 per cent trained teachers at all levels of pre-primary, primary, middle and high school levels, while the state of Madhya Pradesh has yet to achieve the target of 100 per cent trained teachers in all the levels of education with only 53 per cent at pre-primary and primary levels, 56 per cent at middle level and 77 per cent at high school level. Similarly the teacher-pupil ratio is higher at pre-primary and primary levels in Madhya Pradesh with 45 pupil per teacher and the state of Karnataka is successful in reducing the teacher-pupil ratios considerably with 25 teachers per pupil for pre-primary and primary levels 35 at

**Literacy rates in the states of Madhya Pradesh and Karnataka**

States	Rural			Urban			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
<b>Madhya Pradesh</b>	71.70	42.76	57.80	87.39	70.47	79.39	76.06	50.29	63.74
<b>Karnataka</b>	70.45	48.01	59.33	86.66	74.12	80.58	76.10	56.87	66.64

Source: Selected Educational Statistics, 2006-07

middle and 23 at high school level. One of the remarkable achievements made by Karnataka is that of appointing greater number of women teachers in the schools with 90 female teachers per 100 male teachers at pre-primary and primary levels, 123 female teachers per 100 male teachers at the middle stage and 71 female teachers per 100 male teachers at the high school level. However, the state of Madhya Pradesh has lagged behind in this indicator of providing larger number of female teachers at all the stages of schooling compared to the state of Karnataka.

#### **Status of Management of Primary Teachers in Madhya Pradesh and Karnataka**

The provision of access as well as quantum increase in the primary education system has, however, resulted in a tremendous pressure on the primary teachers and on the education system on the whole. Many of the states have responded to such challenges and were in a position to provide a variety of schools in the states with a variety of teachers in order to provide schooling and education irrespective of habitations. The community involvement in the functioning of the primary schools and particularly the Education Guarantee Scheme schools in the state of Madhya Pradesh has been found to be very successful. In other states also additional teachers were deployed from the community in the schools where the enrolments have increased. The untrained community teachers have been provided with necessary in-service training though it varied from state to state with 17 days to 21 days of training.

The states of Andhra Pradesh and Karnataka have attempted in making the teacher recruitment/placement/transfer transparent with computerisation of the entire teacher data and the criteria for posting and transfers. Computerisation has made the process of posting and transfers faster and its accessibility has enabled teachers to know exactly where they stand in the posting and transfers. This also has reduced political interference in recruitment/posting and transfers to certain extent. Contrast to the technologically modern methods adopted in the recruitment, transfers and posting of teachers, the state of Madhya Pradesh is still following the age old method of posting and transfers, while recruitment of teachers have been temporarily suspended in the state after 1990s, only a variety of the *Gurujis* (the para teachers) are appointed in the schools.

The teachers recruited in the states of Andhra Pradesh and Karnataka have to qualify a competitive written test and should possess basic qualifications of secondary education with a diploma in teaching at the primary level and the qualification is higher at the secondary levels. The remunerations are higher for primary school teachers in the pay scale of ₹ 3000-75-3450-100-4450-125-5700-150-6300 with festival advance, medical advance, leave salary benefit, house building, vehicle purchase advance, etc.

Madhya Pradesh, which perhaps has problems of limited resources, has adapted altogether a new kind of approach. The state has not recruited new teachers in the regular vacancies of the teaching posts, and instead a new

category of teachers called “Shiksha Karmi”, and now of “Samvida Shikshaks” (teachers recruited on fixed-term contracts), and EGS teachers known as “Gurujis” are recruited locally. These teachers cannot be transferred from one school to another, they should have certain minimum qualifications, i.e., completed higher secondary schooling but will be paid a consolidated amount ranging between ₹1,000 and ₹ 2,500. On the other hand the existing regular cadre teachers serving in the schools get much higher amounts than these categories of teachers. There is job insecurity and constant pressure on the government from these temporary teachers for regularisation and provision of more salaries (Panda, B. K. 2001).

Although the issues of managing the teachers varied from state to state, one thing which is common in both these states is that of providing sufficient number of teachers in the schools especially in the inaccessible areas enabling the schools to function

regularly without any disruption. These states have created structures in the form of Block Resource Centres and Cluster Resource Centres with coordinators who on continuous basis provide academic support to all the teachers. These structures in addition to the provision of monetary resources to the teachers in terms of making their own teaching-learning material have benefited the learners and were found to improve the teaching in the schools. Training and academic support have highly benefited the teachers which were not available in the past. The teachers were also found to become more accountable as there was continuous support and monitoring. The states which are better off in the sense in terms of their economic resources are able to provide good facilities of schooling compared to the state of Madhya Pradesh which is doing its best despite the resource constraints in achieving its objectives. However, there are certain apprehensions in terms of the quality of

**Trained teachers, female teachers for every 100 male teachers, PTR in the states of Madhya Pradesh and Karnataka**

Stages of Education	Madhya Pradesh			Karnataka		
	Trained Teachers	Female Teachers	Pupil Teacher Ratio	Trained Teachers	Female Teachers	Pupil Teacher Ratio
Pre-Primary/ Primary/ Junior Basic	53%	45	42	100%	90	25
Middle/Sr. Basic	56%	27	33	100%	123	35
High/Post Basic Schools	77%	59	32	100%	71	23

Source: Selected Educational Statistics, 2006-07

learning and achievement as well as sustaining and improving the socio-economic status of the community by providing education at the door steps.

The indicator of GER expresses the number of students enrolled in various levels of education regardless of age, as a percentage of population. The GER at primary level in the state of Madhya Pradesh is found to be 130.07 which is higher than the GER of Karnataka which has 99.94, which indicates that more children have been enrolled in the

children in the school till they complete their schooling. The drop out rate of the children in Madhya Pradesh is higher compared to that of Karnataka, the drop out among boys is 48.71 per cent which is higher than the drop out rate of the girls which is 48.06, while the drop out rate of girls is 38.83 per cent and boys is 38.75 per cent in Karnataka which is lower than the dropout rate of Madhya Pradesh. The drop out rate for Classes I-X is higher and it is more than 50 per cent in both the states for both boys and

**GER in the states of Madhya Pradesh and Karnataka**

States	I-V (6-11 years)			VI-VIII (11-14 years)			I-VIII (6-14 years)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Madhya Pradesh	153.71	146.90	150.90	101.60	89.98	96.03	134.10	125.76	130.07
Karnataka	108.45	105.48	106.99	90.62	86.82	88.76	101.53	98.28	99.94

Source: Selected Educational Statistics, 2006-07

schools of Madhya Pradesh. Although sometimes it is also found that the chances of over-aged children existing in the schools which had higher gross enrolment ratios.

The dropout rates are another significant indicator indicating the wastage in the schooling system. The higher drop out rate indicates the inability of the schools to retain the

girls. The drop out rate of girls, i.e. 74.58 per cent, is the highest in the state of Madhya Pradesh while the drop out rate of boys is highest in the state of Karnataka with 54.83 per cent compared to that of girls which is at 53.24 per cent. The overall dropout rate for Classes I-X for Madhya Pradesh stands at 70.51 per cent and for Karnataka 54.09 per cent which has roughly 15 per cent lower

**Drop outs in the states of Madhya Pradesh and Karnataka**

States	I-V (6-11 years)			VI-VIII (11-14 years)			I-VIII (6-14 years)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Madhya Pradesh	0.0	0.0	0.0	48.71	48.06	48.42	67.36	74.58	70.51
Karnataka	12.09	11.64	11.87	38.75	38.83	38.79	54.83	53.24	54.09

Source: Selected Educational Statistics, 2006-07

drop outs than Madhya Pradesh. Thus it will be observed that there is contrasting differences in terms of drop outs that exist in the two states. Although the literacy rates indicated small gaps between the two states, there is astounding gaps in the drop out rates at various levels of education as well as gender in these two states.

#### **The Observations of the Teachers Regarding Management**

Information was gathered from 100 primary teachers each from the two districts of Bhopal and Mysore regarding various issues relating to teacher management which has been analyzed in this article. The question of support received from the higher authorities remained to be the priority among the teachers, as they depended upon the higher authorities for every action to take place in the schools. The teachers stated that the support received from the higher authorities is not much in Madhya Pradesh (32.5 per cent), while in Karnataka it was 54.0 per cent, however, the responses indicate that the higher authorities are not approachable or not available to provide the support the teachers are looking for in terms of managing the schools.

The timely disbursement of salary to the teachers is another major important factor in facilitating the teachers to meet

#### **Support received from higher authorities**

States	Yes	No
Madhya Pradesh	32.5%	67.5%
Karnataka	54.0%	46.0%

their household expenses. Both the states have certain percentage of teachers who stated that they do not receive the salaries on time (MP 35 per cent and Karnataka 15 per cent), however, majority of the teachers stated that they received salaries on time.

To keep the motivation levels high among the teachers it is also necessary to have a career path and regular

#### **Timely receipt of salaries**

States	Yes	No
Madhya Pradesh	65%	35%
Karnataka	85%	15%

upward mobility in their careers. If the management is not able to provide such promotion opportunities, it is very difficult to have good motivated teachers to teach in the schools. Majority of the teachers from Madhya Pradesh stated that they do not get opportunity on time for career mobility (87.5 per cent). The teachers are stagnating in their existing posts for a long time as there is no recruitment or promotions given in the state and teachers on contract basis have been appointed from time to time to cater to the demands of the schools. Although the teachers from Karnataka have stated that majority of them were able to get promotions, around 20 per cent of the teachers were not satisfied with the promotion process due to long delays in getting promotions which acts as demotivating factor.

Training has been considered most important method of building capacity of the teachers from time to time, the

**Career mobility (promotions) of Teachers**

States	Yes	No
Madhya Pradesh	12.5%	87.5%
Karnataka	70.0%	30.0%

teachers expect regular trainings to take place wherein they can learn the new methods of teaching as well as clarify their doubts in terms of various contents and subject matter. The teachers felt that the training they received were not very regular and was more of a routine kind of activity and felt the need for appropriate and regular trainings which can build their capacity in teaching. Teachers from both the states have mentioned that they have received training but its suitability and regularity are not ensured.

**Opportunity for receiving training**

States	Yes	No
Madhya Pradesh	97.5%	2.5%
Karnataka	100%	0%

The teachers felt that the management is not able to provide them adequate facilities in terms of teaching-learning material, library and other such aids which has affected their teaching. The concern of the education department was more on enrolment, retention and regularity of the teachers and students and their focus on equipping the schools with teaching-learning material, etc. was very low. Teachers from both the states have stated that the education department, to a large extent, was not able to provide all the necessary facilities

to undertake teaching effectively. 82.5 per cent of the teachers in Madhya Pradesh and 25 per cent of teachers from Karnataka stated that the facilities in the schools are either inadequate or not available which hampers in carrying out teaching in classes. The lack of books and library is another major problem to make the children to supplement their knowledge base.

**Availability of adequate facilities for organising the classes**

States	Yes	No
Madhya Pradesh	17.5%	82.5%
Karnataka	75.0%	25.0%

The teachers in both the states stated that the block level education officers and immediate supervisors never find time to provide any kind of support to the teachers at times of difficulties in managing the schools. They have to manage the schools on their own or either depend upon their fellow teachers to solve the problems. Even the CRCs are not able to provide any support to the schools except for collecting the school information from time to time. 97.5 per cent of teachers from Madhya Pradesh and 70 per cent of the teachers from Karnataka were not very much satisfied with the support obtained from their immediate education officers.

The teachers sometimes approach the local parents and the community

**Support received from the inspectors/ education officers**

States	Yes	No
Madhya Pradesh	2.5%	97.5%
Karnataka	30.0%	70.0%

members for support when they face problems in obtaining certain facilities and urgent school requirements but very rarely they get any support from them. However, the schools which are located in the rural areas, the rural youth sometimes come forward to help them but in the case of urban areas it is very difficult to locate the parents and community members. It was found that 70 per cent of the parents/community members had an indifferent attitude towards teachers/schools in the state of Madhya Pradesh, while 65 per cent of the teachers from Karnataka felt the same.

**Attitude of community members towards the schools**

States	Supportive	Indifferent
Madhya Pradesh	30%	70%
Karnataka	35%	65%

The teachers stated that the schools had proper village education committees in place and the meetings of these committees are held from time to time. The committees are elected by the parents and are held responsible for many of the school decisions.

The education departments have made no efforts in both the states to enable the teachers to be aware of the rules, regulations and acts of the government formulated for the benefit of the teachers. The teachers either could

**Support received from village education committees**

States	Yes	No
Madhya Pradesh	32.5%	67.5%
Karnataka	45.0%	55.0%

not utilize the benefits due to ignorance of the rules and regulations or faced problems in their services. Some of the teachers have stated that they managed to learn about the rules and regulations through their peer groups and tried to utilize their knowledge in understanding and utilizing the rules. It is observed that 67.5 per cent and 70 per cent of the teachers in the states of Madhya Pradesh and Karnataka were not aware of the government rules regulations and acts.

**Knowledge of the various state acts and rules by teachers**

States	Yes	No
Madhya Pradesh	32.5	67.5
Karnataka	30	70

Another major problem the teachers in both the states reported is that of timely transfers and promotions. Although there seems to be certain norms of transfers after a fixed period of posting, it is not practised in real terms. The teachers who are highly influential tend to remain and continue in their native places or urban areas where the facilities are better while the teachers posted in the rural and disadvantaged areas continue to serve for long periods without any benefit of transfers. Similarly the teachers also are not promoted from time to time which blocked their career advancement. The irregularity in transfers and promotions is a great cause of demotivation among the teachers. The problem is very acute in the state of Madhya Pradesh with teachers not getting timely transfers as well as promotions (57.5 per cent) while

in the state of Karnataka the position is better to some extent with 72.5 per cent of the teachers stating that they get timely transfers and to some extent the promotion is also done timely.

**Difficulties in getting transfers/  
promotions etc.**

States	Yes	No
Madhya Pradesh	42.5	57.5
Karnataka	72.5	27.5

**The Salary Structures of the Two States**

The salary structures followed in the two states are contrastingly different with the designation of the entry level teacher in Madhya Pradesh has evolved from the lower division clerks and upper division clerks nomenclature and have been designated as lower division teachers and upper division teachers with the starting pay scale of Rs.4000-6000 and Rs.5000-8000, while the primary teachers in the state of Karnataka are designated as primary teachers with Rs.3000-6300 scale of pay. While the head master of Madhya Pradesh gets Rs.5500-9000 basic pay and the

Karnataka primary school head master gets a basic pay of Rs.4150-7800. There are certain differences in the scale of pay of teachers in both of these states. The promotion avenues and career upward mobility is comparatively faster in the state of Karnataka compared to Madhya Pradesh.

The transfer of the teaching staff and transfer due to promotions are also followed in both the states. However, the provision of in-service training to the teachers on promotion is not available and the chances of attending training are very limited. The short term interactive meetings are the opportunities which the promoted teachers get sometimes and particularly the SSA workshops and training activities are attended by the primary school teachers to a great extent.

**Facing the Challenge of Teacher Demand**

In order to meet the targets of schooling and making them available in all the habitations, EGS schools were created which made available the schools without a major increase in educational expenditure. Costs have been cut

**Teacher scales in Madhya Pradesh and Karnataka**

Madhya Pradesh		Karnataka	
Designation	Pay Scales	Designation	Pay Scales
Lower Division Teacher	4000-100-6000	Primary Teacher	3000-75-6300
Upper Division Teacher	5000-150-8000	Primary Head Master	4150-100-7800
Head Master	5500-175-9000	High School Head Master	6000-150-11200
Lecturer	6500-200-9100	Secondary Teacher	8250-200-16000
Principal/BEO	6500-200-10500	Secondary School Principal	

Source: Compiled from State Reports

through the payment of very low salaries to *gurujis* and the absence of systematic funding for buildings, while the BRCs/ CRCs were envisaged to provide pedagogical inputs like training and teaching-learning materials.

Teaching-learning materials are financed by the SSA, earlier it was DPEP through the provision of school and teacher 'contingencies' (₹ 2,000 and ₹ 5000 a year, respectively). Equipment is limited (desk, chairs for *gurujis*, metal cupboards; at least one blackboard, maps and charts). As usual in rural India, pupils sit on mats and have nothing on which to lean other than their notebooks or slates while writing. Several schools have also reported to not having received the 'contingencies'. The delivery of textbooks was especially important. Making available the textbooks in several schools still remains a great concern. Furthermore, while teachers asserted that all pupils had received free textbooks, many parents said they had to buy them. All pupils had textbooks in their schoolbags, but it is unclear how many had received them from the education department and how many have purchased on their own.

#### **Efficient Teacher Deployment**

Teacher deployment is a major problem for the state governments in general and no state is exception to this problem. The influential teachers retain their postings in the urban and good localities where all the facilities are available while the teachers who do not have any influence subjected to the postings in remote and inaccessible habitations and never get an opportunity to serve in the urban areas. Although, the rules and

regulations in majority of the states have made it compulsory for the newly recruited teachers to serve for the first three years of their career in a remote area, the teachers on some pretext manage to get their postings in areas of their convenience. The hardship allowances and other allowances are not able to suffice the real hardships they face in serving in these remote areas. The same condition prevails both in the states of Karnataka and Madhya Pradesh as well. The problem is more conspicuous in the state of Karnataka as the teachers are appointed on a regular basis and when the issue of posting is initiated it is sometimes a major problem which the education officers face in fulfilling the demands of the local powerful politicians and deviate from the already laid down rules and regulations. In case of Madhya Pradesh, the teachers mostly serving the primary schools are on temporary service and due to the local level recruitment the teachers of the same locality get their postings in their own village and reside in the school neighbourhood, the question of transfer and teacher placement does not become a major concern of the education officer.

#### **Motivation of Teachers**

The problem of teachers lies in the very fact that there is no proper mechanism in place to understand their problems and provide support both in terms of administrative as well as academic and more particularly managing the day-to-day affairs of the schools efficiently. In the absence of such policies the problem of finding ways of understanding and articulating the needs of the teaching community are left undocumented or

obscured by predetermined categories of planning needs. The only way to do this is to encourage shifting the perspective from the government to the community. Looked from the point of view of the teachers, the problems may be re-defined, provoking a review of existing assumptions and norms. Solutions will emerge and planning norms move closer to teacher's needs as the teachers themselves perceive them to be.

### **Teacher Education**

The state governments have created varieties of teaching opportunities to overcome the access situation of the respective states. The creation of parallel teacher positions has not smoothed the functioning of the schools rather it has created additional administrative mechanisms. More particularly the creation of the para-teachers and contract teacher cadres initially went on very smoothly but has stumbled upon problems of their continuance, complacency and obtaining quality teaching inputs, etc. Moreover, the major challenge in teacher management is the question of the basic entitlements strengthening their positions. Unless the government makes necessary reforms in ensuring the provision of basic entitlements in terms of their recruitment, posting and the necessary service conditions requisite to serve the schools while taking into consideration the school facilities in terms of all the basic teaching-learning material and support from the school, the performance of the teachers may not see the improvement. Although there may not be end to the list of the demands made by the teachers from time to time to which

the government cannot accede, but the basic requirements of the school and schooling and teacher and teaching in more conducive environments can definitely enhance motivation among teachers to a great extent. The teacher training institutions created at various levels needs to be revitalized and has to be more proactive in providing continuous capacity building programmes to the teachers. The present system of teacher training is not in a position to become proactive and reach the teachers making teachers devoid of an adequate capacity building on continuous basis. The training provided is not able to address the various problems they face while transacting teaching in the schools. On the other hand the variety of teacher cadres posed the following challenges for deployment and training with:

- Although the regular teachers who are to be appointed in the schools are required to have basic pre qualification of either a diploma in teacher training or a B. Ed. for their entry into the system, but this is not ensured with regular in-service teacher training;
- The state governments have no policy of pre-service training as a mandatory pre-requisite for teacher recruitment in case of specially *shiksha karmis*, contract teachers and *gurujis* who do not have any pre-service training. This creates a need for careful perspective planning for developing their capabilities, as only 21 days of a routine kind of training is provided to many of them;
- In addition there are pedagogical challenges created by first generation

learners and heterogeneous multi-age, multi-ability groups which the untrained teachers as well as the teachers who are not receiving regular in-service training struggle to overcome.

The strategy for training, therefore, has been sensitive to these complexities. The training has focused on the primary teachers raising the number of teachers trained from time to time and the records show that all the teachers, irrespective of their cadres, have undergone training at the BRC/CRC levels, while the contents of the training rarely focus on the individual school requirements as well as creating new knowledge and skill among the teachers to take up multi task in the schools.

While the Karnataka state government also initiated major programmes for improvement of education in the state, the issue of managing the teachers of the state has received a major impetus by the creation of a Teacher Transfer Act. This act facilitated in judiciously deploying and posting the teachers according to the necessity of the schools in the state enabling all the schools to perform effectively. By implementing this act, the state has rationalised the deployment of additional teachers existing in some of the schools mostly located in the urban areas and areas having better facilities to the areas which are interior and inaccessible. Moreover, the frequent request of transfers by teachers has been reduced by making five years as the criteria of eligibility of transfer. The teachers who are recruited have to initially serve in rural and tribal areas,

thereafter they become eligible to serve in the urban areas. The categories of working places are:

A – Urban area/notified town, municipality area,

B – Semi urban area (schools in the radius of 5 km from urban limits)

C – Rural area (other than A & B)

The calculation of weightage/points:

One year service in rural area – 2 points

One year service in semi-urban area – 1.5 points.

One year service in urban area – 1 point

The total weightage of points is calculated after verifying the total number of years service the teacher has put up and accordingly the points will be given. These points are calculated while making transfers as well as promotions, and the state has also evolved a counselling process for posting of teachers. After the counselling process is carried out the list of the teachers posted and transferred are all displayed in the website of the department as well as the orders are issued on the same day. Thereafter the changes in the orders are avoided to a great extent.

Although attempts have been made to make the recruitment and posting practices of the teachers transparent, still the state governments could not put in place a fool proof system of appointing and posting as per norms prescribed above. There are variety of factors such as influence, political linkages and transaction of money takes place to get a desired posting in a good place and the teachers manage such postings without much problem. Only the teachers who do not have any influence remain in the

rural and inaccessible areas without getting a transfer. Similarly, regarding the knowledge of the rules and regulations by the teachers, it is found that the teachers who are members of teacher unions have access to much of the rules and regulations and consult each other in case of any clarifications. The schools do not receive any circulars, etc. regularly for the benefit of the teachers — thus making them to depend for such information on their peer groups and associations.

### **Conclusion**

There is definitely efforts were made by the various state governments, including the Madhya Pradesh and Karnataka, in improving the entire education system of the respective states. The mission established in the state of Madhya Pradesh has accomplished many of the responsibilities. The Karnataka government has come out with vision documents for education as well as mid term reports envisaging a variety of programmes towards educational development in the state. However, there is a need to look into the socio-economic factors of the state and the need of the community in a larger perspective. In the absence of the developmental programmes for the state as a whole there remains a divide between the haves and have nots leading to failure of the best efforts and programmes of the government. There is a need for creating teachers, who are now large in numbers, but the quality cannot be achieved with such programmes.

The academic support through the BRCs and CRCs is good to those teachers who can be accountable to the system

and need not work on an ad-hoc manner with low quality teachers as para teachers. This para-teacher system, although in existence in many of the states, it is only a stop gap arrangement and once the recruitment of regular teachers is done the para-teacher contract ends. But in the case of Madhya Pradesh, the para teachers have become unique kind of teachers who might perhaps become a problem for the state unless certain measures of creating qualified good teachers are brought into the system. The contractual teachers might resist as well for their absorption into the government system for regular jobs, despite the fact that most of them do not possess the requisite qualifications and training which in turn can affect the school education. The fate of the Literacy Programme Missions should be an eye opener, as it could not be sustained in the long run due to such kinds of problems, therefore, the Gurujis of Madhya Pradesh need a relook in this context avoiding the loss of quality and sustainability of the educational achievements in the state. Majority of the southern states have practised regular teacher recruitments without any commitment of regularising the para-teachers. This measure has enabled them to get trained as well as qualified teachers into the system. Only the challenge for them is building capacities of these teachers and improving the school provisions in order to improve the school performance. The BRC/CRC concept which provided academic inputs to the teachers, however, over a period of time, has become saturated and either provided low academic inputs or no inputs of academic importance, this

again raises the question of adequate and continuous teacher training to teachers. The government should plan for accelerated teacher training institutions which should be more vibrant with good teacher trainers and capacity to provide academic support to the teachers in real sense and effectively, as the pre-service training becomes inadequate while facing the real teaching situations by a teacher who has to work with inadequate schooling facilities.

It is not only the question of equipping adequately teachers to take up teaching occupation but there is a need to look into the non-monetary support which can be extended to these teachers in order to take care of the disadvantages they face at times (Panda, B. K. 2006). For instance the teachers serving in the rural and disadvantaged areas have to forego many of the facilities for themselves as well as for their children. The non-availability of suitable accommodation and other hardship allowances are very meagre and do not suffice the hardships they face. There is a need for looking into creation of such facilities and benefits which can retain the best teachers in the schools. These kind of facilities can be either in the form of providing accommodation, benefits to their children for higher studies, medical allowances, hardship allowances and additional increments and counting of

their service in disadvantaged areas for promotion and awards, etc. Although such benefits are there, the amount, which they get, is very little and the monetary benefits are very little. Either there is a need to enhance the amount of such allowances or devise some other non-monetary benefits which can attract as well as retain the qualified teachers. Most probably with the implementation of the Right to Education Bill Act, 2009, there will be better opportunities for the teachers in all the states. The RTE Act envisages in ensuring provision of all facilities to teachers adequately and ensures that they teach effectively. The Act also takes care of the basic entitlements of the teachers such as their qualifications, training and capacity building, etc. while ensuring all the entitled benefits which can take care of their service conditions and motivation aspects as well. The schools are adequately equipped with all the necessary teaching-learning material, school functioning, working hours, number of days to function in a year, and timely conduct of the school and all such conducive environment to run the schools efficiently. The RTE Act will make the state governments to ensure that all necessary facilities are extended to the teachers so that the quality of schooling can be improved in the country.

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