

DEPLOYMENT AND PROFESSIONAL COMPETENCE OF PARA-TEACHERS



Abridged report



**Research, Evaluation and Studies Unit
Technical Support Group**



EdCIL (India) Limited
(A Government of India Enterprise)
10-B, I.P. Estate, New Delhi - 110002



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This is an abridged version of the report of
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'Deployment and Professional Competence of Para-teachers'
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FOREWORD

Teachers play a critical role in providing learning experiences to children in schools. With increase in access to schooling and rapid growth in enrolment, the demand for new teachers rose in most States. In order to meet this demand many State Governments resorted to appointment of teachers on contract basis. In general, these teachers were appointed locally, did not have the requisite qualifications and were paid much less than the regular teachers. Such teachers came to be known by the generic term 'Para- Teacher'.

Keeping in view the overall aim of providing quality education to all children and conflicting reports about competence and performance of para-teachers, the Department of School Education and Literacy, Ministry of Human Resource Development, Government of India, commissioned the National Council of Applied Economic Research (NCAER) New Delhi, to examine the status of para-teachers appointed in primary and upper primary schools, with specific focus on their deployment, professional capability and performance vis-a-vis regular teachers. The study also covered their training needs, job satisfaction and future prospects.

The study covered teachers engaged on contractual basis in primary and upper primary schools in twelve States, namely, Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Jammu & Kashmir, Jharkhand, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Uttar Pradesh and Uttarakhand.

I am grateful to Prof. Amaresh Duby and his team at the NCAER for conducting the study and undertaking evidence based review of status of para-teachers. I am also grateful to Prof. A. B.L. Srivastava and his colleagues in Research Evaluation and Studies Unit of Ed.CIL's Technical Support Group for SSA for coordinating the study and preparing this abridged report. I acknowledge with gratitude the valuable guidance and suggestions provided by Prof. A. K Sharma, Prof G.L.Arora and Prof. Snehlata Shukla, members of Research Advisory Group.

(Anshu Vaish)



PREFACE

To overcome the shortage of teachers in primary schools most states adopted the policy of appointing teachers on contract basis. The qualification for appointment of such teachers was relaxed; it was not necessary for them to have the required pre-service teacher training and they were generally paid a fixed sum per month which was much less than the salary paid to regular teachers. The states thus managed to appoint more teachers within the limited budget they had for paying teacher salaries. These teachers began to be called para-teachers though they were given different designations in different states such as Shikshamitra, Shikshakarmi or Education Volunteer. As the practice of appointing para-teachers became more wide-spread, questions arose about their competence, performance and problems they faced. The need was felt for conducting a study that could answer such questions.

The Department of School Education and Literacy, Ministry of Human Resource Development, Government of India, commissioned the study for providing research based evidence on deployment strategies and professional competence of para-teachers engaged on contractual basis in primary and upper primary schools of different states. The states selected for conducting the study were Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Jammu and Kashmir, Jharkhand, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Uttar Pradesh and Uttarakhand as they represented the variation in respect of the policy and strategy for appointment of para-teachers. The study was commissioned to National Council of Applied Economic Research (NCAER) which was provided with a statement of the objectives of the study and the expectations from it. In particular, the study was expected to examine the present status of para teachers in the selected states in respect of their recruitment, deployment, qualifications, emoluments, service conditions, and provision for their training. The opinion of different stakeholders was also sought on the performance of para-teachers and how they compared with regular teachers. Their job satisfaction and aspirations and the problems faced by them were also to be assessed through this study. The study had to look into the policies of State Governments towards para- teachers. Also based on the findings of the study, measures for improvement in recruitment and deployment procedures and enhancement of professional competence of para teachers were to be suggested.

For this study 2160 para teachers working in 1644 primary and upper primary schools of 72 districts in the 12 states, were interviewed. The schools were selected using stratified sampling method with proportional representation of schools located in rural and urban areas. Also state and district level officials of the Education Department, head teachers of the schools, BRC/CRC coordinators in these

states were interviewed. Besides, Focus Group discussions were organised with VEC/PTA/PRI members. Information on the policy and number of teachers working on contract in the state was collected from the State Head Quarters.

According to the findings of the study, the para teachers are rated at par with regular teachers in respect of performance as teacher, they are deployed mostly in rural areas, and the majority of them are females. They work for much lower remuneration and so they aspire to become regular teachers with increased emoluments and better service conditions. There is need to facilitate improvement of professional competence of para-teachers as nearly 45 percent of para -teachers working in different states are untrained. Only four out of twelve states in our sample encourage and/or provide avenues for their professional training through distance learning programmes. The policy on para-teachers is still evolving in the states as some changes occurred even during the course of this study, for example in some of the states, recruitment of para teachers has been stopped while in some others, teachers are first recruited on contract basis and then regularized. One of the important consequences of appointment of para-teachers has been improvement in pupil-teacher ratio without too much increase in expenditure. But the future policy about para-teachers has to be decided giving due attention to the fact they cannot continue working as para-teachers for long and they will have to be regularized in due course of time. It is expected that the study will help the states in framing proper policies on the future of para-teachers. This abridged report is based on the main report submitted by NCAER. Its purpose is to make the findings of the study available to educational planners and policy makers in a summarized form. I take this opportunity to express my sincere thanks to the officials in Department of School Education & Literacy, Ministry of Human Resource Development, Government of India, specially to Ms. Vrinda Sarup, the then Joint Secretary and Ms. Richa Sharma, Deputy Secretary, who initiated the study, and provided continuous support to the research team. I also deeply appreciate the contribution of Prof. Amaresh Dubey of NCAER and his team who conducted the study very meticulously and prepared its report. I also would like to thank my colleagues, Dr R R Saxena, Dr Neeru Bala and Shri O P Arora in RESU who were involved in this project at every stage and helped in preparing this synthesis report; and members of the Advisory Group, in particular, Prof. Snehlata Shukla, Prof. A K Sharma and Prof. G L Arora who helped in defining the objectives of the study and working out the details of methodology along with the members of NCAER team.

ABL Srivastava

EXECUTIVE SUMMARY

In this study the main objectives was to examine the deployment strategy and professional competence of teachers appointed on contract basis at the primary and upper primary levels of education. The study was conducted in twelve states, namely, Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Jammu and Kashmir, Jharkhand, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Uttar Pradesh and Uttarakhand .

A review of existing literature on appointment of teachers on contract basis for relatively shorter duration revealed that several developing countries have resorted to this option for augmenting supply of teachers at the lower levels. In India, it is relatively a recent phenomenon, especially after the emphasis was placed on providing some minimum education to all children in the age group of 6-14 years in order to achieve universal elementary education.

In India, *Sarva Siksha Abhiyan* (SSA) a flagship programme of Government of India was launched in the year 2000 for meeting the goal of education for all in specified time frame. This put enormous pressure on resources as well as availability of teachers for achieving this goal. Several state governments resorted to employing teachers on contract basis to meet the growing demand for teachers in schools.

In this study various aspects of appointment of contract teachers have been reviewed. Secondary data as well as primary data was used to examine deployment strategies and professional competence as well as functioning of teachers appointed on contract basis. Primary data was collected from contract teachers working in 72 districts of the 12 states, which were selected after the districts were stratified on the basis of literacy rate available from the Census of India.

Approximately 30 teachers were selected randomly from each district from two community development blocks, 15 from each block. In addition other stake holders, Head teachers, members of PRI, VEC and PTA besides state government officials was also interviewed. Thus, a total of 2,160 contract teachers from 1,644 primary and upper primary schools located in 72 districts in the 12 states were interviewed using a pre-tested structured questionnaire. In addition, 288 head teachers, 48 BRC/CRC coordinators and 48 VEC/PTA chairpersons or members were also interviewed.

Main findings:

The tenure of teachers appointed on contract varies from 11 to 60 months. In the sample about half of the para-teachers had been in the service for more than 36 months. In four states, Gujarat, Maharashtra, Orissa and Jammu & Kashmir, para-teachers were absorbed in the regular teacher cadre after completing stipulated period in service. In Bihar and Chhattisgarh though the para-teachers were appointed initially on contract with fixed honorarium, a recent notification of the state government extended their tenure until the age of 62 years, i.e. retirement age. Other states have yet to formulate a policy for their continuation of service on long term basis.

There is variation across states in the nomenclature used for contract teachers. The term Para-teacher is not even used in some states. There are variations in post-recruitment policy towards the teachers appointed on contract. While in some states there is a provision to extend the tenure on satisfactory performance, in others the teachers appointed on contract are regularized in specified time frame.

The remuneration or honorarium paid to para-teachers varies considerably across states. The highest remuneration was paid in Uttarakhand. In Chhattisgarh, Jammu and Kashmir and Madhya Pradesh remuneration varies with the grade of para-teachers. In Bihar, Jharkhand and Maharashtra there was difference between emoluments of trained and untrained para-teachers. In some cases the fixed amount paid to para-teachers turned out to be less than that of statutory minimum wages for manual labour!

There was no specific policy about deployment of para-teachers in most states; Although they could be employed in both rural and urban areas, it was found that para-teachers worked mostly in rural areas. A large number of schools had one contract teacher. Contract teachers worked mostly in primary schools. About 60 percent of them were females.

There was variation in qualifications specified for appointment as para-teachers in most states. It is lower than regular teachers in most of the states. In majority of states, contract teachers were appointed without professional qualification. In Andhra Pradesh, Bihar, Rajasthan and Uttar Pradesh, the minimum academic qualification of para-teachers was intermediate (10+2); in Chhattisgarh and Madhya Pradesh academic qualification depended on the grade at which para-teacher was appointed. Maharashtra, Orissa and Rajasthan were the only states where professional degree was mandatory with minimum academic qualification to be considered for the appointment of para-teacher. Most of the states organized induction and in-service training for the para-teachers. The duration of such training varied from state-to-state in the range of 7 to 60 days. The trainings were organised by BRC/CRC/DIET/SCERT.

Though most of the states considered intermediate as the minimum academic qualification, it was found that about one-fourth of the para-teachers in all the states were post-graduates and more than one-third of the teachers were graduates. The post-graduate and graduate para-teachers were appointed in large numbers in districts with low literacy rate which may be considered a good proposition from the point of view of education since para-teachers were appointed without professional training in most states. Over 44 percent of para-teachers did not possess professional training in the sample states. For example, more than 85 percent of the para-teachers in Uttar Pradesh in our sample had no professional training. The proportion of untrained para-teachers varied across states. Only four out of 12 sample states facilitated acquisition of professional training for the para-teachers through distance learning.

The role of PRIs in recruitment of para-teachers was also different across states. In some states the appointments were made at the district level from a pool of applicants fulfilling specified minimum qualifications. There were states in which the PRIs suggest a panel (names) through VEC and para-teachers are appointed out of the panel only. However, in all the states it was observed that the PRIs played a role in monitoring the performance of the para-teachers.

The survey revealed that infrastructure was rather poor in the schools in our sample, which were selected out of those schools that had at least one para teacher. Most schools did not have electricity. While about 70 percent of the schools had toilet facilities, a separate toilet facility for girls was provided in only 39 percent schools. Most of the schools did not have adequate facilities in the classroom. Though about 94 percent of the schools had blackboard, most of them were in bad condition. The students in about 16 percent of the schools in the sample did not have safe drinking water facility in the school premises.

After appointment, para-teachers in most of the states are given induction training of 30 days but it varies from state to state. The training is rigorous and comprehensive as evident from the training manuals that were reviewed. In all the states, induction training is the same for both trained and untrained teachers. The states also provide in-service training to all teachers which again varies across states, from five days in Jharkhand to 20 days in some other states.

A large number of head teachers believed that both induction and in-service training helps the para-teachers to enhance their teaching competence. A few also opined that induction training helps the newly appointed para-teachers to improve classroom interaction. The training enables the teacher to use the TLM in a much better way. A few head teachers suggested the need of change in the content of training, which should have more emphasis on the process of teaching in the class.

Again a few others believed that teachers are better equipped to teach the students effectively in the class after this training.

Nearly 85 percent head teachers rated the performance of para-teachers either 'good' or 'very good'. Head teachers reported that para-teachers are generally more regular in attending school; they are generally punctual and are obedient to the head teacher. They are better in using certain teaching skills. However, when it comes to concern for students, interacting with parents of students and commitment to work, regular teachers were rated higher.

The head teachers consider that para-teachers are better in curriculum transaction, developing and making effective use of TLM, teaching English and use of blackboard. The regular teachers are better in respect of interaction with child; they diagnose students learning difficulties and use mathematics and science kits. They have an edge due to their experience and status. While rating them in respect of science learning through exploratory activities, head teachers consider both para-teachers and regular teachers rather poor and at par.

Views of other stakeholders about para-teachers are mixed for example, the Coordinators of Block Resource Centers (BRC) in most of the states reported that para-teachers are as good as regular teachers. BRC coordinators of Bihar and Uttar Pradesh, however, reported that untrained para-teachers are less competent than regular teachers and BRC coordinators of Jharkhand and Gujarat said that para-teachers do not have the same quality of teaching as those of regular teachers. BRC coordinators from the states of Gujarat, Madhya Pradesh, Maharashtra and Orissa reported that attendance of students in the school had increased considerably over the years since the appointment of para teachers.

The BRC coordinators from the states of Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Orissa, Rajasthan and Uttar Pradesh suggested that appointment of para-teachers should be continued in the light of certain advantages. PRI/VEC/ parents in most of states reported that para-teachers are more regular, better educated, and well behaved than regular teachers.

The CRC coordinators believed that the gross enrolment ratio increased to a large extent with the appointment of para-teachers. However, in most of the states the CRC coordinators felt that the quality of education had deteriorated with the appointment of untrained teachers. On the whole, the CRC coordinators believed that there should be sound monitoring mechanism to assess the performance of para-teachers. In almost all the states, the coordinators believed that if the government wants to continue the policy of appointing para-teachers, the remuneration must be increased to more than subsistence level and the appointed para-teachers must be regularized against the sanctioned posts after some specified period and satisfactory performance.

In almost all the states participants in focused group discussion supported the policy of appointment of para-teachers. The study team observed that para-teachers in all the states are held in high esteem among their colleagues and in the society. However, in many cases para-teachers expressed dissatisfaction with the job due to low honorarium in state of though being better qualified. The rural schools benefited most by the appointment of para-teachers where teacher shortage and absenteeism has been an issue.

Coming to self- evaluation, almost all para-teachers rated themselves 'very good' in praising the good work of students, using blackboard and giving appropriate examples while teaching in the class. They rated themselves 'average' in case of diagnosing students' learning difficulties, interaction with children, inter-relating subjects' contents, use of science kits, teaching English and regular monitoring of students.

One of the major issues was that contract teachers were not satisfied with low remuneration paid to them. Majority of para-teachers expected monthly salary in the range of Rs. 4,500 and

10,500. The 'desire to serve the community' and 'high social status of the teaching profession in society' are considered as important motivational factors in working as para teachers. Other reasons given by para-teachers for opting to work as para teachers were: expectation of continuity in the service, absence of alternative job opportunities, financial need and need for becoming financially independent.

One common complaint of the para-teachers was the irregularity in payment of honorarium. Other complaints were about inadequate infrastructure in the schools, student absenteeism, rate and insufficiency of TLM. Student absenteeism was reported to be high in Chhattisgarh, Gujarat, Madhya Pradesh and Uttarakhand. Delay in the provision of text books is a serious issue in Jharkhand and Bihar. Poor salary, lack of job security and in some cases, casteism and unreasonable behaviour of regular teachers were some other problems that para-teachers faced.

Majority of the respondents considered equal job status vis-à-vis regular teachers as an important factor to improve their service condition. Improvement in infrastructure, appointment of more teachers, provision of more funds for TLM, enhanced facilities for professional training, timely supply of books, incentives to students and library facilities are some of the suggestions given by the para-teachers for improvement. Demand for more teachers is particularly high in Chhattisgarh, Rajasthan, Orissa and Madhya Pradesh.

Training for capacity building was not conducted in Gujarat, Madhya Pradesh, Maharashtra and Orissa. In five states, local level institutions had a role in the selection of para-teachers. Most VECs reported that they visited schools regularly and took active part in school affairs. In most cases the local institutions participated actively in school activities and monitoring the performance of teachers. A near unanimous conclusion of these institutions was that the para-teachers were more regular, better educated and better behaved than regular teachers. They strongly recommended regularization of para-teachers on the basis of their experience with hike in their remuneration.

Apparently, para-teachers have been contributing significantly in achieving the goals of universalization of elementary education. There is scope for improvement of professional competence of para-teachers by facilitating professional training of the para-teachers through distance learning. There is need to strengthen the role of PRIs in recruitment of para-teachers. Also there is need for ensuring more equitable remuneration to para-teachers along with improvement of the general infrastructure in the schools.

Contents

| | |
|---|-------|
| Project Team | ii |
| Foreword | iii |
| Preface | v |
| Executive Summary | vii |
| 1. Introduction | 1-2 |
| 2. Methodology | 3-5 |
| 3. State Policies And Practices | 7-16 |
| 3.1 Recruitment of Para-teacher | 7 |
| 3.2 Role of PRIs/VECs in selection, appointment and monitoring the performance of teacher | 7 |
| 3.3 Deployment and nomenclature for Para-teachers | 9 |
| 3.4 Qualification of Para-teachers | 11 |
| 3.5 Emoluments of Para-teachers | 12 |
| 3.6 Service conditions of Para-teachers | 14 |
| 3.7 Length of service and regularization of service | 15 |
| 3.8 Prospects of regularization of service | 16 |
| 4 Training of Para-Teachers | 17-22 |
| 4.1 Head teachers' opinion on training | 18 |
| 4.2 Para-teachers' opinion about training | 19 |
| 4.3 Suggestions to improve training programmes | 22 |
| 5 Self-perception and Aspiration of Para-teachers | 23-33 |
| 5.1 Reasons for joining as para-teachers | 23 |
| 5.2 Self assessment by para- teachers | 24 |
| 5.3 Reasons of dissatisfaction with job among Para-teachers | 24 |
| 5.4 Monthly salary expected by para- teachers | 26 |
| 5.5 Motivation to continue as para-teachers | 27 |
| 5.6 Activities liked by para- teachers | 28 |
| 5.7 Aspirations of para- teachers | 29 |
| 5.8 Para-teachers' perception of behaviour of head teachers, regular teachers and community members | 30 |
| 5.9 Para- teachers' opinion on factors that affect school functioning adversely | 31 |
| 5.10 Para teachers' suggestions for better functioning of schools | 32 |
| 6 Evaluation of Para-teachers by Head teachers and Block and Cluster Resource Coordinators | 35-43 |
| 6.1 Assessment criteria used by Head teachers | 35 |
| 6.2 Rating of para- teachers' performance by Head teachers | 35 |
| 6.3 Teaching competence of Para-teachers & Regular teachers as judged by Head teachers. | 37 |
| 6.4 Discrimination against para- teachers | 38 |
| 6.5 Status and self esteem of para- teachers | 39 |
| 6.6 Sources of help and guidance to para- teachers | 40 |
| 6.7 Challenges faced by para-teachers | 41 |
| 6.8 Suggestions made by Head teachers | 42 |
| 6.9 Perceptions of Block and Cluster level functionaries | 43 |

| | |
|---|-------|
| State specific information on para- teachers | 46-57 |
| Andhra Pradesh | 46 |
| Bihar | 47 |
| Chatisgarh | 48 |
| Gujarat | 49 |
| Jammu and Kashmir | 50 |
| Jharkhand | 51 |
| Madhya Pradesh | 52 |
| Maharashtra | 53 |
| Orissa | 54 |
| Rajasthan | 55 |
| Uttar Pradesh | 56 |
| Uttarakhand | 57 |
| Annex1 Distribution of Para-teachers (%) by Educational qualification | 60 |
| Annex2 Distribution of Para-teachers (%) by Professional Qualification | 60 |
| Annex3 Distribution of Para-teachers (%)by professional qualification (Rural and Urban) | 61 |

SECTION-I

INTRODUCTION

The policy of appointing para-teachers came in response to the challenge of providing universal access to primary education. It has three aspects. First, there are a sizeable number of small size habitations in remote and tribal areas in some states, which are widely scattered and the children of these habitations do not have access to primary school within a radius of one kilometer. Providing formal primary schools in these habitations is financially not easy. Therefore, local teachers from the communities are appointed, on a comparatively lower salary. Secondly, para- teachers are also posted in regular schools to ensure a minimum of two teachers in every school. There are a sizeable number of single-teacher schools in most of the states. Thirdly, to resolve the adverse pupil-teacher ratio (PTR) or in other words to overcome the teacher shortage, para-teachers are appointed in regular schools. There are many vacant posts of teachers in some states, partly because of the retirement of teachers and partly due to the increase in enrolment. State governments found it difficult to fill up these vacancies with teachers in regular pay scales due to paucity of funds. In order to meet the rising demand for teachers they resorted to the appointment of teachers often termed as 'para-teacher' on contract basis, on specified terms and conditions. The use of para-teachers in regular primary schools started only in the eighties, the first initiative being the Volunteer Teachers Scheme of Government of Himachal Pradesh in 1984. Also para-teachers were employed in Rajasthan under Shiksha Karmi project and later in some other states too.

Feedback on the effectiveness of this intervention presents a mixed scenario. On one hand there were reports of PROBE (1999), Dayaram (2000), Pandey and Rani(2006) and Govinda and Josephine (2005) which lament the poor quality of these teachers. On the other hand, there were reports stating that para-teachers belonging to the village/local community attended school regularly. Duthilleul (2005), observed that deployment of locally hired para -teachers in India contributed to the regular functioning of schools and promoted regularity in students attendance. Para-teachers also played a critical role in helping ethnic minorities of different languages to have access to schooling. ILO study (*Fyfe, 2007*) too draws similar conclusions and brings out the fact that government-paid teachers have little incentive to do their job seriously since their appointments are permanent and their salaries are not performance-related.

The tenure and terms of appointment of para- teachers vary. These teachers are known by different names in the different states. In fact in a few states, the term 'para-teacher' is not even in use. States like Madhya Pradesh claim that they have no para-teacher.

This study was commissioned to examine status of para-teachers appointed in primary and upper primary schools. Specifically, it was mandated to look at their deployment strategies and professional competence in a sample of para-teachers in twelve states, namely, **Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Jammu & Kashmir, Jharkhand, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Uttar Pradesh and Uttarakhand**. For the purpose of this study para -teachers are those who are appointed on contract, and on terms and conditions which are different from those of regular teachers.

The objectives of the study are as follows:

1. To study the present status of para-teachers in different states in respect of their recruitment, deployment, qualifications, emoluments, service conditions, training etc.
2. To evaluate the induction and refresher training programme of para-teachers in respect of design, course materials and organization of training.
3. To ascertain the perceptions of head teachers, BRC/CRC coordinators and the community/parents about the performance of para-teachers vis-à-vis regular teachers.
4. To assess the classroom performance of para-teachers vis-à-vis regular teachers in respect of their competence in curriculum transaction and management of the class; their knowledge of the subject; organization of co-curricular activities; relationship with parents, colleagues and supervisors; participation in school administration; rapport with students etc.
5. To assess job satisfaction and aspirations of para-teachers and to find out problems faced by them in their functioning as teachers and to identify their training needs.
6. To assess the role of PRI/VEC in selection, appointment and monitoring the performance of para-teachers vis-à-vis regular teachers
7. To suggest measures for improvement in recruitment and deployment procedures and for enhancement of professional competence and functional efficacy of para-teachers.
8. To examine the policies of State Government, vis-à-vis recruitment of para-teachers, provisions for their professional skill development and induction into regular cadre of teachers, if any.

SECTION-II

METHODOLOGY

The survey was undertaken in 72 districts of 12 states: Andhra Pradesh (5), Bihar (7), Chhattisgarh (3), Gujarat (5), Jammu & Kashmir (3), Jharkhand (4), Madhya Pradesh (9), Maharashtra (7), Orissa (6), Rajasthan (6), Uttar Pradesh (14) and Uttarakhand (3). The selection of districts within a state, was done on the basis of literacy rate in the district. The districts were selected with probability proportion to size (PPS), size being the number of para-teachers in the district. Distribution of para-teachers in rural and urban schools among the selected districts indicated unusually high proportion of para-teachers in rural schools. The entire sample was drawn from rural areas if the urban schools did not have any para-teacher.¹

In each district data on block-wise number of para-teachers was collected from District Education Officer (DEO). Two blocks with maximum number of para-teachers were selected. After selection of the blocks, the school-wise list of number of para-teachers was collected from BRC. The schools were selected giving proportional representation to both (urban and rural areas) and also primary and upper primary schools. Approximately 15 schools in each district were selected at random. Table 1 shows the state-wise distribution of the number of schools covered in the sample.

Table 1: Sample distribution of schools in different states

| States | Rural | | | Urban | | | All | | |
|-------------------|------------|---------------|-------------|------------|---------------|------------|------------|---------------|-------------|
| | Primary | Upper Primary | Total | Primary | Upper Primary | Total | Primary | Upper Primary | Total |
| Andhra Pradesh | 33 | 27 | 60 | 25 | 26 | 51 | 58 | 53 | 111 |
| Bihar | 80 | 65 | 145 | 15 | 25 | 40 | 95 | 90 | 185 |
| Chhattisgarh | 21 | 18 | 39 | 28 | 15 | 43 | 49 | 33 | 82 |
| Gujarat | 39 | 61 | 100 | 7 | 14 | 21 | 46 | 75 | 121 |
| J & K | 31 | 21 | 52 | 20 | 19 | 39 | 51 | 40 | 91 |
| Jharkhand | 12 | 17 | 29 | 9 | 15 | 24 | 21 | 32 | 53 |
| Madhya Pradesh | 84 | 96 | 180 | 13 | 16 | 29 | 97 | 112 | 209 |
| Maharashtra | 89 | 68 | 157 | 8 | 12 | 20 | 97 | 80 | 177 |
| Orissa | 41 | 34 | 75 | 30 | 24 | 54 | 71 | 58 | 129 |
| Rajasthan | 65 | 82 | 147 | 29 | 2 | 31 | 94 | 84 | 178 |
| Uttar Pradesh | 187 | 0 | 187 | 2 | 0 | 2 | 189 | 0 | 189 |
| Uttarakhand | 119 | 0 | 119 | 0 | 0 | 0 | 119 | 0 | 119 |
| All States | 801 | 489 | 1290 | 186 | 168 | 354 | 987 | 657 | 1644 |

As shown in table 1, 1,644 schools were covered from 72 districts out of which 987 were primary schools and 657 were upper primary schools. In all, 1290 schools (i.e 78 %) were from rural areas and the rest 354 schools from urban areas. From the list, the 15 para-teachers were randomly selected in each block out of those who had completed at least six months of contract. Initially it was decided to select two para-teachers from each school. However, in many cases there was only one para-teacher in the school. In such cases, more number of schools were included to get the required number of para-teachers, i.e- 30 per district.

¹ For example, as per the government policy of appointing para-teacher in Uttar Pradesh till 2005-06, para-teachers were to be appointed in rural schools only. Consequently, sample of para-teacher in Uttar Pradesh represents only rural areas.

Table 2: Sample distribution of Para-teachers by type of school

| States | Primary | | | Upper Primary | | | Total | | |
|-------------------|------------|------------|--------------|---------------|------------|------------|------------|--------------|--------------|
| | Male | Female | Total | Male | Female | Total | Male | Female | Total |
| Andhra Pradesh | 19 | 58 | 77 | 22 | 51 | 73 | 41 | 109 | 150 |
| Bihar | 58 | 48 | 106 | 59 | 45 | 104 | 117 | 93 | 210 |
| Chhattisgarh | 21 | 43 | 64 | 19 | 37 | 56 | 40 | 80 | 120 |
| Gujarat | 29 | 24 | 53 | 45 | 52 | 97 | 74 | 76 | 150 |
| J & K | 38 | 30 | 68 | 29 | 23 | 52 | 67 | 53 | 120 |
| Jharkhand | 10 | 26 | 36 | 45 | 39 | 84 | 55 | 65 | 120 |
| Madhya Pradesh | 56 | 55 | 111 | 84 | 75 | 159 | 140 | 130 | 270 |
| Maharashtra | 71 | 39 | 110 | 40 | 60 | 100 | 111 | 99 | 210 |
| Orissa | 38 | 51 | 89 | 40 | 51 | 91 | 78 | 102 | 180 |
| Rajasthan | 61 | 35 | 96 | 0 | 84 | 84 | 61 | 119 | 180 |
| Uttar Pradesh | 131 | 199 | 330 | 0 | 0 | 0 | 131 | 199 | 330 |
| Uttarakhand | 72 | 48 | 120 | 0 | 0 | 0 | 72 | 48 | 120 |
| All States | 604 | 656 | 1,260 | 383 | 517 | 900 | 987 | 1,173 | 2,160 |

The total number of para-teachers interviewed for the study was 2,160. Out of 2,160 para teachers, 987 were male and 1,173 were female teachers;. 1,260 para-teachers were from primary schools and 900 were from upper primary schools. About 78 % of the para-teachers in the sample were from rural areas with Uttar Pradesh and Uttarakhand having almost the entire sample from rural areas. Table 3 show the number of para-teachers selected from rural and urban areas in different states.

Table 3: Distribution of Para-teachers in rural and urban areas in the sample

| States | Rural | | | Urban | | | Total | | |
|-------------------|------------|------------|--------------|------------|------------|------------|------------|--------------|--------------|
| | Male | Female | Total | Male | Female | Total | Male | Female | Total |
| Andhra Pradesh | 25 | 64 | 89 | 16 | 45 | 61 | 41 | 109 | 150 |
| Bihar | 100 | 67 | 167 | 17 | 26 | 43 | 117 | 93 | 210 |
| Chhattisgarh | 22 | 35 | 57 | 18 | 45 | 63 | 40 | 80 | 120 |
| Gujarat | 65 | 56 | 121 | 9 | 20 | 29 | 74 | 76 | 150 |
| J & K | 43 | 28 | 71 | 24 | 25 | 49 | 67 | 53 | 120 |
| Jharkhand | 37 | 26 | 63 | 18 | 39 | 57 | 55 | 65 | 120 |
| Madhya Pradesh | 122 | 110 | 232 | 18 | 20 | 38 | 140 | 130 | 270 |
| Maharashtra | 99 | 83 | 182 | 12 | 16 | 28 | 111 | 99 | 210 |
| Orissa | 51 | 45 | 96 | 27 | 57 | 84 | 78 | 102 | 180 |
| Rajasthan | 51 | 98 | 149 | 10 | 21 | 31 | 61 | 119 | 180 |
| Uttar Pradesh | 131 | 197 | 328 | 0 | 2 | 2 | 131 | 199 | 330 |
| Uttarakhand | 72 | 48 | 120 | 0 | 0 | 0 | 72 | 48 | 120 |
| All States | 818 | 857 | 1,675 | 169 | 316 | 485 | 987 | 1,173 | 2,160 |

Four head teachers were selected from each district with the condition that at least one para-teacher was interviewed from that school and also the school had at least one regular teacher , taking care of due representation of rural, urban, primary and upper-primary schools. Head teachers were interviewed to get their opinion about the performance of para-teachers vis-à-vis regular teachers in their schools. In case sufficient urban area para- teachers were not available, the sample was adjusted by taking more para- teachers from rural areas.

Two BRCs and two CRCs were selected from sampled blocks of each state. Four focus group discussions were carried out in the village/ locality of the block where the survey of para-teachers was carried out in each state to get feedback about the para-teachers, their working condition, the relationship of para-teachers with the students, their appointment and all other aspects related to para-teachers. The focus group discussion was organised with the members of VEC/PTA and other people associated with the development of education system in the locality.

The secondary data on the number of para-teachers was collected from the data base of District Information System for Education (DISE). The reports of the state

governments were used to obtain information on the number of para- teachers and regular teachers in the state and the allocated and actual budget earmarked for the financial year in the state.

Primary data was collected from para-teachers (2160) , head teachers (288) , BRC/CRC (48), and State headquarters (12) as well as focused group discussion (48) using appropriate interview schedules.

Field work was carried out in two phases. First phase was conducted in April-May, 2007 in Bihar, Chhattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Maharashtra, Orissa, Rajasthan and Uttar Pradesh. In the second phase, conducted in May- July 2007, Andhra Pradesh, Jammu and Kashmir and Uttarakhand were covered.

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SECTION-III

STATE POLICIES AND PRACTICES

3.1 Recruitment of Para-teacher

The policies with respect to recruitment and service conditions of contract teachers or para-teachers as well as regular teachers are formulated by each state government independently. The objective of appointing para-teachers is more or less the same in every state as shown in Table 4.

Table 4: Objective of appointment of Para-teachers

| State | Objective(s) |
|----------------|---|
| Andhra Pradesh | To improve the pupil-teacher ratio; to ensure access and to provide quality education to all the children. |
| Bihar | To enroll all the children in schools; to improve the pupil-teacher ratio; to reduce the burden on state exchequer and to improve the quality of education. |
| Chhattisgarh | To achieve the goal of UEE set by the government; to check the dropout rate and increase enrolment; to create congenial atmosphere for promotion of education in the state. |
| Gujarat | To provide access to primary education to children of deprived sections; remote areas and small habitations; to improve the retention rate in schools. |
| J & K | To improve quality and standard; to increase the enrolment at elementary level; to bring the potential teachers in main-stream of education; to meet the requirement of teachers. |
| Jharkhand | To improve the pupil-teacher ratio, to improve the quality of education; |
| Madhya Pradesh | To provide useful and relevant elementary education to all the children in the age group of 6-14 years; to create a positive environment for education; to increase the enrolment; to improve the quality of teaching-learning process and achievement level of children. |
| Maharashtra | To convert every single teacher school into two teacher school; to reduce the burden on the state exchequer and to reduce the salary expenditure. |
| Orissa | To improve the pupil-teacher ratio; to reduce the burden on state exchequer and to improve the quality of education. |
| Rajasthan | To provide free and compulsory education to all the children of 6-14 age group; to attain universal retention; to maintain the pupil-teacher ratio. |
| Uttar Pradesh | To improve the child retention and enrolment; to improve the pupil-teacher ratio; to meet the requirement of teachers; to improve the access of children to schools. |
| Uttarakhand | To improve the pupil-teacher ratio; to meet the requirement of teachers in hilly and remote areas. |

Source: Information gathered from state HQr in NCAER survey, 2007.

3.2 Role of PRIs/VECs in selection, appointment and monitoring the performance of teacher

With the 73rd Constitutional Amendment, responsibility for primary education was delegated to Gram Panchayats. Powers to appoint para-teachers in most cases had been vested in Panchayats. It facilitated states to develop a decentralized framework with involvement of community through the Panchayati Raj system and Village Education Committees. Decentralization of appointments had quickened the process of teacher recruitment. The state policy on the role of PRIs on appointment varied across states.

In Gujarat and Madhya Pradesh, the para-teachers were appointed from a pool of candidates who had qualified in the state-level written test. Therefore, in Gujarat and

Madhya Pradesh the role of PRIs in appointment of para-teachers was severely restricted. Similarly, in Maharashtra, para-teachers were appointed at the district level from a pool of applicants who possessed prescribed minimum qualification for the appointment of teachers. Thus in Maharashtra the role of PRIs in the appointment of para-teachers is restricted. In the remaining nine states (Andhra Pradesh, Bihar, Chhatisgarh, Jharkhand, Jammu and Kashmir, Orissa, Rajasthan, Uttar Pradesh and Uttarakhand), the para-teachers are appointed by district level education offices but the name(s) of the para-teacher(s) to be appointed were recommended by the VEC/PTA constituted by the PRI in the village/block.

In Rajasthan, the appointment of para-teacher has not taken place since 2002-03. The government policy regarding appointment, qualification and emoluments of para-teacher has not changed.

The process was more decentralized in appointing teachers for special single-teacher schools created in remote areas. There the local VEC or the school management committee was empowered to appoint the teacher.

3.2.1. Training of community leaders and role in selection of Para-teachers.

Capacity building trainings were conducted in Andhra Pradesh, Jammu & Kashmir, Jharkhand Rajasthan, Uttar Pradesh, Uttarakhand and Chhattisgarh. In Bihar, the training was conducted for one day and that too 5 years ago. Such training was not conducted in Gujarat, Madhya Pradesh, Maharashtra and Orissa.

3.2.2. Perceptions of community members (as per focused group discussion)

They have no power to take action against non performing teachers (para as well as regular in all 12 states). In Bihar, they complain to BSA, in Jharkhand they warn them and complain to authorities.

In Jammu & Kashmir, they were involved in the entire process of selection and appointment including setting terms and conditions..In Rajasthan & Uttarakhand they recommend the names of candidates to BEEO. In Uttar Pradesh, they recruit para-teachers directly, assess their performance along with that of regular teachers and suggest measures for improvement.

Para-teachers, in general, are more regular, better qualified and well behaved than the regular teachers (all 12 states); they create congenial atmosphere , are more active and their contribution to socio- cultural activities is better (Jharkhand); they are more interactive in the classroom (Gujarat),community members encourage para-teachers and give them suggestions to solve their problems (Maharashtra),

The following suggestions were made with regard to para- teachers –

- Induction training must be given to newly appointed para-teachers,
- Services of para-teachers should be regularized after satisfactory performance within a specified period,
- Remuneration of para-teachers should be revised from time to time.
- Para-teacher must be graduates.

3.3 Deployment and nomenclature for Para-teachers

The policy of deployment of para-teacher differs from state to state. While state policy notifications in most states suggest that the para-teachers could be appointed both in urban and rural areas, there is no definite pattern being followed in most of the states for their deployment. In Chhattisgarh, Rajasthan, Uttar Pradesh and Uttarakhand para-teachers were appointed mainly in the rural and remote areas. However, the policy in these states has been revised recently to appoint para-teachers in urban areas too to fill the vacancies, created due to superannuation of regular teachers. Other states appoint para-teachers in both rural and urban areas as per need. In Jammu & Kashmir, the policy of the state government to appoint para-teachers in a particular sector is not clearly stated but the appointment is made according to vacancies arising in schools.

The state-wise appointment policy, year of initiation of para-teachers and nomenclatures used in different states are reported in Table 5. In the case of *Vidya Sahayaks* in Gujarat and *Shikshan Sevaks* in Maharashtra, the appointment was as an interim measure reduce the heavy financial burden in a phased manner. But in most other cases, such policy was not clearly spelt out. In Madhya Pradesh, Uttar Pradesh and Uttarakhand, the government policy was to appoint teachers only on contract basis.

Change in policy with time was evident in many states. Madhya Pradesh was the first to introduce the system of appointing teachers on contract basis with a fixed remuneration. Subsequently, other states too followed suit. Bihar and Chhattisgarh have discontinued appointing para-teachers. In Bihar, appointment of teachers in the government schools is being made on fixed honorarium with possibility of extension of contract till superannuation subject to satisfactory performance. In Chhattisgarh, Appointment of teachers on contract basis has stopped. Those appointed earlier were regularized.

Table 5: Deployment, Year of initiation, nomenclature used for Para-teachers

| States | Deployment | Year of Initiation | Nomenclature used | Appointing agency |
|----------------|-----------------------------------|--------------------|--|---|
| Andhra Pradesh | Rural & Urban | 1998 | Vidya Volunteer | VEC/SDMC |
| Bihar | Rural & Urban | 2002 | Nagar Shikshak, Panchayat Shikshak, Prakhand Shikshak | PRI/ Village level PRI/ Nagar Parishad/ Nagar Panchayat |
| Chhattisgarh | Rural & Urban | 2000 | Shiksha Karmi | Grade I and II- Zila Panchayat, Grade III- Janpad Panchayat |
| Gujarat | Rural & Urban | 1998 | Vidya Sahayak | State Education Dept. |
| J & K | As per place of vacant post | 2000 | (i) Rehbar-E-Taleem, (ii) Contract teacher, (iii) Third teacher & (iv) Substitute to Zonal Resources Persons | VLC headed by zonal Education officer (ZEO) |
| Jharkhand | Rural & Urban | 2003-04 | Para-teacher | VEC |
| Madhya Pradesh | Rural & Urban | 1994-95 | Samvida Shikshak | Grade I - Zila Panchayat Grade II & III Janpad Panchayat |
| Maharashtra | Rural & Urban | 2001-02 | Shiksha Sevak | Chief Executive Officer of Zila Parishad |
| Orissa | Rural & Urban | 1995-96 | Shiksha Sahayak | Panchayati Raj Institution (PRI) / Zila Parishad |
| Rajasthan* | Rural and Urban | 1997 | Shiksha Sahayogi, 4 categories: Add. Para-teacher, lady Para-teacher & Para Physical teacher | Panchayati Raj Institution (PRI) |
| Uttar Pradesh | Rural & Urban | 1998-99 | Shiksha Mitra | VEC |
| Uttarakhand | Rural areas & at primary Schools. | 1998-99 | Shiksha Mitra | DEO on recommendation of VEC |

Source: Information gathered from state HQr in NCAER survey, 2007.

In Gujarat, teachers in primary and upper primary schools are first appointed on contract basis up to five years. They are regularized after five years or earlier if performance is satisfactory. In Maharashtra, it takes about three years for para-teachers to be absorbed in regular cadre. In Orissa, they can be regularized as Junior teachers after four years and after successful completion of another five years as junior teacher, they may be absorbed as regular teacher. In Jammu and Kashmir, a particular category of contract teachers, Rehbar-e-Taleem (R-e-T), may be regularized after satisfactory service of five years contract.

3.4 Qualification of Para-teacher

Gujarat, Orissa and Maharashtra are the only states where Secondary (SSC) is the minimum academic qualification. In Andhra Pradesh, Bihar, Rajasthan, Uttar Pradesh and Uttarakhand, the minimum academic qualification of para-teacher is Intermediate (Higher Secondary) or equivalent. In Chhattisgarh and Madhya Pradesh, the minimum academic qualification varies according to the grade at which appointment is made. For Grade I teacher the minimum academic qualification is Masters Degree; for Grade II teacher, it is graduation and for Grade III teacher, it is Intermediate. In Jammu and Kashmir, the minimum academic qualification is Intermediate but for a particular grade, that is, Third teacher, the minimum academic qualification is graduation. In Jharkhand, minimum academic qualification for the teacher appointed in primary school is intermediate but the teacher appointed in upper primary schools, graduation is considered as minimum academic qualification.

Table 6: State wise qualifications of Para-teachers & Regular teachers

| State | Para-teachers | | Regular teachers | |
|----------------|---|-------------------------------|--|--|
| | Qualification | | Qualification | |
| | Professional | Academic | Professional | Academic |
| Andhra Pradesh | XII | NM | Primary: XII Upper Pri.: Gr. | Primary: D.Ed., Upper Pri.: B.Ed. |
| Bihar | XII | NM | XII | Preference: 2 years TTC/Dip. B.El.Ed/ B.Ed./ C.P.Ed/ Equi. |
| Chhattisgarh | Grade I -PG Grade II – Gr. Grade III: XII | NM | Grade I - PG. Grade II –Gr. Grade III - XII | NM |
| Gujarat | SSC | PTC | SSC | PTC |
| J & K | XII Third teacher: Gr | NM | XII | NM |
| Jharkhand | Pri.: XII Up.Pr. : Gr. | NM | Primary : XII Up.Pri: Gr. | NM |
| Madhya Pradesh | Grade I- PG Grade II- Gr. Grade III- XII | Upper Pr. D.Ed./ B.Ed. | Grade I – PG; Grade II – GR Grade III : XII. | NM |
| Maharashtra | HSC/SSC | D.Ed. | HSC | D.Ed. (NM) |
| Orissa | SSC/XII / Gr. | CT | XII | CT/B.Ed. |
| Rajasthan | XII | Cert./Dip/Gr. in Education | XII | BSTC/B.Ed. |
| U.P. | XII | NM. | Gr. | BTC |
| Uttarakhand | XII / Gr. | NM | Gr. | BTC |

Gr. = Graduate; PG = Post graduate; NM= Not mandatory.; PTC = Primary teaching certificate ; B.Ed = Bachelor in Education ; TTC = Teachers Training Certificate; B.El.Ed = Bachelor in Elementary Education; D.Ed = Diploma in Education; C.P.Ed. = Certificate in Primary Education ; CT = Certificate in Teachers' Training.

Professional degree is not mandatory in Andhra Pradesh, Chhattisgarh, Jammu and Kashmir, Uttar Pradesh and Uttarakhand. In Bihar two-year teacher training diploma is desirable. There is provision for appointment of candidates with matriculation or equivalent qualification if they have a two-year Certificate or C.P.Ed from government recognized training institutes. However, an untrained teacher can also be considered. Earlier Panchayat Shiksha Mitra in Bihar was appointed with High School as minimum qualifications. After 2004-05, the minimum qualification was upgraded to 10+2 level in response to the change in guidelines by NCTE.

In Orissa, out of the total vacant posts in each education district, 70 percent posts are reserved for candidates having matric or +2 with CT qualification and 30 percent for candidates having B.A/B.Sc./B.Com with B.Ed. qualification. If candidates in one of the categories are not available, vacancies can be filled up from other categories. Selection of candidates is carried out according to merit. In Maharashtra, it is compulsory to have a professional degree or teaching certificate for para-teachers at primary and upper primary level.

Some of the states consider professional qualification like B.Ed and D.Ed as the additional qualification for appointment in upper primary schools. In some states if suitable candidates are not found with the prescribed academic qualification, candidates with lower academic qualification can be considered. Yet about one-fourth of the para-teacher in all the states are post-graduates and more than one-third of the teachers are graduates.

State-wise data revealed that in states like Bihar, Chhattisgarh, Gujarat, Jammu and Kashmir, Maharashtra, Orissa and Uttar Pradesh more para-teachers with post-graduate qualification were appointed in those districts where literacy level was low. In Uttarakhand same proportion of post graduates were employed in each stratum (48 percent). However, for other states (Andhra Pradesh, Jharkhand, Madhya Pradesh and Rajasthan) the appointment of post-graduate para-teacher was higher in district with high literacy rate (stratum 2) compared to district with literacy rate less than state average (stratum 1). In these states the appointment of graduate para-teachers was also more in stratum 2 than in stratum 1. In Andhra Pradesh about 31 percent para-teacher appointed in stratum 1 were matriculate while it was 17 percent in Orissa and 10 percent in Gujarat. The services of para-teachers in the state are non-transferable.

3.4.1 In case of **regular teachers** appointed in different states, the minimum academic qualification varied between SSC to Master degree. In Bihar, Jammu and Kashmir, Orissa and Rajasthan, the minimum academic qualification for the regular teachers was intermediate or equivalent. In Andhra Pradesh and Jharkhand the minimum academic qualification at primary level was intermediate and for upper primary schools graduates were appointed. In Uttar Pradesh and Uttarakhand, regular teacher must be a graduate. In Chhattisgarh and Madhya Pradesh minimum academic qualification was different for different grades of teachers. For Grade I teacher, it was Master Degree, Grade II teacher was graduation and for Grade III teacher, it was intermediate or equivalent. In Maharashtra, secondary school certificate was considered.

3.5 Emoluments of Para-teachers

The para-teachers in all the states are being paid a fixed amount and their salary may be broadly considered as 'Honorarium'. State-wise remuneration rates based on the grades at which they are employed are reported in Table 7. Comparison with pay scales of regular teachers is also shown in this table.

The remuneration or honorarium paid to para-teachers varies across the states. The highest remuneration is paid in Uttarakhand. In Chhattisgarh, Jammu and Kashmir and Madhya Pradesh it is based on the grade of para-teacher. In Bihar, Jharkhand and Maharashtra remuneration is different for trained and untrained para-teachers.

Table 7: Pay scale of Para-teachers and Regular teachers

| State | Para-teachers | Regular teachers |
|----------------|---|--|
| | Pay scale (p.m) | Pay scale(p.m.) |
| Andhra Pradesh | Rs. 1500/- | Primary : 5470-12385, U. pr.: 7200-16195 |
| Bihar | Trained- Rs.5000/- Untrained- Rs.4000 | 4500-7000 |
| Chhattisgarh | Grade I- 5300-8300 Grade II-4500-7000 Grade III-3800-5800 | Grade I- 5300--8300 Grade II-4500- -7000 Grade III-3800-5800 |
| Gujarat | 2500/- | 4000-7000 |
| J & K | Rehbar-E-Taleem:1500-2000: Contact teacher:4500; Third teacher:1500-3000/- | 4000-6000 |
| Jharkhand | Primary Untrained-2500; Trained- 3000/- Upper Pr. Untrained-3000/- Trained -3500/- | 4500-5500 |
| Madhya Pradesh | Grade I- 4500/- Grade II- 3500/- Grade III-2500/- | Grade I- 4500- 7000 Grade II-3800-5800 Grade III-2500-3500 |
| Maharashtra | Trained 3000/- Untrained 1500/- | Trained - 4500-7000, Untrained - 3200-4900 |
| Orissa | 2000/- | CTs :3600-5600, B.Ed. : 4000-6000 |
| Rajasthan | 2000/- | 4500- 7000 |
| Uttar Pradesh | 3000/- | Primary : 4500-7000, Upper Pr.: 5500-9500 |
| Uttarakhand | 6000 /- | 4500 – 7000 |

In Andhra Pradesh the honorarium for para-teachers was Rs. 1,000 per month. From the year 2007-08, the total emoluments were increased to Rs. 1,500 per month. In Bihar, para-teachers are appointed at three levels as Nagar Shikshak, Panchayat Shikshak and Prakhand Shikshak. The honorarium is different for trained and untrained teachers. The trained teachers in Bihar gets Rs. 5,000 per month and an untrained teachers gets consolidated Rs. 4,000 per month. In Chhattisgarh, they are paid a salary instead of honorarium and the pay scale differs according to the grade at which they are appointed with all other benefits.

In Gujarat, it is a fixed amount of Rs. 2,500 per month. In Jammu and Kashmir the honorarium is different for different levels: for Rehbar-E-Talim the monthly honorarium is Rs. 1,500, for contract teacher it is Rs. 4,500 and for third teacher it varies between Rs. 1500 and Rs. 3,000 according to the educational qualification of the candidate. In Jharkhand, the honorarium differs according to the level of school. The trained teachers at the primary level get Rs. 3000 per month while the untrained get Rs. 2,500 per month. At the upper primary level, the honorarium per month is Rs. 3,500 for trained teacher and Rs. 3,000 for untrained teacher.

Samvida Shikshaks in the state of Madhya Pradesh are appointed in three grades at different honoraria. For *Samvida Shala Shikshak* Grade I it is Rs. 4,500 per month, for *Samvida Shala Shikshak* Grade II it is Rs. 3,500 per month and for *Samvida Shala Shikshak* Grade III it is Rs. 2,500 per month. However, in Madhya Pradesh, the para-teachers get an increment of 15 percent after completion of three years of service.²

² Memorandum No. 404 (13) dated 06.05.2005.

In Maharashtra, the honorarium is different for trained and untrained teacher. The trained teacher receives an amount of Rs. 3,000 per month while an untrained teacher is paid an honorarium of Rs. 1,500 per month. In Orissa, the para-teachers are paid an amount of Rs. 2,000 per month with no other monetary benefit. In Rajasthan, para-teachers are paid a fixed amount of Rs. 2,000 per month. However, they are entitled for an annual increment of Rs. 200.³

In Uttar Pradesh, the para-teacher get a fixed amount of Rs. 2,400 per month. In Uttarakhand, the honorarium for the para-teacher was fixed at Rs. 6,000 per month but they, get no other additional benefit (PF, Pension or Gratuity etc) and also receive no annual increment in salary.

3.6 Service conditions of Para-teachers

The para-teachers in every state are appointed on a temporary basis with no definite service rules. However, the service conditions of the para-teachers differ from state to state. The state-wise profile and service conditions of para-teachers are shown in Table 8.

Table 8: State wise details of service condition of Para-teachers

| State | Period | Status | Leave | Leave for Women |
|-----------------|-----------------|------------------------------|-----------------------------|---------------------|
| Andhra Pradesh | 10 months | Non govt. | NIL | No |
| Bihar | Till retirement | Regular govt. employee | 16 CL ML 90 | 90 ML |
| Chattisgarh | age62 yr | Govt, employee | 13 CL; ML 90 | 90 ML |
| Gujarat | 5 years | Temporary | 12 CL | No |
| Jammu & Kashmir | NS | Temporary | 15 CL ; 30 without pay | 30 ML without pay |
| Jharkhand | NS | Non govt. | 16 CL | 90 ML |
| Madhya Pradesh | age 62 yr | PRE | 13 CL + 3 operational leave | 90 ML |
| Maharashtra | 3 years | Reg teacher non-govt | 15 PL; 12CL | provision period NS |
| Orissa | 4 years | NS | 12 CL; ML-90 | 90 ML |
| Rajasthan | NS | Non permanent govt. employee | 10 CL; ML- 120 | 120 ML |
| Uttar Pradesh | NS | Temporary | Prov, for leave ML-10 | ML-Period NS |
| Uttarakhand | NS | | 10 CL | 30 ML |

Source: Information from state HQr in NCAER survey, 2007.

NS = Not specified; ML = Maternity leave; CL= Casual leave;

The tenure of service for para-teachers varies from 11 months to 60 months. However, in most cases tenure is extendable on satisfactory performance.

Most of the para-teachers agreed that they were satisfied with the job but dissatisfaction arose due to excess work load and low remuneration. By and large, they expect parity with the regular teachers in terms of emoluments. Though, in most of the cases the state governments do not have a clear-cut policy of regularizing them most of the para-teachers feel confident that state governments would regularize them in future.

³ Memorandum No. P-1(2) Edu-1/Prashi/20012Part-1 Jaipur dated 07.0703.

The pupil-teacher ratio has shown a significant improvement over the years and this could be one of the outcomes of the induction of para-teachers. The survey results reveal that the pupil-teacher ratio has been maintained at 36:1 in most states except Bihar, Jharkhand and Uttar Pradesh.

3.7 Length of service and regularization of service

The length of the service of para-teachers depends upon a number of factors.-

- year in which the policy of appointing para-teachers was adopted in the state
- more teachers have shorter length of service in the states which recruited large number of para- teachers recently
- policy of the state government- whether they are allowing the para-teachers to continue in their job till the vacancies are filled by regular teachers **or** new para-teachers are appointed after specific period **or** para-teachers are regularized after specified years of service.

Table 9 brings out the state-wise distribution of para-teachers on the basis of their length of service. In all states, nearly half of the para-teachers have completed more than three years but still inter-state variation exists.

Table 9: Percentage distribution of Para-teachers according to length of service

| States | One Year or less | 1 to 2 years | 2 to 3 years | More than 3 years |
|-------------------|------------------|--------------|--------------|-------------------|
| Andhra Pradesh | 38.7 | 20.0 | 15.3 | 26.0 |
| Bihar | 23.4 | 32.0 | 5.7 | 39.1 |
| Chhattisgarh | 9.2 | 34.2 | 4.2 | 52.5 |
| Gujarat | 0.7 | 2.0 | 52.0 | 45.3 |
| J & K | 5.0 | 24.1 | 24.2 | 46.7 |
| Jharkhand | 25.8 | 10.8 | 21.7 | 41.7 |
| Madhya Pradesh | 19.6 | 8.1 | 3.0 | 69.3 |
| Maharashtra | 27.1 | 23.4 | 22.4 | 27.1 |
| Orissa | 8.9 | 12.2 | 25.6 | 53.3 |
| Rajasthan | 0 | 0 | 0.0 | 100.0 |
| Uttar Pradesh | 26.7 | 25.2 | 24.6 | 23.6 |
| Uttarakhand | 7.5 | 31.7 | 7.5 | 53.3 |
| All States | 17.5 | 18.4 | 16.9 | 47.2 |

Source: NCAER Survey, 2007.

In Rajasthan, which adopted the policy of appointing para-teachers in 1999, all the teachers covered in the sample were working for more than three years. No period is specified by the state for regularizing them but the state has already taken the decision not to appoint any more para-teacher in the state. In Madhya Pradesh (another state following this policy since long and having highest number of para-teachers among the states), about 70% of them were working as para-teachers for more than three years. In Orissa, Chhattisgarh and Uttarakhand, over 50 percent of the teachers were working for more than three years. Relatively fewer teachers (around one-fourth) had more than three years service in Uttar Pradesh, Maharashtra and Andhra Pradesh.

3.8 Prospects of regularization of service

Provision of regularization of service is not same in all the sample states. Nevertheless, more than one-third of the respondents informed that there was provision for regularization of service of para- teachers . In Gujarat, Jammu & Kashmir, Maharashtra and Orissa, the para-teachers believe that there is provision of regularization of their service. According to the information on absorption of these teachers available with the state head quarters of Gujarat, Jammu & Kashmir, Maharashtra and Orissa, they can be absorbed after satisfactory completion of specified period of service. In other states, there is no contradiction on this aspect between what para-teachers think and the official policy on this issue.

In Bihar, para-teachers are appointed on continuously renewal basis (but not as part of the regular cadre) till they attain the age of 60 years. In Rajasthan also, the para-teachers are appointed for one year and the tenure is extended every year subject to their performance being satisfactory. It is most likely that they would continue to work till they are replaced by permanent teachers. In most other sampled states appointments are for fixed tenure. Their tenure is extendable after completion of initial fixed period in all the sampled states except Bihar and Rajasthan.

In Maharashtra, most of the para- teachers (82%) reported that their tenure is not extendable. However, according to the state government, these teachers are absorbed in the regular cadre after completion of three years, if their performance is satisfactory.

SECTION-IV

TRAINING OF PARA-TEACHERS

The modules of training of para- teachers are prepared at the state level keeping in view the local requirements. A draft paper of the modules is invited from the experts and after careful scrutiny the draft module is given final form. The past experiences and reports of the supervisors prepared from different training programmes are also taken into consideration

In case of para-teachers, generally induction training is imparted to all of them at the time of recruitment. However, the timing as well as duration varies from state to state. Duration of induction training varies from 60 days in Maharashtra to 30 days in Bihar, Madhya Pradesh, Uttar Pradesh & Uttarakhand, 15 days in Jharkhand and 7 days in Andhra Pradesh. In Rajasthan, it used to be 41 days in 1999 but thereafter it was reduced to 37 days. In Gujarat, generally 30 days training is organised for the newly appointed teachers and in Chhattisgarh, it is for 60 days for an untrained teacher. Details of duration of induction and in-service training to para-teachers can be seen in Table 10. Similar information about training of regular teachers is given in Table 11 for comparison.

Table 10: Induction training and In-service training of Para-teachers

| States | Induction training | | In-service training | |
|----------------|---|--------------|-------------------------|--------------|
| | Duration (days) | Agency | Duration (days) | Agency |
| Andhra Pradesh | 7 | BRC/DIET | 12 | BRC/DIET |
| Bihar | 30 | BRC/CRC | 20 | BRC/CRC |
| Chhattisgarh | No induction training but 60 days training for untrained teachers | DIET | 20 | DIET |
| Gujarat | 30 days training | BRC/DIET/CRC | 20 | BRC/DIET/CRC |
| J & K | 5 | | 20 | BRC/DIET/CRC |
| Jharkhand | 15 | BRC/DIET/CRC | 20 | BRC/ CRC |
| Madhya Pradesh | 30 | BRC/DIET/CRC | 20 | BRC/DIET/CRC |
| Maharashtra | 60 | DIET & BRC | 20 | DIET / BRC |
| Orissa | 30 | DIET & BRC | Depends on the District | BRC/ DIET |
| Rajasthan | 37 (stopped since 2002-03) | BRC | 20 | DIET |
| Uttar Pradesh | 30 | BRC/DIET | 15 | BRC/DIET |
| Uttarakhand | 30 | DIET | 20 | BRC |

Source: information gathered from state HQr in NCAER survey, 2007.

In every state, the induction training is organised through DIET, BRC and CRC. It focuses on identification of special needs and functional assessment, sensitivity towards children in the school, curriculum adjustment and adaptation to special needs, development and use of TLM, teaching competence and classroom management. The specific issues discussed in induction training are the course content, teaching methodology and the testing process. The basic principles of child psychology are also introduced in the training.

Training programs are conducted in two modes- face to face and distant mode. Training programs are developed with the objective to deal with curriculum. The training for subjects like mathematics and science is rigorous and comprehensive study material is provided to each teacher. The training programmes also make teachers aware

of remedial teaching for slow learners, importance of conducting co-curricular activities in school and social problems such as prevalence of child labour.

Table 11: Induction training and in-service training for regular teachers
(according to information provided by state headquarters)

| States | Induction training | | In-service training | |
|----------------|--|----------|---------------------------------|---|
| | Duration (days) | Agency | Duration (days) | Agency |
| Andhra Pradesh | 30 | DIET | 12 | SSA |
| Bihar | 51 | BRC/DIET | 20 | BRC/CRC |
| Chhattisgarh | No Induction training for regular teachers | | 20 | SCERT/DIET/BRC |
| Gujarat | No Induction training for regular teachers | | 20 | BRC/CRC |
| J & K | 5 | SIE/DIET | 20 | SIE/DIET |
| Jharkhand | 10 | BRC | 20 | BRC |
| Madhya Pradesh | No Induction training for regular teachers | | 20 | SCERT/DIET |
| Maharashtra | No Induction training for regular teachers | | 21 | DIET & Maharashtra State Council of Educational Research and Training, Pune |
| Orissa | No Induction training for regular teachers | | Depends on the Need of Teachers | State Resource Group |
| Rajasthan | 30 | DIET/BRC | 20 | DIET/BRC |
| Uttar Pradesh | No Induction training for regular teachers | | 15 | DIET/BRC |
| Uttarakhand | No Induction training for regular teachers | | 20 | BRC |

Apart from the induction training, every state government organizes in-service training for the teachers. Duration of in-service training varies; it is for 20 days in Bihar, Chhattisgarh, Gujarat, Jammu and Kashmir, Jharkhand, Madhya Pradesh, Maharashtra, Rajasthan and Uttarakhand, 15 days in Uttar Pradesh and 12 days in Andhra Pradesh. In Orissa, the duration of training depends on the district authority and is imparted as per the needs of the teachers. The in-service training programmes are organised through DIET, BRC and CRC in all the states under the guidance of SCERT.

In states like Bihar, Jharkhand, Rajasthan, Gujarat, Orissa and Uttarakhand, the DIETs were not functioning properly. Master trainers are prepared at the state level, who in turn build capacity of Master trainers at the district level to impart training to the teachers at the block or cluster level. The state usually prepares a team with experts to monitor the training programmes.

4.1 Head teachers' opinion on training

Out of 288 head teachers interviewed across 12 states in India, majority (78%) of them reported that the para-teachers in their schools had undergone induction training. In Chhattisgarh and Jammu & Kashmir the response was low (13% & 6% respectively); apparently these states had not organized any induction training. In Bihar and Uttarakhand, all para-teachers had undergone induction training.

Table 12: Percentage of Para-teachers who had received Induction training

| State | Primary | Upper Primary | Total |
|-------------------|-------------|---------------|-------------|
| Andhra Pradesh | 98.7 | 91.8 | 95.3 |
| Bihar | 98.1 | 99.0 | 98.6 |
| Chhattisgarh | 62.5 | 41.1 | 52.5 |
| Gujarat | 83.0 | 67.0 | 72.7 |
| J & K | 8.8 | 5.8 | 7.5 |
| Jharkhand | 77.8 | 77.4 | 77.5 |
| Madhya Pradesh | 85.6 | 79.9 | 82.2 |
| Maharashtra | 88.2 | 91.0 | 89.5 |
| Orissa | 92.1 | 89.0 | 90.6 |
| Rajasthan | 99.0 | 100.0 | 99.4 |
| Uttar Pradesh | 100.0 | 0.0 | 100.0 |
| Uttarakhand | 95.8 | 0.0 | 95.8 |
| All States | 88.3 | 78.8 | 84.3 |

The head teachers in most cases felt that induction training enhanced teachers' teaching capability, efficiency and helped them to become a better teacher who can use play-way method and understand child psychology. According to some of them training enabled them to improve classroom interaction (68%) and use TLM (22 %) in teaching and helped them to use log books. Quite a few of them felt that the para-teachers should be trained in classroom management (37 %) and content should be based on the teaching techniques to be used in the class (29%). Some also suggested that multi-level and multi- grade teaching, the pedagogical aspects, development of moral values and maintaining school records should also be covered in training.

4.2 Para-teachers' opinion about training

Table 12 shows that out of 2,160 para-teachers interviewed in different states, only 1,821 (84.3 %) para-teachers had received induction trainings (about 88% at the primary level and 79 % at the upper primary level). In Jammu and Kashmir, it was negligible as this state had no clear policy of organizing induction training at the state level. In Chhattisgarh about 53 percent of the para-teachers who were appointed by erstwhile Madhya Pradesh government had received induction training. About 82 % of para-teachers had received in-service training during 2006-07. The participation rate of primary teachers for in-service training was higher than that of upper primary teachers.

As stated earlier, in-service training in all the states is organised every year but the duration of in-service training varies form state to state. Out of 1,260 primary teachers who were interviewed, 1,071 (about 85%) had participated in in-service training programmes during 2006-07. On the other hand, out of 900 upper primary teachers, only 690, (77 %) had participated in in-service training programmes. Further, participation rate of male and female primary teachers was 86% & 84% respectively. The participation rate of para-teachers in in-service training was quite high in Andhra Pradesh, Chhattisgarh, Gujarat, Madhya Pradesh, Rajasthan and Uttar Pradesh. On the other hand in Jharkhand and Orissa it was below 60%.

Table 13: Perception of Para-teachers about training (%)

| State | Most Appropriate | Appropriate | Somewhat Appropriate | Not Appropriate |
|-------------------|------------------|-------------|----------------------|-----------------|
| Andhra Pradesh | 38.0 | 41.3 | 19.3 | 1.3 |
| Bihar | 64.6 | 33.0 | 1.9 | 0.5 |
| Chhattisgarh | 45.8 | 45.8 | 8.5 | 0.0 |
| Gujarat | 45.3 | 45.3 | 8.0 | 1.3 |
| J & K | 16.8 | 45.3 | 31.6 | 6.3 |
| Jharkhand | 40.5 | 32.4 | 25.7 | 1.4 |
| Madhya Pradesh | 21.9 | 62.6 | 14.3 | 1.2 |
| Maharashtra | 25.0 | 64.3 | 10.2 | 0.5 |
| Orissa | 38.1 | 49.4 | 12.5 | 0.0 |
| Rajasthan | 26.9 | 64.0 | 9.1 | 0.0 |
| Uttar Pradesh | 51.4 | 38.0 | 10.6 | 0.0 |
| Uttarakhand | 51.7 | 41.4 | 6.9 | 0.0 |
| All States | 39.6 | 47.8 | 11.8 | 0.8 |

Source: NCAER Survey, 2007.

Table 13 indicates that about 87% para-teachers felt that training was either appropriate or most appropriate for helping them in their teaching learning work. Very few (12%) reported that training was only somewhat appropriate. 'However, around 32% para-teachers in Jammu and Kashmir and 26% in Jharkhand reported that training was somewhat appropriate'. On the other hand, 65% teachers in Bihar, 51% in Uttar Pradesh and 52% in Uttarakhand reported that training activities or exercises were most appropriate. Only about 6% para-teachers in Jammu and Kashmir reported that the courses covered in the training programmes were not appropriate.

Table 14: Para-teachers perception about capacity built through in-service training programme

| State | Use of Teaching learning aids | Improvement teaching competence | Classroom management | All of these | Activity based teaching | Any other |
|-------------------|-------------------------------|---------------------------------|----------------------|--------------|-------------------------|------------|
| Andhra Pradesh | 26.7 | 35.3 | 30.0 | 40.0 | 39.3 | 0.7 |
| Bihar | 14.4 | 25.8 | 34.0 | 60.8 | 64.6 | 4.8 |
| Chhattisgarh | 33.9 | 52.5 | 33.1 | 39.8 | 22.9 | 0.9 |
| Gujarat | 56.0 | 48.7 | 50.0 | 23.3 | 66.6 | 4.0 |
| J & K | 47.8 | 46.7 | 38.0 | 31.5 | 40.2 | 4.4 |
| Jharkhand | 47.3 | 47.3 | 50.0 | 33.8 | 59.5 | 4.1 |
| Madhya Pradesh | 45.4 | 47.4 | 53.8 | 24.3 | 42.6 | 0.4 |
| Maharashtra | 64.8 | 57.1 | 45.4 | 26.0 | 44.4 | 0.5 |
| Orissa | 24.1 | 28.5 | 26.0 | 57.6 | 57.6 | 1.3 |
| Rajasthan | 9.1 | 20.0 | 8.0 | 77.7 | 14.9 | 0.0 |
| Uttar Pradesh | 30.4 | 31.3 | 21.9 | 59.3 | 60.8 | 4.9 |
| Uttarakhand | 46.6 | 59.5 | 34.5 | 36.2 | 39.7 | 0.0 |
| All States | 35.8 | 39.8 | 34.3 | 44.6 | 47.5 | 2.2 |

Source: NCAER Survey, 2007.

As Table 14 shows, according to the para-teachers the training helped them in improving their teaching competence (40%), class room management(34%), effective use of teaching-learning aids (36%), activity-based teaching (48%) . On an average, in all the states, 45 percent teachers reported that they benefited in all the three areas.

Table 15: Transactional approaches followed by trainers according to Para-teachers (%)

| State | Only Mono logue | Only Dialogue | Both monologue & dialogue | Group discussion | Group discussion in the entire group | Problem centered approach | Experimental learning activities |
|-------------------|-----------------|---------------|---------------------------|------------------|--------------------------------------|---------------------------|----------------------------------|
| Andhra Pradesh | 10.0 | 19.3 | 46.0 | 83.3 | 21.3 | 20.7 | 39.3 |
| Bihar | 0.5 | 9.6 | 73.7 | 76.6 | 25.4 | 18.2 | 59.8 |
| Chhattisgarh | 12.7 | 6.8 | 85.6 | 96.6 | 0.9 | 2.5 | 13.6 |
| Gujarat | 1.3 | 26.7 | 61.3 | 88.7 | 21.3 | 38.7 | 46.7 |
| J & K | 4.3 | 24.7 | 12.9 | 94.6 | 19.4 | 53.8 | 25.8 |
| Jharkhand | 5.4 | 8.1 | 86.5 | 85.1 | 4.1 | 41.9 | 43.2 |
| Madhya Pradesh | 13.6 | 21.9 | 63.0 | 85.3 | 6.4 | 33.1 | 26.3 |
| Maharashtra | 39.0 | 45.6 | 24.6 | 84.6 | 23.1 | 24.1 | 12.3 |
| Orissa | 24.5 | 39.0 | 33.3 | 95.6 | 34.0 | 35.9 | 22.6 |
| Rajasthan | 3.4 | 3.4 | 93.8 | 81.3 | 17.6 | 17.1 | 13.1 |
| Uttar Pradesh | 7.9 | 11.2 | 76.4 | 80.6 | 6.7 | 31.8 | 41.2 |
| Uttarakhand | 40.5 | 40.5 | 42.2 | 87.9 | 18.1 | 24.1 | 9.5 |
| All States | 13.3 | 20.9 | 60.2 | 85.4 | 16.2 | 27.8 | 36.5 |

Source: NCAER Survey, 2007.

Table 15 shows the percentage of para-teachers according to what they felt about the transactional approach followed by trainers. More than 85 % para-teachers, on an average in all the states, reported that group discussion was the main transactional approach followed by trainers. This was followed by the use of monologue and dialogue approach. However, about 36 % para-teachers reported that trainers used experimental learning activities and 28% reported the use of problem-centered approach. There was variation across states with regard to the opinion of para-teachers on the transactional approach used by trainers. For instance, about 41 percent para-teachers in Uttarakhand and 39 percent in Maharashtra reported that facilitators used monologue as the transactional approach in transacting the content, While this percentage was less than 5% in Bihar, Gujarat, jammu & Kashmir and Rajasthan. Further, only 16.2% para-teachers felt that facilitators generated discussion in the group.

Table 16: Effectiveness of trainers as perceived by Para-teachers (%)

| State | Primary | | | Upper primary | | | Total | | |
|-------------------|-------------|-------------|------------|---------------|-------------|------------|-------------|-------------|------------|
| | Good | Average | Poor | Good | Average | Poor | Good | Average | Poor |
| Andhra Pradesh | 93.6 | 6.5 | 0 | 75.3 | 23.3 | 1.4 | 84.6 | 14.7 | 0.7 |
| Bihar | 93.3 | 6.7 | 0 | 92.3 | 6.7 | 1 | 92.9 | 6.7 | 0.5 |
| Chhattisgarh | 87.3 | 12.7 | 0 | 92.7 | 7.3 | 0 | 89.8 | 10.2 | 0 |
| Gujarat | 88.7 | 11.3 | 0 | 87.6 | 11.3 | 1 | 88 | 11.3 | 0.7 |
| J & K | 62.7 | 32.2 | 5.1 | 61.1 | 30.6 | 8.3 | 62.1 | 31.6 | 6.4 |
| Jharkhand | 76 | 20 | 4 | 81.6 | 16.3 | 2 | 79.8 | 17.6 | 2.7 |
| Madhya Pradesh | 82.8 | 17.1 | 0 | 64.4 | 34.9 | 0.7 | 72.1 | 27.5 | 0.4 |
| Maharashtra | 70.5 | 21.9 | 7.6 | 76.9 | 19.8 | 3.3 | 73.5 | 20.9 | 5.6 |
| Orissa | 80.2 | 17.1 | 2.6 | 78.3 | 18.1 | 3.6 | 79.2 | 17.6 | 3.1 |
| Rajasthan | 82.3 | 17.7 | 0 | 87.4 | 12.7 | 0 | 84.5 | 15.4 | 0 |
| Uttar Pradesh | 92.1 | 7.9 | 0 | - | - | - | 92.1 | 7.9 | 0 |
| Uttarakhand | 93.1 | 6.9 | 0 | - | - | - | 93.1 | 6.9 | 0 |
| All States | 86.1 | 12.8 | 1.2 | 79.6 | 18.7 | 1.7 | 83.5 | 15.2 | 1.3 |

Source: NCAER Survey, 2007.

Table 16 shows how the para teachers rated their trainers. Majority (84 %) of para-teachers rated their trainers as effective. However, they were perceived as more efficient by primary teachers with 86% of them considering the trainers to be good compared to 80% in the case of upper primary para-teachers.

In Jammu & Kashmir and Maharashtra, 5 to 7 percent para-teachers rated the trainers as poor. About 8 percent primary school teachers in Maharashtra rated the trainers as poor and in Jammu and Kashmir about 8 percent upper primary school teachers rated the trainers to be poor. In all other cases, less than 5% para- teachers rated trainers as poor.

4.3 Suggestions to improve training programmes

Para- teachers suggested some modification in training. Their suggestions are summarized in Table 17. Overall, they feel the need for further training on ‘diagnostic and remedial teaching’. Suggestions for more training on ‘monitoring and evaluation procedures’ ‘needs of special learners’ ‘instructional skills and strategies’ and ‘multi-grade teaching’ were given by fairly significant percentage of para- teachers in some states.

Table 17: Suggestions from Para-teachers (%) to improve training programme in certain areas

| Areas of training | Para-teachers (%) | | |
|---|--|--|------------------------------------|
| | 20- 40 % | 41-50% | 51-65% |
| Instructional skills and strategies | A.P., Gujarat, J & K, Orissa, Rajasthan,U.P., Uttarakhand | Jharkhand, M.P., Maharashtra | Jharkhand |
| Diagnostic and remedial teaching | Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, U.P. | Orissa, Rajasthan, Uttarakhand | Jharkhand J & K, M.P., Maharashtra |
| Monitoring & evaluation procedures | Andhra Pradesh, Gujarat, J & K, Rajasthan, Uttar Pradesh, Uttarakhand | Jharkhand, Madhya Pradesh, Maharashtra, Orissa | - |
| Needs of Special learners | Andhra Pradesh, Bihar, Gujarat, J & K, Uttar Pradesh, Uttarakhand | Madhya Pradesh | Jharkhand, Rajasthan |
| Multi grade teaching | Bihar, Gujarat, Jharkhand, J & K, Maharashtra, Orissa, Rajasthan, Uttar Pradesh, Uttarakhand | - | - |
| All of these | J & K , Orissa, Uttar Pradesh, Uttarakhand | - | - |
| Any other | Bihar, Chhattisgarh, Gujarat J & K, Orissa, Uttar Pradesh, | - | - |

Source: NCAER Survey, 2007.

To conclude, during 2006-2007, about 82 percent of para-teachers received in-service training. Nearly 87 percent para-teachers reported that training activities were helpful to them in their teaching learning process. However, para-teachers expressed that they need further training in diagnostic & remedial teaching, monitoring & evaluation, multi-grade teaching and needs of special learners. Group discussion was the main approach followed by facilitators for transacting curriculum of training. Most (nearly 84%) of the para-teachers rated the effectiveness of trainers as ‘good’ or ‘very good’.

SECTION- V

SELF- PERCEPTION AND ASPIRATION OF PARA-TEACHERS

The issue of job satisfaction was explored from different dimensions, including nature of occupation, amount of honorarium, other entitlements, difficulties in performing job, work environment and others. The job satisfaction also depends on the reason for choosing this career as a teacher.

5.1 Reasons for joining as para-teachers

Para- teachers were asked to indicate the reason of opting to be a para- teacher. Table 18 shows the percentage of para teachers who gave different reasons for becoming para- teacher.

Table 18: Reasons for joining as Para-teacher (%)

| States | Financial need | Financial independence | Possibility of regular Job | Linking for teaching profession | Unemployment |
|-------------------|----------------|------------------------|----------------------------|---------------------------------|--------------|
| Andhra Pradesh | 24.0 | 22.7 | 32.0 | 68.0 | 33.3 |
| Bihar | 37.1 | 46.7 | 43.3 | 31.9 | 84.8 |
| Chhattisgarh | 39.2 | 11.7 | 48.3 | 53.3 | 53.3 |
| Gujarat | 10.0 | 28.7 | 75.3 | 74.0 | 26.0 |
| J & K | 40.8 | 33.3 | 51.7 | 38.3 | 57.5 |
| Jharkhand | 55.0 | 17.5 | 49.2 | 56.7 | 61.7 |
| Madhya Pradesh | 34.4 | 18.9 | 52.6 | 66.3 | 48.5 |
| Maharashtra | 54.8 | 47.6 | 59.1 | 71.4 | 31.0 |
| Orissa | 61.7 | 22.2 | 82.2 | 57.2 | 56.1 |
| Rajasthan | 35.6 | 7.8 | 49.4 | 49.4 | 81.7 |
| Uttar Pradesh | 47.0 | 13.9 | 60.6 | 61.2 | 60.3 |
| Uttarakhand | 44.2 | 17.5 | 63.3 | 73.3 | 51.7 |
| All States | 40.8 | 24.2 | 56.0 | 58.8 | 54.6 |

Source: NCAER Survey, 2007.

Appeal of teaching profession (58.8%), possibility of regular job (56%) and being unemployed (54.6%) emerged as three major reasons for joining as para-teachers. In Bihar, Rajasthan, Uttar Pradesh and Jharkhand 'being unemployed' was a major reason. In Orissa and Gujarat 'possibility of regular job' was the major reason.

In Andhra Pradesh, Madhya Pradesh, Gujarat, Maharashtra and Uttarakhand appeal of teaching as a profession was cited as a reason for preferring this job by para-teachers (above 60%). Expectation of regularization or continuity in service was particularly high in Gujarat (75 %) and Orissa (82%).

Overall nearly two fifth para- teachers (41%) stated that they chose the profession because of financial need. A high proportion (above 55 %) of para-teachers in Jharkhand, Maharashtra and Orissa mentioned this as one of the reasons for joining as para-teachers. The need for becoming financially independent was mentioned as one of the reasons by nearly one-fourth of the para-teachers. This proportion is (high about 47%) in the states of Bihar and Maharashtra.

5.2 Self assessment by para- teachers

Para-teachers generally perceived themselves as good teachers possessing various teaching skills in good measure.

Table 19: Self rating by Para-teachers (%)

| Teaching Skills | Poor | Average | Good/Very good |
|---|------|---------|----------------|
| Praising Student for their good performance | 1.5 | 19.9 | 78.7 |
| Diagnosing students' learning difficulties | 3.7 | 33.6 | 62.7 |
| Preparing for curriculum transaction | 5.1 | 28.4 | 66.5 |
| Promoting discussion in classroom through regular question answer technique | 3.4 | 27.7 | 68.8 |
| Developing TLM | 10 | 27.7 | 62.3 |
| Making effective use of TLM | 7.2 | 27.3 | 65.4 |
| Making the classroom teaching joyful and interesting | 3.4 | 22.4 | 74.2 |
| Interacting with each child to know his/her strength and interest | 4.5 | 34.0 | 61.6 |
| Inter-relating teaching content with children's experience and interest | 5 | 37.1 | 58 |
| Using the available Science and Mathematics Kit in classroom while teaching | 13.3 | 35.6 | 51.2 |
| Facilitating science learning through exploratory activities | 20.3 | 36.7 | 43 |
| Facilitating Mathematics learning through fun activities, exercises etc. | 6.2 | 32.1 | 61.7 |
| Teaching English in an innovative manner | 9.8 | 39.0 | 51.1 |
| Promoting literacy skills through various creative activities like drama, story telling, creative writing etc | 7.7 | 30.6 | 61.8 |
| Managing class properly | 3.3 | 22.6 | 74.2 |
| Using blackboard appropriately | 2.8 | 19.0 | 78.3 |
| Undertaking regular monitoring and evaluation of student learning | 4.3 | 34.9 | 60.9 |
| Preparing separate plan for difficult categories of students | 7.1 | 37.6 | 55.2 |
| Taking remedial measures for poor performers | 6.2 | 29.9 | 63.9 |
| Using appropriate examples in teaching | 2.9 | 20.6 | 76.5 |

Source: NCAER Survey, 2007.

From Table 19 it is clear that most of the para-teachers rate themselves as good or very good on various teaching skills. Weak areas were: (i) facilitating science learning through exploratory activities (ii) teaching English in an innovative manner (iii) preparing separate plans for difficult category of students and (iv) interrelating teaching content with children's experience and interest.

5.3 Reasons of dissatisfaction with job among Para-teachers

Job satisfaction was explored from different dimension- nature of occupation, amount of honorarium, other entitlements, difficulties in performing job, work environment etc.

Table 20: Reasons of dissatisfaction with job among Para-teachers (%)

| Reasons of dissatisfaction | 20%-40% | 41%-60% | 61-80% | 81-100% |
|--|------------------------------|---------------|--------|---|
| Similar responsibilities as of regular teachers but salary is less (Av. score: 85.2%) | - | - | - | Andhra Pradesh, Bihar, Gujarat, J&k, Jharkhand, Madhya Pradesh, , Uttar Pradesh, Maharashtra, Orissa, Rajasthan |
| Excess workload (Av. score: 22.6%) | Gujarat, Jharkhand, Rajshtan | Chhattishgarh | - | Uttarakhand |

Although para- teachers rated themselves as good teachers, they were not satisfied mainly because they felt that they were being paid much less than regular teachers for the same type of work. As Table 20 shows, over 80% para- teachers had this grouse in 10 out of 12 states.

In Uttarakhand ‘excess workload’ was the major cause of dissatisfaction. This was also one of the reasons of dissatisfaction in Chhattisgarh , Gujarat, Rajasthan and Jharkhand .

For other reasons mostly the response was nil or below 20%. These reasons included ‘living away from family’ ‘adjustment problem with local environment’ and ‘too long regularization period’. Para – teachers also complained about major share of teaching work being given to them. Also they felt that they had to put in extra efforts for increasing enrolment as their job security was linked with the number of students in the school. On the other hand, regular teachers were immune to any fall in school strength. At most, they would be transferred in case the post in the school was abolished due to lack of sufficient number of students; they would not lose their jobs.

They complained not only about the emolument being low, but also about irregularity in its payment. Nearly 77% para-teachers confirmed this, while about 14 percent mentioned that they got their emoluments in the first week of the month .About 6% said that they received it in the last week of the month as Table 21 show

Table 21: Regularity in payment of remuneration to para-teachers (%)

| States | First week of month | Last week of month | Irregular | Any other |
|-------------------|---------------------|--------------------|-------------|------------|
| Andhra Pradesh | 0.0 | 0.0 | 98.0 | 2.0 |
| Bihar | 0.0 | 0.0 | 99.5 | 0.5 |
| Chhattisgarh | 8.3 | 7.5 | 80.0 | 4.2 |
| Gujarat | 39.3 | 12.0 | 41.3 | 7.3 |
| J & K | 12.5 | 22.5 | 48.3 | 16.7 |
| Jharkhand | 0.0 | 0.0 | 96.7 | 3.3 |
| Madhya Pradesh | 39.6 | 5.2 | 55.2 | 0.0 |
| Maharashtra | 45.2 | 18.1 | 26.7 | 10.0 |
| Orissa | 1.1 | 1.1 | 97.2 | 0.6 |
| Rajasthan | 2.2 | 2.2 | 94.4 | 1.1 |
| Uttar Pradesh | 2.1 | 2.4 | 95.2 | 0.3 |
| Uttarakhand | 1.7 | 4.2 | 88.3 | 5.8 |
| All States | 13.9 | 5.8 | 76.8 | 3.5 |

Source: NCAER Survey, 2007.

In Gujarat, Madhya Pradesh and Maharashtra payment is made in time. In Maharashtra, only 27 percent para-teachers complained of irregularity in payment. In Madhya Pradesh and Gujarat around 40% reported that they received payment in the first week. A high level of irregularity in making payment is reported in the states of

Andhra Pradesh (98%), Bihar (99%), Chhattisgarh (80%), Jharkhand (97%), Orissa (97%), Rajasthan (94%), Uttar Pradesh (95%) and Uttarakhand (88%).

5.4 Monthly salary expected by para- teachers

Since most para- teachers are dissatisfied with their emoluments, they were asked to indicate the monthly salary they considered suitable for the job of para-teacher. Table 22 shows the percentage distribution of para- teachers according to the salary they expected per month in the different states.

Table 22: Para-teachers' expectations about monthly salary (%)

| States | Up to Rs. 4,500 | Rs 4,500-7,500 | Rs 7,500-10,500 | Rs 10,500-13,500 | More than Rs 13,500 |
|-------------------|-----------------|----------------|-----------------|------------------|---------------------|
| Andhra Pradesh | 80.7 | 18.0 | 1.3 | 0.0 | 0.0 |
| Bihar | 0.6 | 9.4 | 80.1 | 8.8 | 1.1 |
| Chhattisgarh | 0.0 | 48.3 | 50.0 | 1.7 | 0.0 |
| Gujarat | 55.5 | 42.5 | 2.1 | 0.0 | 0.0 |
| J & K | 6.4 | 12.8 | 52.3 | 3.7 | 24.8 |
| Jharkhand | 1.7 | 72.5 | 25.0 | 0.8 | 0.0 |
| Madhya Pradesh | 4.5 | 50.0 | 40.7 | 3.7 | 1.1 |
| Maharashtra | 3.8 | 44.0 | 47.9 | 3.4 | 1.0 |
| Orissa | 3.9 | 48.3 | 46.1 | 1.7 | 0.0 |
| Rajasthan | 1.1 | 37.8 | 61.1 | 0.0 | 0.0 |
| Uttar Pradesh | 23.3 | 55.4 | 20.7 | 0.7 | 0.0 |
| Uttarakhand | 0.0 | 3.3 | 93.4 | 3.3 | 0.0 |
| All States | 15.2 | 39.7 | 41.1 | 2.3 | 1.7 |

Source: NCAER Survey, 2007.

In Uttarakhand, nearly 24 percent of the para-teachers expressed satisfaction with their honorarium followed by Bihar (14 percent). In fact, in these two states monthly honorarium paid is higher than that in other states. The para-teachers in Uttarakhand get Rs. 6,000 per month and in Bihar, Rs. 5,000 for trained and Rs. 4,000 for untrained para-teachers. In other states monthly honorarium was low, varying between Rs. 1,500 to Rs. 3,500, except in Jammu & Kashmir where one category of para-teachers, was appointed at Rs. 4,500 per month.

Overall, nearly 40 percent para-teachers suggested the monthly honorarium should be between Rs. 4,500 and 7,500 and around 41 percent suggested it to be in the range of Rs. 7,500 and 10,500. Only around four percent suggested a monthly amount above Rs. 10,500. The para-teachers in Bihar and Uttarakhand have higher expectation, though they get comparatively higher honorarium. Over 90 percent of the para-teachers in these two states suggested a monthly honorarium of above Rs. 7,500.

Expectations about salary are mostly for achieving parity with that of regular teachers. In Andhra Pradesh over 80% , in Gujarat around 55 % and in Uttar Pradesh about 23% para- teachers proposed that the amount should be up to Rs 4500. In these three states actual honorarium is relatively low, varying between Rs. 1,500 and 2,500 per month, and hence their expectations are rather modest.

In Jammu and Kashmir, around 80 percent of them suggested a monthly honorarium above Rs. 7,500. Interestingly in Jammu and Kashmir nearly one-fourth suggested that this amount should be above Rs. 13,500, which is almost equal to the gross salary of a regular teacher. In Chhattisgarh, about 48% para-teachers expected honorarium between Rs 4,500 to Rs. 7,500 and 50% between Rs. 7,500 and Rs. 10,500. It may be recalled

that the state has already declared a definite pay scale for these teachers and has decided to consider them as regular teachers with all other benefits.

Status of Para -teachers in Community-Self Assessment

Nearly one fourth (23%), considered that they are held in high esteem. a majority of the para-teachers (56 percent) stated that there is no impact on their status compared to regular teachers. Around 19 percent identify themselves as inferior in status compared to that of regular teachers. This proportion is very high in Rajasthan (39%) followed by Orissa (31%) and Uttar Pradesh (28%). This may be because in Rajasthan all the teachers covered in the sample were working as para-teachers for more than three years and the state has yet to formulate a policy of regularizing them on the basis of the length of their service and performance.

Table 23: Status of Para Teachers in Community-Self Assessment

| States | Held in high esteem | Normal | Considered as inferior to regular Teachers | Can't Say |
|-------------------|---------------------|-------------|--|------------|
| Andhra Pradesh | 11.3 | 76.7 | 11.3 | 0.7 |
| Bihar | 32.9 | 65.2 | 1.4 | 0.5 |
| Chhattisgarh | 21.7 | 60.8 | 13.3 | 4.2 |
| Gujarat | 34.7 | 56.0 | 8.7 | 0.7 |
| J & K | 16.7 | 60.0 | 18.3 | 5.0 |
| Jharkhand | 42.5 | 39.2 | 17.5 | 0.8 |
| Madhya Pradesh | 26.3 | 49.3 | 22.2 | 2.2 |
| Maharashtra | 26.7 | 56.7 | 15.2 | 1.4 |
| Orissa | 7.8 | 61.1 | 31.1 | 0.0 |
| Rajasthan | 4.4 | 52.2 | 38.9 | 4.4 |
| Uttar Pradesh | 22.4 | 48.2 | 27.9 | 1.5 |
| Uttarakhand | 28.3 | 60.0 | 10.8 | 0.8 |
| All States | 22.8 | 56.3 | 19.2 | 1.8 |

Source: NCAER Survey, 2007.

5.5 Motivation to continue as para-teachers

In all the states a high percentage of para-teachers expressed satisfaction with their job despite dissatisfaction with emoluments. The answer to the question about what motivated them to continue para- teacher is presented in Table 24. Some of them mentioned two or even three factors that motivated them

Table 24: Motivation to continue as Para-teachers (%)

| State | Possibility of a permanent job | Desire to serve the local community | Recognition/Social status |
|-------------------|--------------------------------|-------------------------------------|---------------------------|
| Andhra Pradesh | 46.0 | 58.0 | 36.0 |
| Bihar | 81.9 | 43.3 | 51.9 |
| Chhattisgarh | 65.8 | 13.3 | 58.3 |
| Gujarat | 83.3 | 36.7 | 46.7 |
| J & K | 85.0 | 42.5 | 20.8 |
| Jharkhand | 78.3 | 80.0 | 12.5 |
| Madhya Pradesh | 85.6 | 31.1 | 46.7 |
| Maharashtra | 90.5 | 40.0 | 45.2 |
| Orissa | 97.8 | 25.6 | 53.3 |
| Rajasthan | 100.0 | 15.0 | 11.1 |
| Uttar Pradesh | 71.8 | 55.2 | 39.4 |
| Uttarakhand | 84.2 | 39.2 | 54.2 |
| All States | 81.3 | 40.1 | 40.5 |

Source: NCAER Survey, 2007

The possibility of regularization was an important motivational factor of continuation in service (81%). In Andhra Pradesh less than half of them shared this view because here the government does not have any policy of converting these teachers as regular. But hopes linger as 46 percent expected that they could be made regular teachers some day. In fact, in Bihar, para-teachers were appointed on permanent basis but without awarding them a regular scale. In Rajasthan, all the para-teachers who were interviewed, indicated that possibility of getting a permanent job is the main motivating factor. It may be noted here that the government of Rajasthan has already taken the step to regularize them through the process of screening by the State Public Service Commission.

Since most of the para-teachers are posted in their own villages or settlements or within specified zone, 40% of them stated *desire to serve the community* as motivating factor to join this profession. In Jharkhand this proportion is as high as 80%, while in Andhra Pradesh about 58% and in Uttar Pradesh, 55% para-teachers mentioned this as motivating factor.

About 40% of the para-teachers mentioned 'social status and recognition by the society' as a motivating factor for them. This proportion of such para-teachers is above 50% in Bihar, Orissa and Uttarakhand.

5.6 Activities liked by para- teachers

Para- teachers were asked to indicate the activities they liked most out of the four activities normally performed by teachers, namely, teaching, conducting co-curricular activities, doing non academic work and duties other than teaching such as election duty by the government. Table 25 shows the percentage distribution of teachers in the different states according to the activity they liked most.

Table 25: Percentage distribution of Para-teachers according to activities they liked most

| States | Teaching students | Conducting co-curricular activities | Non academic work | Other govt. duty (election etc.) | Any other |
|-------------------|-------------------|-------------------------------------|-------------------|----------------------------------|------------|
| Andhra Pradesh | 97.3 | 39.3 | 3.3 | 12.7 | 0.0 |
| Bihar | 97.6 | 45.7 | 30.5 | 0.0 | 0.0 |
| Chhattisgarh | 100.0 | 35.8 | 10.0 | 0.0 | 0.0 |
| Gujarat | 97.3 | 80.7 | 1.3 | 3.3 | 0.7 |
| J & K | 96.7 | 65.8 | 3.3 | 5.8 | 0.0 |
| Jharkhand | 95.0 | 81.7 | 2.5 | 1.7 | 4.2 |
| Madhya Pradesh | 98.9 | 65.6 | 8.2 | 3.3 | 0.0 |
| Maharashtra | 98.1 | 83.3 | 4.3 | 4.8 | 0.5 |
| Orissa | 98.3 | 75.6 | 9.4 | 11.1 | 2.2 |
| Rajasthan | 100.0 | 58.9 | 0.6 | 0.0 | 0.0 |
| Uttar Pradesh | 99.4 | 60.3 | 8.5 | 6.4 | 1.2 |
| Uttarakhand | 98.3 | 74.2 | 0.0 | 0.0 | 0.0 |
| All States | 98.3 | 63.9 | 7.9 | 4.5 | 1.1 |

Source: NCAER Survey, 2007

Despite dissatisfaction, the para-teachers reported that they do like their job and discharge their duties seriously. Around 98 percent of para-teachers report that they like teaching students. Apart from teaching students, they also enjoyed conducting co-curricular activities. In particular, the percentage of such teachers was high in Gujarat (81%), Jharkhand (82%), Maharashtra (83%), Orissa (76%) and Uttarakhand (74%). The proportion of such para-teachers was low, between 36 and 46% in Andhra Pradesh, Bihar and Chhattisgarh. Overall, only about 8% para-teachers showed preference for 'non-academic work; Only in Bihar, around 31% para-teachers reported that they liked non-academic work. About 13% para-teachers in Andhra Pradesh and 11% in Orissa liked government duties like election duty, census work etc; in other states, the percentage was 6% or less.

5.7 Aspirations of para-teachers

When asked about what their aspirations were, most of the para-teachers said that they were aspiring for better job opportunity or other type of work. Table 26 shows the distribution of para-teachers according to their aspirations.

Table 26: Distribution of Para-teachers by their aspirations (%)

| States | Regular Teacher | Head Teacher | Administrative service | Looking for better job opportunity | Others |
|-------------------|-----------------|--------------|------------------------|------------------------------------|-------------|
| Andhra Pradesh | 63.9 | 2.8 | 0.0 | 22.2 | 13.9 |
| Bihar | 0.0 | 0.0 | 0.0 | 50.0 | 50.0 |
| Chhattisgarh | 12.0 | 1.3 | 0.0 | 73.3 | 13.3 |
| Gujarat | 26.7 | 0.0 | 0.0 | 60.0 | 13.3 |
| J & K | 13.3 | 0.0 | 0.0 | 86.7 | 0.0 |
| Jharkhand | 16.7 | 0.0 | 2.6 | 32.1 | 48.7 |
| Madhya Pradesh | 11.3 | 1.9 | 3.8 | 49.1 | 45.3 |
| Maharashtra | 15.2 | 0.0 | 0.0 | 15.2 | 76.1 |
| Orissa | 24.2 | 6.1 | 0.0 | 21.2 | 50.0 |
| Rajasthan | 16.1 | 2.3 | 0.0 | 44.8 | 36.8 |
| Uttar Pradesh | 11.2 | 0.9 | 0.0 | 15.9 | 75.7 |
| Uttarakhand | 16.7 | 0.0 | 0.0 | 5.6 | 83.3 |
| All States | 18.1 | 1.7 | 0.7 | 36.1 | 46.2 |

Source: NCAER Survey, 2007.

Overall, more than 80% para-teachers were looking for better job opportunities or other openings as present job did not meet their aspirations. Around 18 % of the para- teachers wanted to be regular teachers. This proportion was particularly high in Andhra Pradesh (64%). A few expressed their desire to be head teacher (1.7%) or joining administrative service (0.7%).

5.8 Para-teachers' perception of behaviour of head teachers, regular teachers and community members

Most para-teachers have similar qualifications as those of regular teachers and perform more or less similar duties. However, the job status of the para-teachers seems to be different from that of regular teachers, which may lead to a differential treatment being given to para-teachers by others. The perceptions of para-teachers regarding behaviour of other colleagues and head teacher are reported in Table 27.

Table 27: Para-teachers' perception about behaviour of head teachers, teachers ,block & cluster level coordinators and community members

| States | Head teachers' behaviour perceived as | | | Regular teachers' behaviour | | BRC/ CRC | Community | |
|-------------------|---------------------------------------|-------------|-------------|-----------------------------|-------------|-------------------|--------------------------|------------|
| | Good | Helpful | Motivating | Treats as equal | Helps | Helpful Behaviour | Treats them with respect | Helps them |
| Andhra Pradesh | 97.3 | 82.7 | 86.2 | 84 | 45.3 | 2.0 | 88 | 1.3 |
| Bihar | 97.7 | 35.7 | 97.2 | 96.2 | 65.7 | 3.8 | 98.1 | 0.5 |
| Chhattisgarh | 95.3 | 51.7 | 85 | 57.9 | 42.5 | 5.0 | 82.5 | 0.8 |
| Gujarat | 93.8 | 70.0 | 93.2 | 94.5 | 49.3 | 14.0 | 90.7 | 0.7 |
| J & K | 91.7 | 54.2 | 100 | 71.7 | 50.0 | 7.5 | 76.7 | 1.7 |
| Jharkhand | 96.5 | 60.0 | 96.4 | 87.1 | 34.2 | 1.7 | 81.7 | 1.7 |
| Madhya Pradesh | 92.1 | 42.2 | 97.6 | 85 | 50.4 | 14.1 | 75.6 | 1.5 |
| Maharashtra | 90 | 70.0 | 92.6 | 82.4 | 31.4 | 2.9 | 83.4 | 0.0 |
| Orissa | 89.3 | 75.6 | 77.3 | 79.3 | 21.1 | 1.1 | 68.9 | 3.9 |
| Rajasthan | 95 | 38.3 | 95.4 | 80.5 | 41.1 | 27.2 | 56.6 | 1.1 |
| Uttar Pradesh | 95.7 | 34.2 | 98.9 | 82.6 | 65.8 | 3.9 | 70.6 | 0.9 |
| Uttarakhand | 98.2 | 90.0 | 100 | 97.4 | 13.3 | 14.2 | 88.3 | 9.2 |
| All States | 94.2 | 62.7 | 94.1 | 84 | 45.3 | 8.1 | 79.1 | 1.7 |

Source: NCAER Survey, 2007.

Most of the para-teachers reported that their head teacher's behaviour with them was good (94%); they helped them in carrying out their duties (62.7%) and motivated them in school (94.1%).

A large proportion (84%) of para-teachers said that regular teachers treated them as equals and also community members treated them as with respect (79%). The remaining, about 16% para-teachers felt that they were treated by their fellow/ regular teachers as either sub-ordinate or inferior. This percentage was substantial in Chhattisgarh (42%), Jammu and Kashmir (28%), Orissa (21%), Rajasthan (20%) and Uttar Pradesh (17%). In Bihar, Gujarat and Uttarakhand this percentage was negligible. In other states, percentage of such para- teachers was quite low.

5.9 Para- teachers' opinion on factors that affect school functioning adversely

Lack of infrastructure in the school, which includes shortage of class rooms, furniture, boundary walls, electricity, kitchen for mid-day meals, drinking water facility, play grounds, girls' toilets, etc do affect the functioning of schools and performance of teachers. Table 28 shows the percentage of para- teachers in different states who felt that certain factors affected the functioning of schools adversely.

Table 28: Para- teachers' opinion on factors affecting school functioning adversely (percentage)

| States | Lack of professional training | Lack of infrastructure | Insufficient TLM | Non academic work | Text-book delay | lack of instrument | Students absentee | Local authority interference |
|-------------------|-------------------------------|------------------------|------------------|-------------------|-----------------|--------------------|-------------------|------------------------------|
| Andhra Pradesh | 4.4 | 17.7 | 32.4 | 0.0 | 0.0 | 4.4 | 2.9 | 0.0 |
| Bihar | 2.5 | 62.0 | 16.0 | 6.1 | 27.6 | 1.8 | 22.1 | 12.3 |
| Chhattisgarh | 3.0 | 42.6 | 5.9 | 19.8 | 3.0 | 0.0 | 32.7 | 3.0 |
| Gujarat | 0.0 | 30.4 | 7.3 | 18.8 | 1.5 | 13.0 | 31.9 | 0.0 |
| J &K | 0.0 | 74.2 | 3.0 | 3.0 | 1.5 | 3.0 | 13.6 | 1.5 |
| Jharkhand | 1.9 | 64.8 | 16.7 | 3.7 | 40.7 | 0.0 | 12.0 | 0.0 |
| Madhya Pradesh | 1.2 | 35.4 | 6.8 | 17.4 | 1.9 | 5.6 | 31.1 | 6.2 |
| Maharashtra | 5.9 | 20.0 | 7.1 | 22.4 | 5.9 | 2.4 | 16.5 | 0.0 |
| Orissa | 9.6 | 48.7 | 24.4 | 0.9 | 8.7 | 1.7 | 16.5 | 0.0 |
| Rajasthan | 1.2 | 52.7 | 21.9 | 6.5 | 0.0 | 1.8 | 10.7 | 0.0 |
| Uttar Pradesh | 0.9 | 7.7 | 9.4 | 0.0 | 0.9 | 0.0 | 18.0 | 0.0 |
| Uttarakhand | 0.0 | 56.5 | 43.5 | 56.5 | 0.0 | 52.2 | 73.9 | 0.0 |
| All States | 2.7 | 43.1 | 14.6 | 9.7 | 9.1 | 3.6 | 20.4 | 2.7 |

Source: NCAER Survey, 2007.

Large number of teachers (83%) reported problems in addition to those specified above. However due to lack of specifications about them they can not be discussed here. With reference to the factors specified above it was observed that Lack of infrastructure (43%) was most high lighted problem followed by students' absence (20%). The problem of lack of infrastructure was highlighted by more than half of para-teachers in Jammu & Kashmir (74.2%), Jharkhand (64.8%), Bihar (62%), Uttarakhand (56.5%), Rajasthan (52.7%). This situation appears as better in states where few para-teachers report this- Uttar Pradesh (7.7%), Maharashtra (20%), Students' absence (73.9%), non academic work (56.5%) and insufficient TLM (43.5%) were cited as factors affecting school functioning adversely in Uttarakhand. Delay in distribution of textbooks was pointed out by teachers in Bihar (27.6%) and Jharkhand (40.7%).

5.10 Para teachers' suggestions for better functioning of schools

Among a number of suggestions, important ones include appointment of more teachers, more funds for TLM, better infrastructure, facilities for professional training, timely supply of books, incentives to students and library facilities. Demand for more teachers is particularly needed in Chhattisgarh, Rajasthan, Orissa and Madhya Pradesh. Better infrastructure and more funds for TLM are common among all the states. Timely supply of books is an important issue in Jharkhand, Maharashtra, Bihar and Chhattisgarh. Library facilities are demanded in Bihar, Chhattisgarh and Madhya Pradesh. Again other facilities like equal status and higher salary, scientific instruments, computers and support staff are to be provided to make better environment in schools. Most of these are genuine demand. They also gave suggestions to improve their working conditions which have been consolidated in Table 29.

Table 29: Suggestions of Para-teachers (%) for improving their working conditions

| States | Equal job status | Full / increased salary | Timely Payment | Posting near to residence | Prov. of Maternity leave | Only teaching work | Cooperation from BRC/CRC | Regular in-service training |
|-------------------|------------------|-------------------------|----------------|---------------------------|--------------------------|--------------------|--------------------------|-----------------------------|
| Andhra Pradesh | 42.2 | 64.4 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Bihar | 75.0 | 0.0 | 0.0 | 0.0 | 0.0 | 25.0 | 25.0 | 0.0 |
| Chhattisgarh | 68.5 | 6.5 | 0.0 | 1.1 | 0.0 | 54.4 | 2.2 | 1.1 |
| Gujarat | 45.2 | 85.7 | 4.8 | 7.1 | 0.0 | 11.9 | 0.0 | 0.0 |
| J & K | 81.6 | 21.1 | 0.0 | 0.0 | 0.0 | 2.6 | 0.0 | 0.0 |
| Jharkhand | 75.3 | 23.7 | 3.2 | 0.0 | 4.3 | 4.3 | 8.6 | 4.3 |
| Madhya Pradesh | 70.6 | 37.6 | 3.7 | 7.3 | 0.0 | 13.8 | 0.9 | 0.0 |
| Maharashtra | 67.9 | 41.1 | 0.9 | 20.5 | 8.9 | 2.7 | 0.9 | 0.0 |
| Orissa | 94.8 | 17.2 | 0.0 | 1.7 | 0.0 | 1.7 | 0.0 | 0.0 |
| Rajasthan | 84.0 | 6.4 | 6.4 | 5.8 | 0.6 | 24.4 | 1.9 | 0.6 |
| Uttar Pradesh | 57.1 | 42.9 | 14.3 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Uttarakhand | 66.7 | 33.3 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| All States | 72.5 | 27.8 | 2.8 | 5.9 | 2.0 | 15.6 | 2.2 | 0.8 |

Source: NCAER Survey, 2007.

Over 72 percent considered equal job status vis-à-vis regular teachers as an important factor to improve their lot. However, in Andhra Pradesh and Gujarat, a relatively lower proportion emphasized the issue of equal status but in all other states the proportion is quite high. In fact, in Jammu & Kashmir, Orissa and Rajasthan over 80 percent demanded equal status. Another 28 percent asked for full salary or at least annual increments. This proportion is particularly high in Gujarat and Andhra Pradesh where percentage of para-teachers demanding equal status is low. In Maharashtra, around 21 percent of the respondents requested for posting close to their village/residence. In Chhattisgarh and Rajasthan significant proportion of para-teachers also requested that only teaching work should be assigned to them.

SECTION- VI

EVALUATION OF PARA-TEACHERS BY HEAD TEACHERS AND BLOCK AND CLUSTER RESOURCE COORDINATORS

6.1 Assessment criteria used by Head teachers

Most of the head teachers reported that they assessed para-teachers' performance on teaching proficiency (46%), students' performance (36%) and punctuality in attending school/class (34%). Assessment was also made on the basis of obedience to the head teacher, motivation of students for learning and maintaining discipline in the class.

Table 30: Percentage of Head teachers using different criteria for assessing Para-teachers' performance

| States | Criterion used | | | | | | |
|-------------------|---------------------------------|---------------------------|-----------------------|----------------------|----------------------------------|---------------------------------|------------|
| | Punctuality in attending school | Obedience to head teacher | Students' performance | Teaching proficiency | Motivating Students for learning | Maintaining discipline in class | Others |
| Andhra Pradesh | 11.1 | 5.6 | 50.0 | 38.9 | 27.8 | 5.6 | 0.0 |
| Bihar | 40.7 | 7.4 | 22.2 | 18.5 | 3.7 | 11.1 | 0.0 |
| Chhattisgarh | 13.3 | 0.0 | 0.0 | 80.0 | 6.7 | 33.3 | 26.7 |
| Gujarat | 25.0 | 5.0 | 50.0 | 60.0 | 10.0 | 25.0 | 10.0 |
| J & K | 15.4 | 7.7 | 38.5 | 61.5 | 7.7 | 0.0 | 0.0 |
| Jharkhand | 28.6 | 14.3 | 28.6 | 50.0 | 14.3 | 28.6 | 0.0 |
| Madhya Pradesh | 37.1 | 11.4 | 45.7 | 48.6 | 0.0 | 5.7 | 8.6 |
| Maharashtra | 41.7 | 8.3 | 50.0 | 25.0 | 8.3 | 0.0 | 16.7 |
| Orissa | 43.5 | 30.4 | 21.7 | 43.5 | 4.4 | 8.7 | 17.4 |
| Rajasthan | 25.0 | 0.0 | 41.7 | 62.5 | 4.2 | 8.3 | 4.2 |
| Uttar Pradesh | 45.0 | 0.0 | 32.5 | 50.0 | 12.5 | 2.5 | 2.5 |
| Uttarakhand | 40.0 | 0.0 | 46.7 | 33.3 | 6.7 | 6.7 | 0.0 |
| All States | 34.0 | 7.5 | 36.2 | 46.3 | 8.2 | 9.7 | 7.1 |

Source: NCAER Survey, 2007.

Most of the Head teachers thought that the performance of the para-teachers should be assessed using the criteria of 'teaching proficiency' 'students' performance' and 'punctuality' in attending school. In Orissa, 'obedience to head teacher' emerged as an important criterion to assess the performance of para-teachers (30%). 'Punctuality' was considered an important criteria by 40% or more head teachers in Bihar, Maharashtra , Orissa , Uttar Pradesh and Uttarakhand. Maximum importance was given to 'proficiency in teaching' as a criteria for evaluation by head teachers of Chhattisgarh (80%). The criteria of 'maintaining discipline in class' was given more importance in a few states such as Chhattisgarh, Gujarat and Jharkhand but not in other states

6.2 Rating of para- teachers' performance by Head teachers

Head teachers were asked to rate the performance of para-teachers in their schools on a 3 point scale. Table 31 shows the results of their rating in different states.

Table 31: Performance of Para-teachers as rated by head teachers (%)

| State | Primary | | | Upper Primary | | | Total | | |
|-----------------------|-------------|-------------|-------------|---------------|-------------|-------------|-------------|-------------|-------------|
| | Very Good | Good | Average | Very Good | Good | Average | Very Good | Good | Average |
| Andhra Pradesh | 45.5 | 36.4 | 18.2 | 22.2 | 44.4 | 33.3 | 35.0 | 40.0 | 25.0 |
| Bihar | 33.3 | 41.7 | 25.0 | 37.5 | 56.3 | 6.3 | 35.7 | 50.0 | 14.3 |
| Chhattisgarh | 22.2 | 66.7 | 11.1 | 0.0 | 71.4 | 28.6 | 12.5 | 68.8 | 18.8 |
| Gujarat | 33.3 | 66.7 | 0.0 | 41.2 | 52.9 | 5.9 | 40.0 | 55.0 | 5.0 |
| J & K | 60.0 | 40.0 | 0.0 | 45.5 | 45.5 | 9.1 | 50.0 | 43.8 | 6.3 |
| Jharkhand | 0.0 | 66.7 | 33.3 | 38.5 | 46.2 | 15.4 | 31.3 | 50.0 | 18.8 |
| Madhya Pradesh | 25.0 | 41.7 | 33.3 | 50.0 | 37.5 | 12.5 | 41.7 | 38.9 | 19.4 |
| Maharashtra | 41.7 | 50.0 | 8.3 | 37.5 | 62.5 | 0.0 | 39.3 | 57.1 | 3.6 |
| Orissa | 30.0 | 60.0 | 10.0 | 21.4 | 71.4 | 7.1 | 25.0 | 66.7 | 8.3 |
| Rajasthan | 28.6 | 57.1 | 14.3 | 29.4 | 58.8 | 11.8 | 29.2 | 58.3 | 12.5 |
| Uttar Pradesh | 20.5 | 56.8 | 18.2 | - | - | - | 20.5 | 56.8 | 18.2 |
| Uttarakhand | 31.3 | 56.3 | 12.5 | - | - | - | 31.3 | 56.3 | 12.5 |
| All-State | 29.2 | 52.8 | 16.7 | 35.4 | 53.5 | 11.1 | 32.3 | 53.1 | 13.9 |

Source: NCAER Survey, 2007.

Out of 288 head teachers most (85.4%) rated their para-teachers as either good or very good. The head teachers of upper primary schools appeared to be more satisfied with the performance of the para-teachers (88.9%) compared to primary schools (82.0%).

The percentage of head teachers who rated para-teachers as very good was 32.3% (29.2% in the case of primary schools and 32.3% in the case of upper primary schools). Head teachers (50%) in Jammu and Kashmir, Madhya Pradesh (42%) and Gujarat (40%) rated para-teachers 'very good'; in other states this percentage was between 12% and 40%. In Uttar Pradesh, head teachers of two schools at the primary level expressed dissatisfaction about the working of the para-teachers in their school and rated them either 'very poor' or 'poor'. In Jharkhand, two third of the head teachers of primary schools rated para-teachers as good and one-third rated them as 'average'. In Madhya Pradesh too, about one-third head teachers considered the performance of para-teachers as 'average' in primary schools.

A comparison of the performance of para-teachers and regular teachers as perceived by the head teacher is reported in Table 31. Head teachers perceived para-teachers as more regular and punctual compared to regular teachers; they also

considered than more committed and obedient to head teacher. Regular teachers were also rated better than para-teachers in expect on concern and ‘interaction with parents’.

Table 32: Head teachers’ rating (average score) of performance of para-teachers and regular teachers

| Criterion of assessment | Para-teachers | Regular teachers | Difference |
|--------------------------------|---------------|------------------|------------|
| Regularity in attending school | 4.45 | 4.19 | 0.26 |
| Coming to school on time daily | 4.45 | 4.16 | 0.29 |
| Commitment to perform duties | 4.31 | 4.17 | 0.14 |
| Obedience to the head teacher | 4.43 | 4.18 | 0.25 |
| Concern for students | 4.23 | 4.15 | 0.08 |
| Interacting with parents | 3.92 | 3.83 | 0.09 |

Source: NCAER Survey, 2007.

6.3 Teaching competence of Para-teachers & Regular teachers as judged by Head teachers.

Head teachers were asked to evaluate both regular teachers and para- teachers of their schools on a number of criteria that are generally used for evaluation of teaching competence. They evaluated them on a 3- point scale for each criteria. The results of rating are shown in Table 32. In respect of several criteria ,the percentage of head teachers who rated para- teachers as good was higher than that of head teachers who rated, regular teachers as good but on some criteria , the opposite was true, that is regular teachers were rated better.

The head teachers were of the view that regular teachers were better than the para-teachers in diagnosing students’ learning difficulties, promoting discussion in the classrooms, making the classrooms joyful and interesting, interacting with the child, interrelating teaching content with children’s experience and interest, using mathematics and science kits and managing the class. However, the para-teachers had an upper hand with regard to preparation of curriculum transaction, developing TLM and making effective use of TLM as well as blackboard. In some other respects such as praising students for their good performance, teaching English in innovative manner, using appropriate examples while teaching, there was hardly any difference between regular teachers and para- teachers.

Table 33: Head teachers' opinion about teaching skills of Para-teachers and regular teachers (Head teachers %)

| S.no. | Teaching Skills | Para-teacher | | | Regular teacher | | |
|-------|---|--------------|---------|------|-----------------|---------|------|
| | | Poor | Average | Good | Poor | Average | Good |
| 1 | Praises students for their good performances | 0 | 14.9 | 85.1 | 0 | 14.4 | 85.6 |
| 2 | Diagnosis students' learning difficulties | 2.9 | 25.2 | 72 | 1.8 | 22.3 | 75.9 |
| 3 | Prepare for Curriculum transaction | 2.1 | 20.2 | 77.7 | 2.5 | 27.7 | 69.8 |
| 4 | Promotes discussion in Class Room | 0.7 | 23.4 | 75.9 | 0.7 | 19.8 | 79.5 |
| 5 | Develops TLM | 7.9 | 19.2 | 73 | 4.3 | 25.2 | 70.5 |
| 6 | Make an effective use of TLM | 4.7 | 20.6 | 74.8 | 3.2 | 25.2 | 71.6 |
| 7 | Makes the class room teaching joyful and interesting | 0.8 | 22.3 | 77 | 1.1 | 23 | 75.9 |
| 8 | Interacts with child to know the Strength and Interest | 1.1 | 31.2 | 67.8 | 1.8 | 28.4 | 69.8 |
| 9 | Interrelates teaching content with children's experience | 2.1 | 28.7 | 69.1 | 2.9 | 25.9 | 71.3 |
| 10 | Use of available Science and Mathematics Kit in the classroom | 8.8 | 33.2 | 58.1 | 6.2 | 28.6 | 65.2 |
| 11 | Facilitates science learning through exploratory activities | 16 | 35.6 | 48.4 | 14.3 | 32.5 | 53.3 |
| 12 | Facilitates Mathematics learning through fun, exercises, etc. | 4.3 | 26.8 | 68.9 | 1.8 | 27.7 | 70.5 |
| 13 | Teaches English in an innovative manner | 6.6 | 30.4 | 63 | 4 | 33.6 | 62.4 |
| 14 | Promotes literacy skills through creative activities | 7.5 | 25.2 | 67.4 | 7.9 | 26.6 | 65.4 |
| 15 | Manages class appropriately | 1.8 | 18.4 | 79.8 | 1.4 | 16.2 | 82.3 |
| 16 | Uses blackboard appropriately | 1.1 | 12.8 | 86.2 | 1.4 | 17.3 | 81.3 |
| 17 | Undertakes regular monitoring and evaluates students learning process | 1.8 | 23.1 | 75.2 | 1.8 | 21.6 | 76.6 |
| 18 | Prepare separate plan for different categories of students | 8.2 | 28 | 63.9 | 4.7 | 30.6 | 64.7 |
| 19 | Take remedial measures for poor performers | 2.1 | 20.3 | 77.6 | 3.7 | 20.9 | 75.1 |
| 20 | Uses appropriate examples | 0.7 | 18.1 | 81.2 | 0.8 | 17.6 | 81.7 |

Source: NCAER Survey, 2007

The table also shows that while rating on the basis of 'science learning through exploratory activities', about 50% head-teachers rate both para-teachers and regular teachers as 'average' or 'poor'.

6.4 Discrimination against para- teachers

The head teachers were asked to give opinion about whether there was discriminatory behaviour of regular teachers' against para teachers. Table 34 shows the percentage of head teachers who felt that there was always or sometimes such discrimination or there was never any discrimination.

Table 34: Perception of Head teachers (%) on discrimination of Para-teachers by Regular teachers

| States | Always | Sometimes | Never | Can't say |
|-------------------|------------|------------|-------------|------------|
| Andhra Pradesh | 0.0 | 0.0 | 100.0 | 0.0 |
| Bihar | 3.6 | 0.0 | 96.4 | 0.0 |
| Chhattisgarh | 6.3 | 12.5 | 81.3 | 0.0 |
| Gujarat | 0.0 | 15.0 | 85.0 | 0.0 |
| J & K | 6.3 | 18.8 | 75.0 | 0.0 |
| Jharkhand | 6.3 | 0.0 | 93.8 | 0.0 |
| Madhya Pradesh | 0.0 | 25.7 | 68.6 | 5.7 |
| Maharashtra | 3.6 | 14.3 | 82.1 | 0.0 |
| Orissa | 0.0 | 16.7 | 79.2 | 4.2 |
| Rajasthan | 0.0 | 4.2 | 91.7 | 4.2 |
| Uttar Pradesh | 0.0 | 2.3 | 95.5 | 2.3 |
| Uttarakhand | 0.0 | 0.0 | 87.5 | 12.5 |
| All States | 1.7 | 9.4 | 86.4 | 2.4 |

Source: NCAER Survey, 2007

Only 5 head teachers (1.7%) in the sample of 288 felt that there was always discrimination by regular teachers, few cases were confined to Bihar, Chhattisgarh, Jammu & Kashmir, Jharkhand and Maharashtra. However, another 27 head teachers (9.4%) felt that regular teachers discriminated sometimes. The remaining 86.4% head teachers stated that there was never any discrimination while 2.4% did not give any opinion. Relatively more cases of discrimination were found in Gujarat, Jammu & Kashmir, Madhya Pradesh, Orissa and Maharashtra.

6.5 Status and self esteem of para- teachers

In line with the perception of the para-teachers, about 79 % head teachers reported that equal treatment was given to the para-teachers by their colleagues. Another 11 percent head teachers, in fact, opined that para-teachers are held in high esteem by their colleagues. However, a notable proportion (10 %), also think that regular teachers treat para-teachers as inferior to them. It has not contradicted what the para-teachers' own perception was on this issue (16 %).

Table 35: Status and Self esteem of Para-teachers: Perception of head teachers
(%)
(n=288)

| States | Para-teachers status | | | Para-teachers' Self esteem | | |
|-------------------|----------------------|------------------|-----------------------------|------------------------------|------------------------------|--------------------------|
| | Held in high esteem | Treated normally | inferior to regular teacher | Inferior to regular teachers | Superior to regular teachers | Equal to regular teacher |
| Andhra Pradesh | 0.0 | 90.0 | 10.0 | 20.0 | 0.0 | 80.0 |
| Bihar | 3.6 | 96.4 | 0.0 | 7.1 | 0.0 | 92.9 |
| Chhattisgarh | 12.5 | 56.3 | 31.3 | 68.8 | 12.5 | 18.8 |
| Gujarat | 10.0 | 85.0 | 5.0 | 5.0 | 15.0 | 80.0 |
| J & K | 25.0 | 68.8 | 6.3 | 68.8 | 0.0 | 31.3 |
| Jharkhand | 12.5 | 75.0 | 12.5 | 18.8 | 0.0 | 81.3 |
| Madhya Pradesh | 14.3 | 62.9 | 22.9 | 40.0 | 8.6 | 51.5 |
| Maharashtra | 17.9 | 53.6 | 28.6 | 28.6 | 25.0 | 46.4 |
| Orissa | 0.0 | 100.0 | 0.0 | 20.8 | 0.0 | 79.2 |
| Rajasthan | 0.0 | 95.8 | 4.2 | 66.7 | 0.0 | 33.3 |
| Uttar Pradesh | 15.9 | 84.1 | 0.0 | 31.8 | 2.3 | 65.9 |
| Uttarakhand | 25.0 | 75.1 | 0.0 | 12.5 | 6.3 | 81.3 |
| All States | 11.2 | 78.8 | 10.0 | 31.7 | 5.9 | 62.4 |

Source: NCAER Survey, 2007.

The opinion of head teachers was also sought to know how para-teachers perceived themselves Table 35 provides this information state wise. About 59 % head teachers felt that para-teachers considered themselves as equal to the regular teachers; a few (about 6%) thought that para-teachers considered themselves superior to regular teachers (especially those who are better qualified) and the remaining (32%) head teachers believed that para-teachers felt themselves inferior to regular teachers due to temporary nature of the job and low emoluments. In Chhattisgarh, Jammu & Kashmir and Rajasthan, about 67% to 69% head teachers felt that para-teachers regarded themselves inferior to regular teachers. In Maharashtra, about one-fourth head teachers felt that para-teachers considered themselves superior to regular teachers. This percentage was much less or nil in other states.

6.6 Sources of help and guidance to Para – teachers

As per para-teachers they some times faced difficulties in multi-grade teaching, handling students, teaching a particular topic, or in communication with students. In such situations they seek help from others. Table 36 shows the percentage of para-teachers with respect to help they receive from head teachers and other colleagues.

Table 36: Source of help and guidance to Para-teachers (%)

| States | Head Teacher | VEC/PTA | BRC/CRC | Colleagues | PRI | Any other |
|-------------------|--------------|------------|------------|-------------|------------|------------|
| Andhra Pradesh | 82.7 | 1.3 | 2.0 | 45.3 | 0.0 | 0.0 |
| Bihar | 35.7 | 0.5 | 3.8 | 65.7 | 0.0 | 1.4 |
| Chhattisgarh | 51.7 | 0.8 | 5.0 | 42.5 | 0.0 | 0.0 |
| Gujarat | 70.0 | 0.7 | 14.0 | 49.3 | 0.0 | 1.3 |
| J & K | 54.2 | 1.7 | 7.5 | 50.0 | 0.0 | 0.0 |
| Jharkhand | 60.0 | 1.7 | 1.7 | 34.2 | 0.0 | 3.3 |
| Madhya Pradesh | 42.2 | 1.5 | 14.1 | 50.4 | 0.0 | 1.5 |
| Maharashtra | 70.0 | 0.0 | 2.9 | 31.4 | 0.0 | 1.0 |
| Orissa | 75.6 | 3.9 | 1.1 | 21.1 | 0.0 | 1.1 |
| Rajasthan | 38.3 | 1.1 | 27.2 | 41.1 | 0.0 | 7.8 |
| Uttar Pradesh | 34.2 | 0.9 | 3.9 | 65.8 | 0.6 | 3.9 |
| Uttarakhand | 90.0 | 9.2 | 14.2 | 13.3 | 1.7 | 0.8 |
| All States | 62.7 | 1.7 | 8.1 | 45.3 | 0.2 | 2.1 |

Source: NCAER Survey, 2007.

Nearly 63 percent para-teachers seek help from their respective head teachers. Another 45 percent solicit help from their colleagues. One more source of help, though still relatively smaller, is BRC/CRC. Around eight percent para-teachers received help from BRC/CRC when they faced such problems. Very few para-teachers took help from other sources such VEC, PTA.

There is some inter-state variation with regard to the pattern of responses. In Bihar and Uttar Pradesh relatively higher proportion of para-teachers (66 percent) took help from their colleagues; in other states this percentage was much less. Help from the head teachers was maximum in Uttarakhand (90%); Andhra Pradesh (83%), Orissa (76%), Maharashtra (76%). and Gujarat (70%). In Rajasthan, Bihar and Uttar Pradesh comparatively lower proportion, asked for help from head teachers when they faced difficulties in class room. Only in Rajasthan a significant proportion, 27 percent took help from BRC/CRC. Overall, it seems cooperation between para-teachers, head teachers and other colleagues is reasonably high in all the states under study.

6.7 Challenges faced by para-teachers

In every state, para-teachers faced certain challenges in their job. These challenges are shown in Table 37. The percentage of para-teachers who faced these challenges according to the head teachers is also shown for every state in the table.

Over 90% head teachers in many states felt that low job status and untimely salary is the major problems faced by the para-teachers. Around one-fourth of the head teachers in the states of Gujarat, Maharashtra and Orissa think that a big challenge for the para-teacher is being involved in non-academic work. These activities also affect the proper academic functioning in schools. Overall about 4% of the head teachers think that `interference of the local bodies is also a big challenge. In Andhra Pradesh, 40% head teachers point out that another serious challenge is the lack of fund for TLM.

Table 37: Challenges faced by para-teachers as per head teachers

| Challenges faced | States |
|---|---|
| Low job status & untimely salary | AP, Bihar., Chhattisgarh, J & K, Maharashtra & Uttar Pradesh (100 %); Madhya Pradesh (95.7%); Orissa (93.8%); Uttarakhand (88.9%)Gujarat (85.7%); Rajasthan (83.3%);J harkhand (80%); Overall-93.9 |
| Involvement in non-academic work | Gujarat (28.6); Orissa (25%); Maharashtra (22.2%); Chhattisgarh (12.5%); Overall-7.5 |
| Interference of local body | Jharkhand (20%); Gujarat (14.3%); Orissa (12.5%); Overall-4.1 |
| No proper training | AP (20%); Chhattisgarh (12.5 %); Overall-2.7 |
| No fund for TLM | AP (40.0); Gujarat (14.3); J & K (12.5) ; Overall-2.7 |
| Superiority complex in regular teachers | Chhattisgarh (18.8); J & K (12.5) ; Overall-5.4 |
| Others | Uttarakhand (22.2%); Jharkhand (20%); Orissa (18.8%); Gujarat (14.3%); Overall-6.9 |

Source: NCAER Survey, 2007.

6.8 Suggestions made by Head teachers

Head teachers made a number of suggestions to overcome various problems faced by para-teachers. Table 38 shows the percentage of head teachers who made some specific suggestions in different states regarding the problem faced by head teachers.

Table 38: Head teachers' suggestions to overcome problems

| Suggestions | States |
|---|---|
| More salary and better job status | AP; Bihar; J & K; Orissa; Jharkhand & Madhya Pradesh (100%); Rajasthan & Uttar Pradesh (95.5%);Chhattisgarh (93.8%); Maharashtra (92.3%); Uttarakhand (88.9%); Gujarat (71.4%); Overall-96.1 |
| Recruitment of more teachers to decrease pupil-teacher ratio. | AP (42.9%); Jharkhand (33.3%); Orissa (28.6%); Maharashtra (15.4%); Gujarat (14.3%); Chhattisgarh(12.5%); Overall-11.8 |
| Providing better infrastructure in schools | Orissa (23.8%); AP (14.3%); Overall-4.6 |
| Providing leave/other facilities to para- teachers | Uttar Pradesh (54.6%), Chhattisgarh (37.5%); Maharashtra (30.8%); Madhya Pradesh (25%); Rajasthan (18.2%); Gujarat (14.3%); J & K (12.5%); Overall-22.9 |
| More training should be provided to para-teachers | Chhattisgarh (18.8%); AP (14.3%); Uttarakhand (11.1%); Overall-4.6 |
| Salary to be paid in time | Rajasthan (13.6); Overall-2.6 |
| Teachers should be engaged in teaching work only | Gujarat (14.3); Overall-2.6 |

Source: NCAER Survey, 2007.

The most common suggestion was that para-teachers should be paid higher salary, better job status (96%); leave, other perks and facilities should be at par with those of regular teachers (nearly 23 %). Other suggestions included timely payment of salary, recruitment of more teachers, provision of better infrastructure in schools and more training to para –teachers .

About 43 percent of the head teachers in Andhra Pradesh suggested that recruitment of more teachers in the schools will solve the problem of the para-teachers to a large extent. In Chhattisgarh, 19 percent head teachers felt the need for more training for the para-teachers, while in Gujarat about 14 percent of the head teachers wanted that the services of all teachers should be exclusively for teaching.

6.9 Perception of Block and cluster level functionaries

(i) Perception of Block Resource Centre Coordinators (BRCCs)

Coordinators of the BRCs supported the policy of appointing para-teachers in most of the states. BRCCs from Andhra Pradesh, Chhattisgarh, Jammu & Kashmir, Madhya Pradesh, Maharashtra, Rajasthan, Orissa and Uttarakhand reported that para-teachers were as good as regular teachers. Most of them believed that since para-teachers were young and aspired to serve the community at large, they are more energetic compared to regular teachers. They also have eagerness to learn more and can easily adapt to the new environment. Since in most of the states the para-teachers were appointed by the local community, they worked better than regular teachers due to better understanding of local conditions and watchful eyes of the community.

In Bihar and Uttar Pradesh, untrained para-teachers were reported to be less competent than regular teachers. Coordinators from Gujarat and Jharkhand reported that teaching by many para-teachers did not have the same quality as that of regular teachers. It may be because of their lack of experience; in Uttar Pradesh, they ascribed it to inadequate methods of teaching in the classroom.

The BRC coordinators in the states of Gujarat, Madhya Pradesh, Maharashtra and Orissa believe that the attendance in the school increased tremendously over the years with the appointment of para-teachers. In most of the states the rural sector benefited greatly with their appointment; it also to some extent solved the problem of educated unemployment. In some cases the para-teachers were more qualified than the regular teachers and had greater potential to impart quality education.

Continuity of the system of appointing para-teachers was supported by the BRCs coordinators from Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Orissa, Rajasthan and Uttarakhand whereas coordinators from Chhattisgarh and Jammu & Kashmir strongly opposed this. In Maharashtra, Orissa and Rajasthan, they supported the idea of appointing para-teachers with enhanced honorarium to increase their efficiency. BRCCs from Uttar Pradesh were in favour of it subject to unavailability of regular teachers.

(ii) Views of Cluster Resource Centre (CRC) coordinators

The coordinators of CRC from Bihar, Jammu and Kashmir and Jharkhand perceived para-teachers as good as regular teachers. CRC Coordinators from Andhra Pradesh and Orissa did not perceive the performance of para-teachers as satisfactory and were not in favour of appointing para-teachers. In most of the states, the coordinators were divided in their views on the appointment of para-teachers. Most of them felt that since untrained candidates were also appointed as para-teachers, they cannot be equated with the regular teachers.

In Gujarat, there was unanimity of views among the CRC coordinators about the performance of para-teachers vis-à-vis regular teachers. Most of them believed that the performance of para-teachers was poorer compared to the regular teachers. The coordinators in Madhya Pradesh said that para-teachers were indifferent in their work which could be due to low rate of remuneration paid to them.

The CRC coordinators from Andhra Pradesh, Bihar, Jharkhand, Jammu & Kashmir, Madhya Pradesh, Maharashtra, Orissa, Rajasthan and Uttarakhand suggested that the system of appointing para-teachers may be continued in view of its benefits. In Maharashtra they said that the system of appointing para-teachers must be stopped. In Andhra Pradesh, they felt that recruitment of para-teachers should be continued till regular teachers are appointed.

The BRCCs & CRCCs felt that there were some plus points also in appointing para- teachers. The following table shows the relative advantages and disadvantage of appointing para- teachers in schools.

| ADVANTAGES | DISADVANTAGES |
|--|--|
| <ol style="list-style-type: none"> 1. Maintaining proper pupil-teacher ratio in schools; 2. They are willing to work in rural and remote villages; 3. Being young and energetic para-teachers are willing to work hard and are eager to learn. They take more interest in teaching as they belong to the same locality; 4. The enrollment in schools increased with the appointment of para-teachers; 5. They maintain punctuality and were regular in attending school; 6. They are more qualified and have more potential to impart better education; 7. They use teaching-learning material more effectively; 8. It is cost-saving strategy , as they are paid much less than regular teachers, | <ol style="list-style-type: none"> 1. They are mostly in the age-group 18-25 to meet the stop-gap arrangement and hence less experienced; 2. Due to inadequate remuneration, para-teachers are unable to meet their basic needs; they look for better alternative job ; 3. Untrained para-teachers are not able to teach as effectively as regular teachers; 4. Para-teachers have local influence. So they do not cooperate with their seniors. This is bad for proper functioning of schools; 5. Para-teachers generally suffer from inferiority complex. |

iii. Measures suggested by BRC/CRC coordinators for improvement of the system

1. Selection of para-teachers should be made on the basis of performance tested by a written test
2. Only of trained persons should be recruited as para-teachers;
3. Gram panchayat should not be associated with the appointment of para-teachers.
4. Remuneration paid to para-teachers should be increased to minimum Rs. 5,000 per month;
5. Adequate training (induction and in-service) of an appropriate duration should be given with focus on subjects like English, science and mathematics;
6. Sound monitoring mechanism should be in place for continuous assessment of their performance
7. Para-teachers should be made regular teachers after a specified period of satisfactory service.

STATE SPECIFIC
INFORMATION ON
PARA- TEACHERS

1. ANDHRA PRADESH

Nomenclature : ‘*Vidya Volunteers*’

Year of initiation :1998

State Policy: There is no reservation policy in the state to recruit *Vidya Volunteers*. There is no age limit mentioned for recruitment of *Vidya Volunteers*. *Vidya Volunteers* are primarily employed in government schools and EGS.

Minimum Qualifications: Intermediate/equivalent; Professional qualification not mandatory.

Appointing agency: The recruitment of para-teachers and the policy framework in the state of Andhra Pradesh is governed by the state government through Commissioner and Director of School Education (DSE). The rules framed by DSE are implemented at the district level by District Education Officer (DEO) for recruitment . The SSA and the state government share fund in employing *Vidya Volunteers*.⁴

Proportion of *Vidya Volunteers*: As per DISE 2007-08 the percentage of *Vidya Volunteers* among total teachers was 15.2% in all schools (22.8 % in government schools & 4.6% in Pvt. Aided schools).

Service conditions

1. *Vidya Volunteers* are not government employees of the state.
2. They would be deployed mainly in the government schools of rural areas.
3. *Vidya volunteers* report to the head-teacher of the school for day-to- day activities, leave etc..
4. These teachers are not entitled to any leave of any type.
5. Non-performing *Vidya volunteers* may be removed without notice.
6. The services of these teachers are non-transferable.
7. *Vidya volunteers* are paid a consolidated sum of Rs. 1,500 per month.

⁴ Vide Office Memorandum No. Rc.No. 529/B3-3/04 dated 03-08-2004.

2.BIHAR

Nomenclature & Year of initiation : *Panchayat Shiksha Mitra-2002 (Contractual for 11 months)* ; *Nagar Shikshak, Panchayat Shikshak & Prakhanda Shikshak.- 2005-06* (regular govt. employee on a consolidated amount)

State Policy : Fifty percent posts are reserved for women candidates. A woman is preferred in case the last vacant post is odd number. Besides, three percent of the seats are reserved for physically challenged candidates, reservation for SC is 16 percent, and for ST it is one percent and for OBC candidates is as per the rules of Government of India and State Government. Remaining 21 percent posts are left for general category candidates.

Minimum Qualifications: Intermediate/Senior Secondary or equivalent professional qualification not mandatory

Appointing Agency: PRI/Village level PRI/ Nagar Parishad/ Nagar Panchayat is the appointing authority since 2006.

Proportion of contractual teachers : As per DISE 2007-08 the percentage of contractual teachers among total teachers was 7.2% in all schools (7.2% in government schools & 3.7% in Pvt. Aided schools).

Service conditions

1. The contractual teachers in the state are recruited as permanent government employees.
2. For day-to-day affairs/leave etc., they are to report to Principal or Head teacher.
3. These teachers are entitled to get 16 days casual leave. In case of female candidates, there is a provision of 90 days maternity leave also.
4. The service of the Shikshak is not transferable. But there is provision of maximum of two transfers for trained teachers during the service period after completion of three years.
5. The teachers would not get any allowance like medical, transport, housing etc.
6. Job may continue till the retirement age.
7. There is no promotion policy for contractual teachers like regular teachers.
8. A trained teacher is paid a sum of Rs.5000/- per month and an untrained teacher is paid Rs.4000 per month

3. CHHATTISGARH

Nomenclature : *Shiksha Karmi*- (Grade-I, Grade-II and Grade-III)

Year of initiation : 2000

State Policy : *Shiksha Karmis* were recruited against additional posts created under SSA. They are funded by SSA, State Government's Education Department and Tribal Department.

Minimum Qualifications : Master's degree for Grade I, Graduation for Grade II and Intermediate for Grade III; Professional Qualification is not mandatory.

Appointing agency: They were employed in Government schools by the District Education Officer or district/block level PRI. Grade I and Grade II *Shiksha Karmis* are appointed by Zilla Panchayat and Janpad Panchayat which were entrusted the responsibility of appointing Grade III *Shiksha Karmis*. In the appointment of *Shiksha Karmis* two tier selection panel is prepared in the state as Evaluation Committee and Selection Committee.

Percentage of *Shiksha Karmis* : As per DISE 2007-08 the percentage of *Shiksha Karmis* among total teachers was 9.1% in all schools (8.7% in government schools).

Service conditions

1. The *Shiksha Karmis* in the state are employed as permanent government employees or so called Permanent Panchayat employees.
2. The posts of *Shiksha Karmi* in the state are transferable provided they have completed minimum three years of service and their job is regularized by associated panchayat.
3. The posts are transferable on the basis of mutual agreement between the applicant and the associated panchayat.
4. The retirement age of the *Shiksha Karmi* is 62 years.
5. There is provision of 13 days casual leave in a year. Female *Shiksha Karmis* are entitled for 90 days maternity leave.
6. For day-to-day matters and leave, *Shiksha Karmis* would report to the Head teacher.
7. Pay scale for Grade I is 5300-150-8300, Grade II- 4500-125-7000 and Grade III – 3800-100-5800

4. GUJARAT

Nomenclature : *Vidya Sahayak*

Year of initiation : 1998

Policy for recruitment: *Vidya Sahayaks* are appointed against vacant posts created by retired teachers or in new schools.

Minimum Qualifications: Senior Secondary Certificate with PTC as professional qualification .

Appointing agency: The Department of Education, Government of Gujarat is the authority for formulating policies regarding recruitment of *Vidya Sahayak* against the vacant posts created in government schools under the district Panchayat or authorized Nagar Palika or Maha Nagar Palika,

Percentage of *Vidya Sahayaks*: As per DISE 2007-08 the percentage of *Vidya Sahayaks* was 1.8% in all schools (0.6% in government schools & 2.8% in Pvt. Aided schools).

Service conditions

1. *Vidya Sahayaks* in the state are appointed for a period of 5 years.
2. If the performance of *Vidya Sahayak* is found satisfactory for two years s/he should be incorporated serially on post falling vacant due to superannuation of teachers in regular establishment of District/Municipal Corporation/Municipal Education Committee. Those who are not absorbed in regular pay scale in 5 years by this process ,they should be incorporated in regular pay scale on completion of five years service.
3. This appointment is made for respective villages and the post is non- transferable.
4. The *Vidya Sahayak* are paid Rs. 2,500 per month as honorarium.
5. In-service *Vidya Sahayaks* are not entitled to financial benefits like pension, bonus, LTC, Leave encashment or advance.
6. The appointment is on purely temporary basis.
7. Either side can terminate the appointment contract by giving seven days notice. The reasons for termination of contract could be absence, irregularity and indiscipline or dissatisfaction.
8. During the period of duty if death occur the amount of honorarium due for the period of performance of duty shall be available to family members of employee, but no other financial benefit or ex-gratia benefit of service is given.
9. During the year, only 12 casual leave would be given and no other leave will be available.
10. Residence has to be kept compulsorily at Head Quarters.
11. The *Vidya Sahayak* cannot leave the Head Quarters without prior permission of authorized officer.
12. If traveling is required for educational work of school or some administrative work, TA shall be available as per rules.
13. For day-to-day leave/affairs, para-teachers report to the Principal/Head teacher.

5. JAMMU AND KASHMIR

Nomenclature: Pare teachers are named as i) *Rehbar-e-Taleem*, ii) *Contract Teacher*, iii) *Third Teacher and Substitute to Zonal Resources Persons*

Year of initiation : 2000

Minimum Qualifications : Intermediate/equivalent; Graduation for third teacher Profession qualification not mandatory

Appointing authority: The authority for recruitment lies with VLC headed by Zonal Education Officer (ZEO). They are recruited against vacant posts of regular teachers and against additional posts created under SSA.

State Policy: In case of Rehbar-e-Taleem, on satisfactory completion of five years, the candidate becomes eligible for appointment as a general line teacher. For this purpose, VLC has the right to furnish a certificate about the satisfactory performance of the teachers. The candidate should belong to the local community or village but in case of non-availability of a qualified local candidate he/she may be from Halqa Panchayat or even from the Education Zone.

Percentage of Para-teachers: As per DISE 2007-08 the percentage of para-teachers was 22.4% in all schools (34.4% in government schools & Nil in Pvt. Aided schools).

Service conditions

1. These teachers are temporary government employees.
2. These teachers are entitled to 15 days casual leave and in addition to that 30 days leave without honorarium is allowed on account of accident, serious illness and maternity leave in a calendar year.
3. These teachers report to the Principal or Head teacher for day-to-day affairs/leave.
4. The service of para-teacher is not transferable. However, in case of Rehbar-e-Taleem transfer is allowed after successful completion of five years.
5. Emoluments paid to Rehbar-e-Taleem – 1500-2000; contract teacher 4500; Third teacher 1500-3000.

6 . JHARKHAND

Nomenclature: Para-teachers were known as community teacher and *Sahyogi teacher* under DPEP. Para-teachers are recruited against additional posts created under SSA.⁵

Year of initiation: This planning process for the recruitment of para-teachers in Jharkhand was started in 2003-04 after its creation as a new state of Indian Union though the policy was already in force when Jharkhand was a part of Bihar

State policy: There is no age limit for the recruitment of para-teachers. They are employed mainly in government schools. There is no reservation policy but the women are given preference in appointment.⁶ There is no provision in the state policy to regularize them at any time.

Minimum Qualifications: Intermediate/equivalent for primary schools and Graduation for upper primary schools. Professional qualification is not mandatory.

Appointing authority: Approval of selection of para-teachers is accorded in the general body meeting of the Gram Sabha and seconded by Block Education Committee.

Percentage of Para-teachers: As per DISE 2007-08 the percentage of para-teachers to total teachers was 44.6% in all schools (49.4% in government schools & 3.9% in Pvt. Aided schools).

Service conditions

1. These teachers are not considered as government employee.
2. There is no provision in the state policy to regularize the service of para teachers after some specified period.
3. For day-to-day affairs and leave, para-teachers report to VEC/Sarpanch.
4. Teachers are entitled to 16 days casual leave in a year and for female teachers three months as maternity leave.
5. The service of para-teachers is not transferable.
6. They are required to devote 6 hours a day to academic activities besides being engaged in non-academic activities from time-to-time according to the need.
7. In primary schools a trained teacher is paid consolidated sum of Rs. 3000/- and untrained teacher gets Rs. 2,500/-. In upper primary schools a trained teacher is paid Rs.3,500/- and untrained is paid Rs.3000/- per month.

⁵ Vide Memorandum No. JEPC/805 dated 7th May 2004.

⁶ Vide Memorandum No. JEPC/SPD/470 dated 8th June 2005.

7. MADHYA PRADESH

Nomenclature: *Sambhida Shala Shikshak* (SSS, Grade I, Grade II & Grade III)

State Policy: In Madhya Pradesh, the *Sambhida Shala Shikshak* is appointed on a contract for the maximum period of three years for a particular school. For every academic year, the assessment of work, conduct and performance of every teacher has to be maintained by the employing authority.

Minimum qualifications : Master's degree for grade I, Graduation for grade II and Senior School certificate for grade III. Professional qualification is not mandatory at primary level but for upper primary level Diploma or Bachelor's degree in Education is needed.

Appointing agency: The SSS is under the disciplinary and administrative control of Zila Panchayat or Janpad Panchayat as the case may be.

Percentage of *Sambhida Shala Shikshaks*: As per DISE 2007-08 the percentage of SSS was 1.4% in all schools (0.84% in government schools & 1.7% in Pvt. Aided schools).

Service conditions

1. The extension of the contract period of SSS may be given up to age of 62 years.
2. The SSS is under the disciplinary and administrative control of Zila Panchayat or Janpad Panchayat as the case may be.
3. A person employed under these rules is not entitled to any pension benefits.
4. The service is also not transferable.
5. No other allowances is paid to SSS under the rule.
6. Before the expiry of the contract term, services under these rules may be terminated by either side by giving one month notice or by paying one month contract's remuneration in lieu of notice.
7. A person employed under these rules is governed by Madhya Pradesh Panchayat Service Rules, 1998.
8. SSS is entitled to 13 days casual leave and 3 days optional leave in a year. In case of women, 90 days maternity leave is granted and in case of men 15 days paternity leave is permitted.
9. Emoluments paid to grade I SSS is Rs. 4,500/-, grade II –Rs.3500/- and grade III - Rs. 2500/- per month.

8 . MAHARASHTRA

Nomenclature: Para-teachers are known as *Shikshan Sevak*.

Year of Initiation : Their recruitment was started in 2001-02 as regular employees.

State Policy: They are recruited against the vacant posts of regular teachers and additional posts created under SSA on temporary and non-transferable basis.

Minimum Qualifications : High school/senior secondary certificate with Diploma in Education.

Appointing agency: The recruitment policy of para-teachers in Maharashtra has been formulated under the supervision of Secretary, School Education Department, Government of Maharashtra. The main appointing authority for primary & upper primary teachers is the Chief Executive Officer of Zilla Parisad.

Percentage of Para-teachers: As per DISE 2007-08 the percentage of para-teachers to total teachers was 1.1% in all schools(0.9% in government schools & 1.3% in Pvt. Aided schools).

Service conditions

1. The *Shikshan Sevaks* are employed not as permanent government employees.
2. They are employed for a minimum period of 3 years.
3. After successful completion of 3 years, they may be converted as regular teachers on pay scale of 4,500-175-7,000 per month.
4. For day to day affairs/leave etc., *Shikshan sevak* reports to the Principal or Head teacher.
5. Leave rules are same for regular teachers and para-teachers and both are entitled to 12 days casual leave. In case of female teachers, there is a provision for maternity leave.
6. The post of para-teachers in the state is not subject to transfer.
7. Trained *Shikshan Sevak* is paid a consolidated sum of Rs. 3000/- per month while the untrained teacher is paid Rs. 1500/- month.

9. ORISSA

Nomenclature: Para-teachers are known as *Sikshya Sahayaks* (SS)

Year of initiation: 1995-96

Minimum Qualifications: Senior School Certificate/Intermediate or Graduation with certificate in teaching.

Appointing agency: *Sikshya Sahayaks* are engaged in each education district separately by the Zilla Parishad by a selection committee headed by the collector-cum-chief officer. The services of the SS are placed under the command of VEC. They are appointed against the existing vacancies and the cost is borne jointly by the SSA and the state government.

Percentage of *Sikshya Sahayak*: As per DISE 2007-08 the percentage of *Sikshya Sahayak* to total teachers was 25.1% in all schools (28.8% in government schools & 4.6% in Pvt. Aided schools).

Service conditions

1. For day-to-day feedback and queries, they report to the Principal or the Head teacher of their school.
2. They are entitled to 12 days casual leave in a year while female para-teachers are entitled to maternity leave of maximum of 90 days subject to a maximum of two maternity cases.
3. They are also required to sign bonds regarding some minimum period of service. Contracts are renewed on an annual basis.
4. If the SS is able to work satisfactorily for 4 continuous years, he/she is eligible to become a junior teacher. The junior teacher, on completion of 5 years of continuous satisfactory service is eligible for regularization as a teacher at the primary level.
5. The decisions on extension after reviewing the performance of these teachers are taken at the level of Zilla Parishad. But the tenure of all such appointments is always extendable.
6. Teaching in schools is the main duty of the SS and they have to ensure minimum level of learning for students as prescribed by the competent authority.
7. They are required to ensure 90 percent attendance of students and also have to strive to bring down the dropout rate below 10 percent. They have to motivate the parents and guardians to enroll their children in schools.
8. They are paid a consolidated amount of Rs. 2000/- per month.

10. RAJASTHAN

Nomenclature: Para-teachers are known as *Shiksha Sahayogis*; earlier it was *Shiksha Karmi (educational worker)*. Another category of para-teacher known as Para Physical teacher was also created in 2002.

Year of initiation : 1999.

State Policy: Rajasthan has not appointed any teacher under the scheme since 2003-04. The government has already taken steps to put these teachers in regular cadre subject to clearance of State Public Service Commission. Accordingly age relaxations were also considered to accommodate them in the regular scale.

Minimum Qualifications: Intermediate with diploma/degree in Education.

Appointing agency: The Village Level PRI is the ultimate authority for recruiting the *Shiksha Sahayogis* in the state. They are appointed at four different levels.

Percentage of Para-teachers: As per DISE 2007-08 the percentage of para-teachers was 7.9% in all schools (11.1% in government schools & 2% in Private Aided schools).

Service conditions

1. Para- teachers recruited in the state are non-permanent government employee.
2. They report to the Principal/Head teacher or Coordinator of BRC/CRC or to BEEO for day-to-day affairs of sanctioning leave and other matters.
3. These teachers are entitled to 10 days casual leave during the session. But female candidates are entitled to 120 days maternity leave (with pay).
4. Their service is non-transferable.
5. The services of para-teacher can be terminated if enrolment of students in the school decreases by 50 percent.
6. Those teaching in Rajiv Gandhi Schools, need to devote at least 4 hours for school work in addition to along with one hour for next day's preparation.
7. If they fail to follow appropriate orders or do not respond adequately to the guardian of the students, their services can be terminated.
8. If they are on leave for 7 days in a row without prior permission, they may be served with an explanation notice. In case they are on leave for 15 days in a row without prior notice, their services might be terminated.
9. They are paid a consolidated amount of Rs. 2000/- per month.

11. UTTAR PRADESH

Nomenclature: Para-teachers are known as *Shiksha Mitras*

Year of initiation: 1998-99.⁷

Minimum Qualifications: Intermediate, Professional qualification is not mandatory

Appointing agency: VEC is the appointing authority .

Percentage of *Shiksha Mitras* : As per DISE 2007-08 the percentage of *Shiksha-Mitras* was 25.9% in all schools (36.9% in government schools & 1% in Private. Aided schools).

Service conditions

1. *Shiksha Mitra* who is employed as a para-teacher in the state is not permanent government employee.
2. For day-to-day affairs or leave, the para –teacher would report to the Principal or Head teacher.
3. The services of pare-teachers are not transferable.
3. *Shiksha Mitra* would be appointed only in primary schools and as such they are supposed to teach class I and class II.
4. There is no provision of casual leave, earned leave or medical leave for these teachers in the state but in the case of female teachers there is a provision for maternity leave.
5. On an average, *Shiksha Mitras* are required to devote 4 hours to academic activities each day besides other duties.
6. They are paid a consolidated amount of Rs. 3000/- per month.

⁷ Vide Resolution No. 2604/15-5-99-282/98, dated 26th May, 1999.

12 UTTARAKHAND

Nomenclature: Para-teachers are known as *Shiksha Mitras*.

Year of initiation: 1998-99.⁸

Minimum Qualifications: Intermediate/equivalent, professional qualification is not mandatory

Appointing agency: *Shiksha Mitras* are engaged in each district separately by a selection committee headed by the District Education Officer, on recommendation of VEC.

Percentage of *Shiksha Mitras*: As per DISE 2007-08 the percentage of *Shiksha Mitras* was 7% in all schools (8.2% in government schools & 3.1% in Private Aided schools).

Service conditions

1. *Shiksha Mitras* are not permanent government employees and there is no provision for making them regular in future.
2. *Shiksha Mitras* report to the Principal or Head teacher for day-to-day affairs, leave etc. Leave rules are not the same for para-teachers and regular teachers.
3. *Shiksha Mitras* are entitled to 10 days casual leave during contract period. Female teachers are allowed to take one month maternity leave.
4. *Shiksha Mitras* are paid a sum of Rs. 6000/- per month.

⁸ Vide Resolution No. EduDir/28163/2003-04, dated 15th December 2003.

Annexure

Appendix .1: Distribution of Para-teachers (%) by Educational qualification

| States | Matriculate | | Higher Secondary | | Graduate | | Post Graduate | |
|----------------|-------------|-------|------------------|-------|----------|-------|---------------|-------|
| | Rural | Urban | Rural | Urban | Rural | Urban | Rural | Urban |
| Andhra Pradesh | 25.8 | 13.1 | 34.8 | 11.5 | 38.2 | 67.2 | 1.1 | 8.2 |
| Bihar | 0.6 | 11.6 | 38.9 | 23.3 | 46.1 | 41.9 | 14.4 | 23.3 |
| Chhattisgarh | 0.0 | 0.0 | 24.6 | 20.6 | 29.8 | 22.2 | 45.6 | 57.1 |
| Gujarat | 5.0 | 20.7 | 65.3 | 41.4 | 13.2 | 31.0 | 16.5 | 6.9 |
| J & K | 0.0 | 0.0 | 2.8 | 2.0 | 47.9 | 49.0 | 49.3 | 49.0 |
| Jharkhand | 1.6 | 1.8 | 36.5 | 17.5 | 52.4 | 68.4 | 9.5 | 12.3 |
| Madhya Pradesh | 0.4 | 0.0 | 22.4 | 23.7 | 33.2 | 21.1 | 44.0 | 55.3 |
| Maharashtra | 2.2 | 0.0 | 72.5 | 67.9 | 16.5 | 28.6 | 8.8 | 3.6 |
| Orissa | 12.5 | 14.3 | 27.1 | 16.7 | 50.0 | 54.8 | 10.4 | 14.3 |
| Rajasthan | 4.0 | 0.0 | 18.8 | 16.1 | 36.9 | 48.4 | 40.3 | 35.5 |
| Uttar Pradesh | 0.0 | 0.0 | 29.9 | 0.0 | 40.9 | 100.0 | 29.3 | 0.0 |
| Uttarakhand | 0.0 | 0.0 | 3.3 | 0.0 | 48.3 | 0.0 | 48.3 | 0.0 |
| All States | 3.2 | 6.6 | 33.1 | 20.6 | 36.6 | 46.2 | 27.1 | 26.6 |

Source: NCAER Survey, 2007.

Appendix 2: Distribution of Para-teachers (%) by Professional Qualification

| States | None | | B.Ed. | | D.Ed. | | B.Ei.Ed | | BTT/BTC | | Any other | |
|----------------|------|-------|-------|------|-------|------|---------|-----|---------|------|-----------|------|
| | R | U | R | U | R | U | R | U | R | U | R | U |
| Andhra Pradesh | 77.5 | 73.8 | 12.4 | 11.5 | 4.5 | 6.6 | 1.1 | 0.0 | 0.0 | 0.0 | 4.5 | 8.2 |
| Bihar | 88.0 | 2.3 | 2.4 | 16.3 | 0.0 | 2.3 | 0.6 | 0.0 | 6.0 | 55.8 | 3.0 | 23.3 |
| Chhattisgarh | 33.3 | 27.0 | 14.0 | 20.6 | 42.1 | 44.4 | 0.0 | 0.0 | 0.0 | 0.0 | 10.5 | 7.9 |
| Gujarat | 0.8 | 3.5 | 19.8 | 20.7 | 6.6 | 0.0 | 0.0 | 0.0 | 63.6 | 69.0 | 9.1 | 6.9 |
| J & K | 33.8 | 22.5 | 38.0 | 61.2 | 0.0 | 2.0 | 21.1 | 4.1 | 0.0 | 4.1 | 7.0 | 6.1 |
| Jharkhand | 84.1 | 84.2 | 3.2 | 5.3 | 1.6 | 0.0 | 1.6 | 0.0 | 1.6 | 1.8 | 7.9 | 8.8 |
| Madhya Pradesh | 42.2 | 31.6 | 18.1 | 18.4 | 31.9 | 39.5 | 0.9 | 0.0 | 4.3 | 5.3 | 2.6 | 5.3 |
| Maharashtra | 8.2 | 17.9 | 0.0 | 0.0 | 90.7 | 82.1 | 0.0 | 0.0 | 0.0 | 0.0 | 1.1 | 0.0 |
| Orissa | 19.8 | 13.1 | 29.2 | 32.1 | 0.0 | 0.0 | 0.0 | 0.0 | 51.0 | 53.6 | 0.0 | 1.2 |
| Rajasthan | 7.4 | 6.5 | 43.6 | 71.0 | 0.7 | 0.0 | 0.0 | 0.0 | 45.6 | 22.6 | 2.7 | 0.0 |
| Uttar Pradesh | 85.1 | 100.0 | 11.3 | 0.0 | 0.0 | 0.0 | 0.3 | 0.0 | 0.0 | 0.0 | 3.4 | 0.0 |
| Uttarakhand | 64.2 | 0.0 | 26.7 | 0.0 | 0.0 | 0.0 | 1.7 | 0.0 | 0.0 | 0.0 | 7.5 | 0.0 |
| All States | 48.5 | 32.0 | 16.7 | 25.2 | 16.5 | 14.9 | 1.4 | 0.4 | 12.8 | 20.8 | 4.1 | 6.8 |

Appendix 3: Distribution of Para-teachers (%) by professional qualification (Rural and Urban)

| States | D.Ed. | B.EI.Ed. | BTT/BTC/CT | B.Ed. | None | Any Other |
|----------------|-------|----------|------------|-------|------|-----------|
| Andhra Pradesh | 5.3 | 0.7 | 0.0 | 12.0 | 76.0 | 6.0 |
| Bihar | 0.5 | 0.5 | 16.2 | 5.2 | 70.9 | 7.1 |
| Chhattisgarh | 43.3 | 0.0 | 0.0 | 17.5 | 30.0 | 9.2 |
| Gujarat | 5.3 | 0.0 | 64.7 | 20.0 | 1.3 | 8.7 |
| J & K | 0.8 | 14.2 | 1.7 | 47.5 | 29.2 | 6.7 |
| Jharkhand | 0.8 | 0.8 | 1.7 | 4.2 | 84.2 | 8.3 |
| Madhya Pradesh | 32.9 | 0.7 | 4.4 | 18.2 | 40.7 | 2.9 |
| Maharashtra | 89.5 | 0.0 | 0.0 | 0.0 | 9.5 | 0.9 |
| Orissa | 0.00 | 0.0 | 52.2 | 30.6 | 16.7 | 0.6 |
| Rajasthan | 0.5 | 0.0 | 41.7 | 48.3 | 7.2 | 2.2 |
| Uttar Pradesh | 0.0 | 0.3 | 0.0 | 11.2 | 85.2 | 3.3 |
| Uttarakhand | 0.0 | 1.7 | 0.0 | 26.7 | 64.2 | 7.5 |
| All States | 16.2 | 1.7 | 14.6 | 18.6 | 44.8 | 4.7 |

Source: NCAER Survey, 2007.