

**Chapter IV**  
**Teachers**



## Chapter IV

### Teachers

A teacher has a pivotal role in schooling system. The RTE Act and MP RTE Rules have made provisions for norms and standards for number of teachers in a school, maintaining Pupil Teacher Ratio (PTR), professional qualification for recruitment of a teacher, their training and prohibition of deployment of teacher for other than educational purposes.

According to the norms and standards for a school under the RTE Act, there should be two teachers in a PS for number of admitted children up to 60, three teachers for children between 61 and 90, four teachers for children between 91 and 120, five teachers and one head teacher for children above 150. Thus, PTR in a PS should be 30:1 for number of children up to 200. For above 200 children in a PS, the PTR (excluding head teacher) should not exceed 40:1.

Similarly, UPS should have at least one teacher per class so that there shall be at least one teacher each for - (i) science and mathematics (ii) social studies, and (iii) language, with PTR 35:1. One full time head teacher is also to be appointed in a UPS where admission of children in a UPS is above 100. These norms clearly prohibit single teacher schools.

#### 4.1 Availability of teachers

Section 25 of the RTE Act provides that the appropriate Government and local authority shall ensure specified PTR within three years of the commencement of the Act, i.e., by March 2013. The Department issued (June 2010) instructions to ensure the required minimum number of teachers in schools. Further, Rule 17 (2) of the MP RTE Rules prescribes that RSK shall review the teacher position every year before the academic session.

Audit noticed that the requirement of teachers for elementary education in government schools of the State was met by regular teachers, contractual teachers (*Samvida Shala Shikshak* Grade 3 for PS and Grade 2 for UPS) and guest teachers. The sanctioned strength of teachers and persons-in-position in PS and UPS at State level and in the test-checked districts as on March 2016 is given in **Table 4.1**.

**Table 4.1: Sanctioned strength of teachers and Persons-in-position in government PS and UPS as on March 2016**

(Figures in number)

Particulars	Sanctioned post		Persons-in-position		Vacant post	
	PS teacher and Head teacher	UPS teacher and head teacher	PS teacher and Head teacher	UPS teacher and head teacher	PS teacher and Head teacher (per cent)	UPS teacher and Head teacher (per cent)
State level	2,43,342	1,19,757	2,05,409	93,839	37,933 (16)	25,918 (22)
12 test-checked districts, except Indore*	62,010	32,226	46,942	22,203	15,068 (24)	10,023 (31)

(Source: AWP&B 2016-17 of the State and information furnished by districts)

\* Information not provided by DEO, Indore

State Government could not ensure availability of teachers in government school as per norms prescribed under the RTE Act.

As detailed in Table 4.1, as per AWP&B of the State, there were 63,851 vacant posts of teachers/head teachers as on March 2016, which included 16 *per cent* vacancy in PS and 22 *per cent* vacancy in UPS. However, as per U-DISE data for 2015-16, State Government PS/UPS had 2.85 lakh teachers resulting in vacancy of 77,611 teachers in these schools.

In the test-checked districts, the vacant posts at PS level and UPS level were 24 *per cent* and 31 *per cent* respectively. Thus, despite its obligation under the RTE Act, State Government could not ensure required number of teachers for government schools. Further analysis of information provided by RSK (June 2016) revealed the following:

- 1.96 lakh teachers were posted in PS against the requirement of 2.20 lakh teachers as per RTE norms. Audit scrutiny revealed that 381 teachers were excess in three districts Bhopal, Indore and Shajapur, whereas there was shortfall of 24,468 teachers in remaining 48 districts. Further, 4,124 Head teachers were posted in PS against the requirement of 3,284 Head teachers. However, 1,445 Head teachers were excess in 29 districts and 605 Head teachers were less in 21 districts.
- In UPS, 70,875 teachers were available against the requirement of 1.19 lakh teachers. As against the RTE norms of minimum required three teachers in a UPS, only two teachers were available 7,937 UPS during 2015-16. The number of such UPS with two teachers increased by 388 UPS as compared to 2011-12. Further, 9,155 Head teachers were posted in UPS against the requirement of 12,453 Head teachers. However, 204 Head teachers were posted in excess of RTE norms in six districts.

Scrutiny of records in test checked districts and schools revealed shortfall in subject specific teachers in UPS. As against the requirement of 26,715 subject specific teachers, 16,692 teachers were available. In test-checked UPS, teachers for Science and Mathematics were not available in 39 schools and Social Science teachers were not available in 15 schools. Further, 136 teachers in 65 PS and 27 teachers in 14 UPS were posted in test checked districts, except districts Shahdol and Singrauli, where there was no enrolment.

Thus, large number of vacant posts of teachers co-existed with posting of excess number of teachers in many districts/schools. Department though issued instructions for rationalisation, the system adopted for posting of teachers was not objective.

With reference to vacant post of teachers, DPI stated (August 2016) that the filling of vacant posts of 25,356 *Samvida Shala Shikshak* Grade-2 and 3 was under process.

During the exit conference (November 2016), Department stated that the process of recruitment of 19,200 PS and 6,500 UPS teachers had been initiated. Department further stated that the system in place for rationalisation was transparent and objective leaving no scope for discretion and instructions of rationalisation of teachers were issued every year.

The reply is not acceptable, as State Government was required to ensure availability of teachers as per RTE norms by March 2013. Further, posting of excess teachers in some schools clearly reflect that the requirement of teachers

was not properly reviewed and the instructions for rationalisation of teachers were not complied by district/division level authorities. Besides, this indicate lack of monitoring by RSK in positing of teachers.

#### 4.1.1 Pupil-Teacher Ratio

As prescribed under the RTE Act, the pupil teacher ratio for PS and UPS were 30:1 and 35:1 respectively. The PTR in State Government schools and private sector schools during 2015-16 is given in **Table 4.2**.

**Table 4.2: Pupil-teacher ratio in State Government and private schools**

(Figures in number)

School management	Number of schools	Enrolment	Number of teachers	Teacher per school	PTR
State government schools	1,14,255	78,95,815	2,85,488	3:1	28:1
Private schools	26,446	46,86,979	1,96,800	7:1	24:1

(Source: U-DISE)

As evident from Table 4.2, PTR was better in private schools in comparison to government schools. Further, the per school teachers in private schools was seven teachers as against three teachers in government schools. Audit scrutiny revealed that 18,940 to 48,132 government schools at primary level and 13,763 to 15,107 upper primary level in the State had adverse PTR during 2010-16. Thus, the PTR norms prescribed under the RTE Act, which was to be achieved in the government schools by March 2013, could not be ensured even by 2015-16, as indicated in **Table 4.3**.

**Table 4.3: Number of Government schools in the State with adverse PTR**

(Figures in number)

Year	Primary Schools with adverse PTR		Upper Primary Schools with adverse PTR	
	Number	Percentage	Number	Percentage
2012-13	38,759	47	15,107	52
2015-16	18,940	23	13,763	45

(Source: U-DISE)

As detailed in Table 4.3, there were improvement in PTR of PS/UPS and the number of PS/UPS with adverse PTR reduced between 2012-13 and 2015-16. However, State had still large number of schools with adverse PTR. Adverse PTR was noticed in 4,075 PS and 2,495 UPS in 12 test-checked districts, in 57 PS out of 191 test-checked PS and 67 UPS out of 199 test-checked UPS. The number of PS and UPS in which PTR was not maintained in the test-checked districts and test-checked schools during 2015-16 are shown in **Appendices- 4.1 and 4.2**.

Audit noticed that there were UPS without adequate number of subject specific teachers. The average subject PTR for UPS was 331:1 in Languages, 128:1 in Mathematics and 172:1 in Social Science.

Further, there should no single teacher school as per RTE norms. However, 18,213 government schools in the State were running with single teacher as on

Adverse Pupil Teacher Ratio was noticed in 18,940 PS and 13,763 UPS in the State as on March 2016.

There were 18,213 single teacher schools, which were in violation of norms prescribed in the RTE Act.

March 2016. During 2010-2016, single teacher government schools ranged from 17,938 to 20,245. The percentage of single teacher schools was 17 per cent in 2010-12, 18 per cent in 2012-13 and 16 per cent in 2014-16. Thus, the number of single teacher schools declined only by one per cent from 2010-11 to 2015-16. In nine test-checked districts, 3,110 schools had single teacher and in 38 test-checked schools, single teacher was posted.

During the exit conference (November 2016), Department stated that Government was making efforts to fulfil this requirement.

#### 4.2 Engagement of Part Time Instructors

Under RTE norms, UPS having more than 100 children should have part time instructors for - (i) Art Education, (ii) Health and Physical Education, and (iii) Work Education. School Education Department issued (October 2014) orders to DEOs for making arrangement of part time instructors in middle schools as required under the RTE Act. As per the order, the physical training instructors, trained yoga teachers/music/art teachers working in high schools / higher secondary schools were to be engaged at least one day in a week in UPS with enrolment more than of 100.

**Department did not comply with norms under the RTE Act for arrangement of Part Time instructors in UPS.**

Audit scrutiny revealed that part time instructors were not engaged in test checked districts. As a result, the syllabus of art education, physical education and work education was not taught in government schools.

During the exit conference (November 2016), Department stated that State required sanction of 13,022 post of part time instructors of Art education, Health and Physical education and Work education each. Of these 26,044 posts had been sanctioned and arrangement would be made immediately to fulfil the part time instructors.

Fact remains that Department failed to comply with the norms under the RTE Act for arrangement of part time instructors in UPS.

#### 4.3 Qualification of teachers

Section 23(1) of the RTE Act states that any person possessing such minimum qualifications as laid down by an academic authority authorized by the Central Government, by notification shall be eligible for appointment as a teacher. Relaxation in minimum qualification was permitted up to March 2013 to the State by the notification of GoI issued in December 2011 under Section 23(2) of the RTE Act. A teacher who at the commencement of the Act, did not possess minimum qualification, was required to acquire such qualification within a period of five years.

State informed PAB in the AWP&B 2012-13 that there were 28,000 untrained teachers in government schools and special permission was obtained from National Council for Teacher Education (NCTE) for Diploma in Elementary Education (D.El.Ed.) for these teachers through Indira Gandhi National Open University (IGNOU). In response to an audit query, RSK informed (August 2016) that 1,311 teachers were trained from 2012-13 and 1,455 teachers remained untrained. Thus, the status of training of remaining 25,234 teachers was not clear.

Analysis of data furnished by RSK in respect of 35 districts revealed that 1188 teachers remained untrained due to following reasons – (i) 398 teachers were having below 50 *per cent* marks in higher secondary level, (ii) 323 failed in D.El. Ed. Examination, (iii) 109 teachers did not pass higher secondary examination, and, (iv) 358 teachers were untrained for other reasons i.e. medical ground, handicapped and excess age limit. Data for the remaining 16 districts was not furnished by RSK.

The minimum qualification prescribed for primary level teachers and UPS teachers by NCTE was to be followed. School Education Department, GoMP issued (August 2013) instructions to District Collectors/DEOs to ensure the minimum qualification of teachers by March 2015. In the test-checked 390 schools, out of 1,599 teachers, four teachers in four schools did not have the minimum academic qualification and 174 teachers in 67 schools did not possess professional qualification.

Audit scrutiny revealed that out of 2.49 lakh teachers in private sector schools in the State, 1.26 lakh teachers (51 *per cent*) were untrained. In the test check districts, records of DEOs revealed that 18,715 teachers in private schools did not possess the prescribed academic/professional qualifications in seven<sup>1</sup> districts. Further, in the year 2015-16, DEO, Datia renewed recognition of 13 private schools having untrained teachers.

During the exit conference (November 2016), Department stated that there were 1,455 untrained teachers in the year 2015-16. Department further informed that 8,840 teachers were trained in State DIETs, 1,311 teachers were trained through IGNOU and 22,800 teachers were trained through correspondence course during 2011-15. The State had requested MoHRD for providing relaxation for giving opportunity to teachers not having the prescribed qualification.

The reply is not acceptable, as the number of teachers reported to be trained during 2011-15 was 32,951 which was more than the number of untrained teachers (28,000) in government school as on March 2012. Thus, the data of training of teachers was not correct. Further, the norms and standards prescribed for the teachers' qualification were not ensured by Department even after expiry of six years of implementation of the RTE Act.

#### **4.3.1 Teacher eligibility test for teachers in private schools**

As per NCTE notification (August 2010), one of the essential qualification for a person to be eligible for appointment as a teacher in any of the schools, including private sector schools imparting elementary education, was that he/she should pass the teacher eligibility test (TET) to be conducted by appropriate government in accordance with the guidelines framed by NCTE. As per the direction issued (May 2012) by RSK passing TET was mandatory for recruitment of teachers in both government and private schools.

Audit noticed that TET was not conducted in the State. However, *Samvida Shala Shikshak* eligibility examination for the purpose of appointment of *Samvida Shala Shikshak* was held in 2011-12 in the State as per provision of

**There is no examination for teachers' eligibility test for private schools, though it was to be mandatorily passed for appointment as teacher.**

<sup>1</sup> Bhopal (6,904), Burhanpur (997), Balaghat (2,153), Datia (2,731), Dhar (3,505), Jhabua (936) and Ratlam (1,489).

Rule 6(2) of M.P. *Panchayat Samvida Shala Shikshak* (Employment and Condition of Contract) Rules, 2005. Any candidate having minimum marks in the eligibility examination may apply to *Panchayat* for appointment as teacher. For selection of *Samvida Shala Shikshak*, the marks obtained in this eligibility examination was to be considered for preparing merit list, along with marks awarded for teaching experience and professional qualifications. As per information furnished by DPI (October 2016), 40,458 *Samvida Shala Shikshak* Grade 2 and Grade 3 were appointed in the year 2013-14 on the basis of *Samvida Shala Shikshak* eligibility examination.

Commissioner RSK and DPI did not furnish information about conducting TET or any such eligibility examination for teachers of private schools. As per information furnished to audit by RSK, 2.49 lakh teachers were working in the State in 36,507 private schools.

During the exit conference (November 2016), Department stated that State conducted TET as per guideline of NCTE. The private schools had been informed that the recruitment of teacher would be from the candidates who had cleared TET. There was no provision for organising TET for private school teachers.

The reply is not acceptable, as TET was not conducted in the State. *Samvida Shala Shikshak* eligibility test was conducted for appointment of *Samvida Shala Shikshak* in government schools. No such eligibility test was conducted for availability of human resources for private sector schools, though TET was a mandatory qualification for appointment of teachers in government as well as private schools.

#### **4.4 Appointment of Guest Teacher**

The arrangement for engaging guest teachers was made by Department in case of shortfall in teachers against RTE requirement, opening of new upper primary school where there was no arrangement for teacher and when regular teacher was on leave and absent for more than seven days. They were not entitled for any training programme relating to improving the teaching learning process. The guest teachers were paid an amount of ₹ 100 for PS and ₹ 150 for UPS per day.

The engagement of guest teacher was not to be treated as posting against any post and it was an alternative and immediate arrangement for shortage of teachers. No experience certificate was to be issued to such guest teachers and his work experience was not to be considered in recruitment of any official jobs. The selection of guest teacher was valid for a particular academic session.

In the State, 75,698 guest teachers were engaged in PS/UPS of School Education Department and 7,934 guest teachers were engaged in middle school of Tribal Welfare Department during 2015-16. Such type of arrangement was compromising with the quality of elementary education due to low motivation of guest teachers owing to poor service conditions without scope of career advancement.



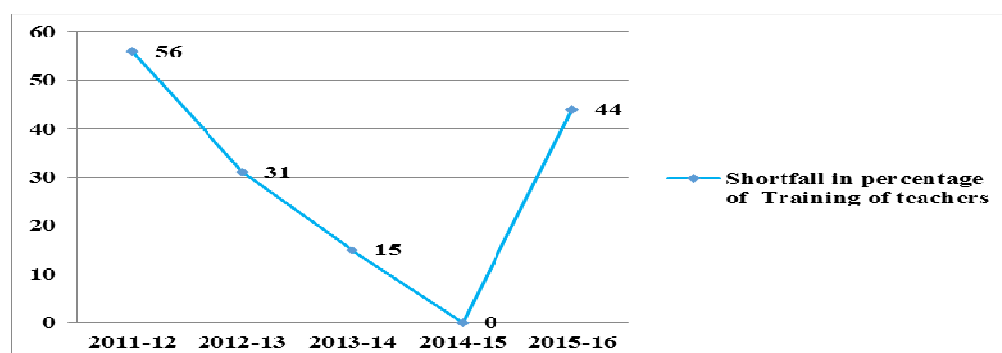
During the exit conference (November 2016), Department stated that the qualification for selection for guest teachers was same as prescribed for recruitment for other teachers.

The reply is not acceptable, as guest teachers were not TET qualified teachers. Further, better qualitative teaching could not be expected from guest teachers in the absence of job security and in-service training.

#### 4.5 Induction/In-service Training of Teachers

Audit scrutiny revealed that targets fixed for different training programmes for in-service training of teachers and induction training for newly appointed teachers were not achieved during 2011-14 and 2015-16 (*Appendix- 4.3*). Out of 40,458 *Samvida Shala Shikshak* grade-2 and 3 recruited in 2013-14, only 20,746 were imparted induction training. The percentage of shortfall in training of teachers during 2011-16 is depicted in the **Chart 4.1**.

**Chart 4.1: Shortfall in training of teachers**



(Source: Information provided by RSK)

There was shortfall in targets of induction training and in-service training of teachers in State Government schools.

Audit scrutiny revealed that a three-year perspective plan for teacher's in-service training was developed by RSK during 2013-14. Teachers of class III, IV and V were to be trained under this plan during year 2014-15, 2015-16 and 2016-17 respectively. However, training was organised only in 2014-15 for class III in Mathematics and English. No training was organised in 2015-16.

During the exit conference (November 2016), Department stated that the targets of in-service training could not be achieved due to lack of budget allotment under this component of SSA.

#### 4.6 Responsibility of teacher

Section 24(1) of the RTE Act states that teachers should maintain regularity and punctuality in attending school, assess the learning ability of each child and accordingly supplement additional instructions, if any as required. It further prescribes 45 hours, including preparation hours, as the minimum number of working hours per week for teachers. The minimum number of working days in an academic year should be 200 working days for classes one to five and 220 working days for classes six to eight. Similarly 800 instructional hours per academic year is fixed for classes I to V and 1,000 instructional hours for classes VI to VIII.

Analysis of information furnished to audit and scrutiny of records in test-checked districts and schools revealed the following:

The minimum number of working days, instructional hours and per week working hours prescribed were not followed under the RTE Act.

- 11 to 46 *per cent* PS in eight<sup>2</sup> test checked districts and 10 to 68 *per cent* UPS in eight<sup>3</sup> test checked districts did not follow the RTE norms of 200 working days and 220 working days respectively.
- In 356 out of 390 schools the shortfall in per week working hours was between three hours and 18 hours. The shortfall in instructional hours in 11 UPS ranged between 11 hours and 168 hours.
- Audit scrutiny revealed that 5.21 lakh children of class I to VIII were enrolled in PS/UPS, which were running in shifts in 5,190 government school buildings during 2015-16. In the test-checked schools, we noticed that three UPS were running in PS building in two districts<sup>4</sup>, one UPS (M.S. Jamunia Kalan Bhopal) was running in High School building and one PS, (P.S.No-2 Betma, Depalpur Indore) was running in Middle School Building. Of these, the instructional hours of N.M.S. *Gelarbadi* Jhabua was found short.
- At State level, 3,946 to 4,720 schools were having single classrooms and 17,938 to 20,245 schools were having single teachers during 2010-16. This led to arrangement of multi grade classes in the schools which would affect the quality of education. Similarly, in 10 test-checked schools multi grade classes were running due to unavailability of teachers and classrooms or where the schools were upgraded due to rationalisation. As a result, RTE mandate of maintaining minimum instructional hours and working hours in these schools could not be ensured.
- Under the provisions of the RTE Act, the teachers were required to hold regular meetings with parents and guardians and apprise them about the regularity in attendance, ability to learn and progress made in learning about the child. However, audit noticed that there was no periodicity fixed for holding parent teacher meeting by the school or by the Department. In 241 (62 *per cent*) selected schools, the parents teacher meetings were not held during 2010-16.
- Department issued instructions (March 2010 and February 2014) for obtaining undertaking from teachers for compliance of teacher's responsibilities under the RTE Act. However, scrutiny of records revealed that the required undertaking from teachers were not obtained.

During the exit conference (November 2016), Department stated that compliance of the instructions would be ensured.

#### 4.7 Deployment of teachers in other duties

Section 27 of the RTE Act states that no teacher shall be deployed for any non-educational purpose other than the decennial population census, disaster relief duties or duties relating to elections to the local authority or the State legislature or Parliament, as the case may be. As per the direction of Hon'ble Supreme Court (December 2007) the engagement of teacher for other duties

<sup>2</sup> Balaghat, Bhopal, Burhanpur, Chhindwara, Datia, Dhar, Jhabua and Shahdol.

<sup>3</sup> Balaghat, Bhopal, Chhindwara, Datia, Dhar, Indore, Jhabua and Shahdol.

<sup>4</sup> Jhabua (N.M.S. *Gelarbadi*, M.S. *Guda Chotta*) and Ratlam (Navin M.S. *Jamdabhilan*).

relating to electoral roll revisions would be undertaken on holidays and non-teaching days and during non-teaching hours.

The Chairperson National Commission for Protection of Child Rights (NCPCR) also wrote (March 2013) to Chief Secretary of MP Government to ensure that teachers did not remain away during school hours on working days for election related works or use the pretext of Booth Level Officer (BLO) related duties. The School Education Department issued (March 2013) instructions to Collectors to assign the duty of BLO to other government employees and teachers should be free from the BLO duty and if necessary, they could be engaged on holidays and non-teaching days and in the habitations where they were posted in the school.

Audit noticed that DEO/DPC of the test checked districts, who had administrative control over the teachers, had no information about the number of teachers deployed as BLO during 2010-16. As per information obtained by Audit from the district collectorate, 3,469 teachers were deputed as BLO in 10 districts during 2010-16. In test-checked 58 schools, 91 teachers were deployed as BLOs during 2010-16.

Audit scrutiny revealed that orders issued for appointment of teacher as BLO did not mention whether they were deployed during school hours or afterwards. Further, in test-checked schools, teachers appointed on 'BLO duty' did not mark their attendance and recorded 'BLO duty' in the attendance register (PS 29<sup>th</sup> Battalion, Datia and Purusharhi Hindi Middle School, Burhanpur).

During the exit conference (November 2016), Department stated that the teachers were deployed as BLO to carry out election related duties by the district election machinery as per the guidelines of Election Commission.

The reply is not acceptable, as Department/District Collectors did not ensure engagement of teachers as BLO after the teaching hours, as directed by NCPCR which compromised the quality of education being imparted to children.

#### 4.8 Recommendations

- Department should ensure that the instructions for rationalisation of teachers are implemented effectively so as to ensure that there are no adverse pupil teacher ratio and single teacher schools in the State.
- Arrangement should be made for engaging part time instructors in upper primary schools as required under the RTE Act and implement the syllabus for work education, art education and health and physical education.

*Department stated (November 2016) that arrangement would be made soon to fulfil the post of part time instructors.*

- Steps should be taken to fill up the vacant posts and not rely on the guest teachers to provide children with qualitative education.

*Department stated (November 2016) that the process of recruitment of 19,200 PS and 6,500 UPS teachers had been initiated.*

- Arrangement should be made for teacher's eligibility test and sustained initiative should be taken for training of new and untrained teachers and to reinforce the skill of in-service teachers.

*Department stated (November 2016) that teacher eligibility test would be organised in near future for recruitment of teachers. The induction training would be organised for newly appointed teachers. The State had provided professional training to untrained teachers barring 1,111 teachers.*

- The requirement of minimum working days, instructional hours and per week working hours should be strictly adhered to.

*Department stated (November 2016) that academic calendar issued to districts envisages minimum prescribed days. Instructions had been issued to adhere to prescribed working days.*

- The periodicity of holding Parent Teacher Meeting should be prescribed and regular meetings should be held.

*Department stated (November 2016) that instructions would be issued to specify periodicity of parent teacher meeting.*