

Contractual Engagement of School Teachers

A critique



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Abstract

This study aims to critically analyse employment of teachers on a contractual basis in government schools by looking at contract teacher performance and their impact on student learning. A small sample study of Delhi MCD schools reinforces what is econometrically established by various studies; that contract teachers perform just as well as regular teachers and deliver similar results in terms of learning outcomes. This paper seeks to highlight that despite their reasonable performance and the low cost involved in employing them, the solution is not hiring more and more teachers on contractual basis, as has become the norm in many fiscally constrained states. Tenure and financial incentives play a major role in teacher motivation and in the long run, are very important to elicit superior performance from teachers.

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Abbreviations

- B. El. Ed Bachelor in Elementary Education
- CTWA Contract Teachers' Welfare Association
- DISE District Information System for Education
- DPEP District Primary Education Programme
- DSSSB Delhi Subordinate Services Selection Board
- ETE Elementary Teacher Education
- JBT Junior Basic Training
- MCD Municipal Corporation of Delhi
- NCERT National Council of Educational Research and Training
- NDMC New Delhi Municipal Council
- NPE National Policy on Education
- PROBE Public Report on Basic Education in India
- RTE Right to Education

1. Introduction

The Right to Education Act (RTE), 2009 provides for free and compulsory education of all children in the 6 to 14 years age group. This is landmark legislation indeed, and would help in widening the reach of education and increasing enrolment ratios, no doubt. But attention should also be paid to improving learning outcomes in students, for which qualified and well-trained teachers are very essential. In India, teachers can broadly be categorised into two divisions: Permanent Teachers and Contract Teachers¹.

There is no unique definition of a contract teacher and the policies regarding them differ across states since education is a subject in the concurrent list. This means that the centre merely provides a guiding framework in policy matters related to education, within which states have to operate. However, there are various bases (one or all of which may be applicable) on which one can distinguish between contract and permanent or regular teachers.

Table 1 summarises these differences.

Table 1

S. No	Basis	Permanent Teacher	Contract Teacher
1	Recruiting Authority	State Government	Village/ Local level authority
2	Qualifications	Adequately qualified and has proper training	Usually under qualified with little or no training
3	Nature of Contract	Lifetime	Annually renewable
4	Salary Structure	As per rules of the government concerned (with stipulated benefits)	A consolidated amount. Not entitled to benefits

The effectiveness of contract teachers versus permanent teachers has been a point of constant discussion and debate over the years. As has been pointed out, a teacher's role in ensuring delivery of quality education is immense. However, teachers' performance in the classroom is contingent upon several other factors, namely their qualifications and training, incentives and motivation. These aspects determine how a teacher and by extension, performance and learning of students. Therefore, any discussion on the relationship between teacher performance and student learning should be carried out

¹ The distinction is based on teachers employed in government schools.

keeping these factors in mind.

In the following sub-section, I endeavour to provide a background on the genesis of contract teacher schemes in India, followed by my research objectives and methodology (Section 1.2 and 1.3 respectively). Section 2 focuses on the established evidence on contract teacher performance. Here, I try to document the findings of various authors. Section 3 showcases empirical evidence on contract teacher performance from other developing countries. Finally, Section 4 presents the case study of Delhi, highlighting the main concerns of contract teachers in Delhi MCD schools.

1.1 Background of the Research

There have been various policy pronouncements regarding teacher quality and training. The National Policy on Education, 1986 (modified in 1992) underlines the importance of recruitment of meritorious teachers under appropriate service conditions (NPE, 1986-92). However, in actual practice, there have been considerable deviations from the prescribed policy. The genesis of the Contract teacher scheme was with the Shiksha Karmi Project in the state of Rajasthan, where teachers in urban areas were disinclined to relocate to remote locations. However, with the implementation of District Primary Education Programme (DPEP) in 1994, many states started using contract teachers to achieve multi-pronged targets: maintain satisfactory pupil teacher ratios in schools, eliminate single teacher schools and lower the cost of elementary education. These considerations motivated contract Teacher schemes like 'Guruji' in Madhya Pradesh, 'Vidhya Sahayak' in Gujrat, 'Shikshan Sewak' in Maharashtra and many others (Pandey, Saroj. 2006, NCERT). The emergence of contract teachers as a cadre can thus be attributed to multiple reasons, namely:

- To ensure availability of adequate teachers to pursue the goal of universalisation of education.
- To control fiscal deficits faced by various state governments by employing teachers on lower salaries.
- To deal with the unwillingness of teachers to move to remote locations by employing someone from the same community who is able to relate with the students culturally and socially and is also more accountable.

Over the years, the employment of teachers on a contractual basis has shown a significant increase. According to the recent statistics, the percentage distribution of contract teachers to total teachers in government schools has increased from 12.61 to 14.39 (Flash Statistics, DISE 2009-10). In absolute numbers, that amounts to over half a million teachers currently employed on contractual basis in government schools in India.

1.2 Research Objectives

- To present evidence from various research papers about the relative efficiency of contract teachers.
- To validate findings of the previous question by conducting a small sample study of MCD schools in Delhi, focussing on:
 - a. Their working conditions and terms of employment
 - b. Impact of contract teachers on student learning
 - c. Problems faced by contract teachers and any possible solutions that can or have emerged

1.3 Research Methodology

The sample study conducted in this paper is qualitative in nature. Interviews were conducted with principals, teachers and Contract Teachers' Welfare Association (CTWA) President, Mr. Kamaljeet to get a comprehensive idea of the contract teacher schemes in Delhi. The evidence provided is anecdotal and does not involve quantitative analysis. Secondary information, gathered from various research papers and policy documents, was used for literature review.

2. Literature Review

The previous section described the evolution of the contract teacher scheme in India and the rationale behind them. In this section, I look at studies focussing on various bases which are used to adjudge teacher performance.

2.1 Teacher Training and qualification

Contract teacher qualifications vary from state to state. Atherton and Kingdon (2010) find that in the case of UP, contract teachers are more qualified than regular teachers and in Bihar, a higher proportion of contract teachers have passed higher secondary examinations with first division marks. In another study, it was observed that in Gujarat and Maharashtra, the qualification requirements for contract teachers are the same as for regular teachers (Kingdon and SipahiMalani- Rao, 2010). In Andhra Pradesh, contract teachers appointed at primary level were school pass-outs (10+2) and were given a seven day induction level training and 15 day training per year for every subsequent year. In Uttar Pradesh, minimum qualification again is intermediate pass (10+2). District Institutes of Education and Training (DIET's) are entrusted with training of these teachers and special training packages are designed for them (Pandey and Raj Rani, 2003).¹

2.2 Level of motivation (Teacher Absenteeism)

To assess motivation levels of teachers, teacher absenteeism can serve as a good proxy. After all, teachers who are motivated towards delivering results in their profession would be present more often. Kremer et al discuss teacher absence rates in government primary schools and conclude that different incentives (in terms of higher pay for permanent teachers) faced by permanent teachers and contract teachers do not have an impact on the absence rates and it is similar for both these categories.

In this study, it is argued that higher pay for permanent teachers may not be associated with lower absence possibly because teachers feel little or no risk of being fired for absence.

Only 1 head teacher in nearly 3000 public schools reported ever dismissing a teacher for repeated absence. The financial incentive here seems to play no role in encouraging teachers to perform. However, it does not explain why the performance of community- hired teachers is not up to the mark. The features of the contract are not highlighted here.

Atherton and Kingdon (2010) find that the absence rates of contract teachers are roughly half as that of regular teachers in UP but are marginally higher in Bihar. This is attributed to lack of accountability arising from the fact that contract teachers in Bihar are appointed for life. However, the study finds that in both states, the proportion of time spent teaching is higher in case of contract teachers. Muralidharan and Sundararaman (2010) also find in their study that the absence rate for contract teachers was 16 per cent, as opposed to 27 per cent of regular teachers. Similar results are found by Pandey and Raj Rani

¹ For a detailed discussion on various contract teacher schemes in India, see Dayaram (DPEP study, 2002). Cited in Govinda and Josephine, 2004

(2003) via their observation of contract teachers in Uttar Pradesh that they were punctual and sincere towards their work.

2.3 Learning Outcomes

In measuring learning outcomes, most of the studies have relied on non-experimental techniques. Goyal and Pandey (2009) provide non experimental evidence for two Indian states, Uttar Pradesh and Madhya Pradesh. They find that teacher effort in terms of both teacher attendance and activity is higher for contract teachers in both these states, although the absolute level of effort is low for both these categories. Higher effort on part of contract teachers is, in turn, associated with better student performance after controlling for other school, teacher and student related characteristics. This study, however, merely establishes positive correlation, and not causation, between teacher activity and test scores in language and mathematics in all grades. Other school and teacher characteristics were not significant (except for teacher- pupil ratio in Uttar Pradesh).

In another study, Atherton and Kingdon (2010) provide non experimental evidence in favour of contract teachers' efficiency by using data from the SchoolTELLS survey for two Indian states of Bihar and Madhya Pradesh. They find using school fixed effects that contract teachers are significantly more effective than regular teachers in Madhya Pradesh and slightly more effective in Bihar. This difference, they say, is due to the different nature of contracts in both states. Contract teachers in Bihar are appointed for life and do not face annually renewable contracts, which explains lower accountability on their part as compared to contract teachers in Madhya Pradesh. They attribute this positive contract teacher effect to an intrinsic motivation towards teaching that exists in contract teachers, whereas it is higher salaries and perks that attract regular teachers towards the profession. Although there is no denying that this may be true for some teachers, this most definitely cannot be generalised. The sample study of Delhi MCD schools undertaken by the author (discussed in Section 4) facilitated discussions with contract teachers, who reported that the other alternative available to them was taking private tuitions or teaching in budget private schools where they earn not more than Rs 5,000 per month, which is much less than what they can earn as contract teachers in MCD schools. Hence, it might not only be intrinsic motivation, but also the unavailability of better alternatives which force individuals to become contract teachers.

Muralidharan and Sundararaman (2010) provide experimental evidence of the impact of adding a contract teacher to 100 schools in the state of Andhra Pradesh over and above the usual allocation of regular and contract teachers. At the end of 2 years, it was observed that students in these schools performed significantly better than other schools. The study also points out using non experimental evidence that contract teachers perform just as well as regular teachers at comparatively lower salaries. This result is proven with and without school fixed effects and also with pupil fixed effect. However, in Muralidharan and Sundararaman's paper pure contract teacher effect is not evident, as is pointed out by Atherton and Kingdon (2010). The latter argue that better learning outcomes by adding an extra contract teacher can be achieved due to reduced class size also. Therefore, in their study using SchoolTELLS data, Atherton and Kingdon make a clear distinction between the two kinds of effects and find that contract teacher effect is not a class-size effect, that is, the effectiveness is not just because of smaller class sizes facilitated by use of contract teachers.

However, the use of contract teachers has also been criticised by several academicians. Pandey and Raj Rani (2003) in their survey of Uttar Pradesh found that the classroom techniques used by contract teachers were largely dull and ineffective. Teaching learning process was found to be a routine activity. This study attributed the poor quality of contract teachers on lower academic qualifications and inadequate training, rather than a lack of motivation on part of these teachers and calls for a complete overhaul of induction level training programmes. It was also found in this study that the village heads took undue advantage of contract teachers and burdened them with administrative work which adversely affected their efficiency. Govinda and Josephine (2004) found that the contract teachers in Uttar Pradesh were responsible for opening the school every day and closing it at the end of the school day and also cleaning and maintaining the school premises. This was expected of them since they were natives of the villages and regular teachers come from outside.

Similarly, a DPEP study conducted in 1998 covering contract teacher schemes in 3 states of Rajasthan, Madhya Pradesh and Himachal Pradesh established that the performance of students taught by contract teachers was far from satisfactory (cited in Govinda and Josephine, 2004). The PROBE Report (1999) finds no evidence of better performance of all community teachers, although some teachers were seen to be performing well. Interaction with these teachers revealed that they were looking to obtain permanent tenures so that they could be a little easy going with their jobs as regular teachers were. This revealed the lack of accountability with permanent tenures.

2.4 Section Summary

There are both supports and critics of contract teacher schemes. On the one hand, experimental and non-experimental evidence suggests that contract teachers perform at least as well. On the other, there are concerns about the quality of teaching methods adopted by contract teachers. There is evidence of contract teachers being burdened by administrative tasks as well, which compromises on their quality. However, there is no overwhelming evidence on the relative effectiveness of contract teachers or vice versa.

3. Evidence from other countries

As has been mentioned in Section 1, contract teachers have been appointed for a host of reasons. This practice is however, not unique to India. Several other developing countries have used contract teachers as a strategy to achieve Education for All (EFA) goals by 2015 and achieved remarkable success. In this section, I endeavour to outline the various policies regarding contract teachers practiced in some other countries and their impact on student learning.

In Senegal, Volunteers, who were largely young people with university education, were employed at community level to not only expand the reach of education but also to deal with the problem of youth unemployment and underemployment. These volunteers were provided an initial training of 3 months and were employed on a contract for four years after which they would convert to contract teachers. These contract teachers would then be eligible for being regular teachers and would be beneficiaries of some job quota in competitive examinations (C. Colclough et al, 2003; cited in Fyfe, Alec, 2007).

Similarly, Cambodia also relied heavily on Contract teachers with minimum education levels, who were absorbed into the workforce a decade later. These were individuals who could work closely with children of their own community. The practice was discontinued in 2002 because of corrupt practices in appointment and management of contract teachers. (Fyfe, Alec, 2007). A variety of measures have been employed in its place like deployment of non- teaching staff into teaching positions, double shifting, increasing class size and region specific teacher recruitment. The last one is a promising policy and is likely to be popular amongst female candidates (Duthilleul, Yath, 2004). However, the success of all these policies is yet to be seen.

Nicaragua also has a unique policy in employment of contract teachers. A decentralisation strategy was adopted where financial transfers were made to autonomous schools managed by the school council (comprising principal, teachers and parents). The school council had the right to manage the resources and also to hire and fire teachers. Teachers appointed by the school council are employed for a probationary period of one year, after which the contract becomes permanent. The council also has the right to provide financial incentives to these teachers. A government investment program that rewards teacher and student attendance was started for these teachers. The school council also provides bonuses from its own fund-raising efforts. Teachers in autonomous schools are eligible to receive about one to one and a half additional monthly salaries per year as a financial bonus financed from government resources and in addition, the equivalent of an additional month of salary from school generated resources if they showcase good performance. In this manner, the difference between salaries of contract teachers and regular teachers has tended to disappear (Duthilleul, Yath, 2004).

In China too, efforts were made to integrate some Community teachers into the mainstream by giving them an opportunity to sit for certification exams (Duthilleul, Yath, 2004).

In all these countries, it is easy to establish that in terms of access to education, employment of contract teachers has led to increasing enrolment ratios. However, there is not much empirical evidence in these countries to ascertain the impact of this policy on learning outcomes. Nevertheless, in the next section, I present in brief, evidence on learning outcomes from other countries.

3.1 Impact on Learning Outcomes

- In Nicaragua, students of third grade studying in autonomous schools performed better than those studying in centralised schools (Duthilleul, Yath, 2004).
- The case of Togo is an outlier. Here, students taught by contract teachers have significantly lower level of achievement after controlling for school- fixed effects and teacher characteristics. The contract teachers in Togo however, are more qualified than regular teachers but have less teaching experience. It was observed that contract teachers were less willing to help and tutor students outside the class. Absenteeism rates however, were similar (De laet, Jost and Vegas, Emilian, 2005).
- In Kenya, an experimental study was conducted which pointed out that lowering of pupil-teacher ratio due to provision of an extra contract teacher lowered teacher effort in the absence of any other changes. Apart from that, this provision led to insignificant increases in student test scores. However, contract teacher absenteeism is much lower in these schools and when students are randomly assigned to a contract teacher; they learn more and perform better than those taught by regular teachers (Duflo, Dupas and Kremer, 2009).
- In Niger, the performance of contract teachers is no worse than that of regular teachers in grade 5 and there is a distinct advantage to community (contract) teachers in grade 2. (Bourdan, Frolich and Michealowa, 2005).

3.2 Section Summary

Therefore, even in the international scenario, there is no unanimous evidence of the efficiency of contract teachers. However, it can be said that contract teachers are more effective when teaching lower grades. This may be because contract teachers are able to associate with children and aid better in their learning since they belong to the same community as the student. As students' progress to higher grades, perhaps qualifications of the teacher assume a more important role rather than cultural and social association.

4. Contract Teachers in Delhi: A sample Study

The latest statistics (Flash Statistics, DISE 2009-10) show that over 36 percent of the government schools in Delhi are managed by the local bodies, that is, Municipal Corporation of Delhi (MCD) and New Delhi Municipal Council (NDMC). Apart from Central Delhi, which is under the jurisdiction of NDMC, MCD divides rest of Delhi into 12 zones. As of June 2011, the MCD has 1802 schools in Delhi ¹. This study focuses on 10 MCD primary schools in the Shahdra North and Shahdra South zones combined. The considerations behind choosing these zones were:

1. One of the most densely populated areas in Delhi, this neighbourhood is home to many children from the low income groups.
2. The vacancies for contract teachers (Primary) released by MCD in August 2010² were the largest in both these zones. Hence, it was more likely to find contract teachers in these zones.

4.1 Hiring of Teachers in MCD schools

The permanent teachers in government schools in Delhi, including MCD schools, are hired by Delhi Subordinate Services Selection Board (DSSSB). MCD hires teachers on contract basis in schools managed by them. The terms of contract are such that these teachers can be relieved from their service anytime DSSSB chooses to employ permanent teachers. These teachers also cannot claim permanent employment irrespective of how long they have worked as contract teachers.

4.2 Research Findings

In section 2, teachers' performance was analysed on the basis of their Qualifications and Training, level of motivation (reflected in absenteeism rates) and the learning outcomes they produced. In this section, through an interview- based approach, I seek to assess the performance of contract teachers in the sample schools and judge them on the above- mentioned parameters.

¹ To see more details of these schools, see www.mcdonline.gov.in

² See Annexure III for the notification

- **Qualifications and Training**

As per the norms of DSSSB, for employment as a primary teacher in government schools (including MCD schools), the minimum essential qualifications are¹:

- a. Senior secondary (10+2) OR intermediate OR its equivalent with 50% marks from a recognised board.
- b. Two years diploma or certificate course in ETE/JBT or equivalent or B. El. Ed from a recognised institution.
- c. Must have passed Hindi as a subject at secondary level.

In this respect, Delhi is different from other states. Here, the teachers recruited on contractual basis are at par with regular teachers in terms of qualifications necessary². Thus, the above-mentioned qualifications, applicable to a permanent teacher, are also applicable to contract teachers. Under qualified and untrained teachers are not appointed in MCD schools, or in government schools in general (in Delhi). This practice of employing equally qualified contract teachers is not unique to Delhi. Gujarat and Maharashtra also have same minimum qualifications for both categories of teachers (Kingdon and Sipahi Malani-Rao, 2010).

However, the salary structure differs significantly for both groups. Contract teachers are paid much less compared to permanent teachers. The current salary paid to contract teachers is a consolidated sum of Rs 11,000. Permanent teachers on the other hand are entitled to normal pay scale and grade pay as per government norms. According to the Sixth Pay Commission, the amount including benefits turns out to be Rs 23, 446³. Even though contract teachers' salary is not even half of that of permanent teachers', in absolute numbers, it is a considerably large sum in comparison to what is paid to contract teachers in other states. For example, in Andhra Pradesh, contract teachers are paid Rs 1, 500 per month, which is much less compared to regular teacher salaries in the state (Muralidharan and Sundararaman, 2010). Other states also tell a similar story (Table 5, Kingdon and SipahiMalani- Rao, 2010).

¹Refer to Dixit's School Manual for more details

²See Annexure III

³For break- up into various heads, refer to <http://finmin.nic.in>

- **Absenteeism and Motivation**

The motivation levels among both categories of teachers were observed to be similar by the principals in the sample school. There were no complaints of excessive absenteeism in either contract or permanent teachers. Both the groups are assigned 8 casual leaves per year after which salary is deducted. Any instances of lack of punctuality were dealt with verbal reprimands. No principal had any complaint registered against a teacher.

- **Learning Outcomes**

The principals do not observe a difference in the level of achievement in students when taught by permanent or contract teachers. In their opinion, both the teachers put in same amount of effort and the quality of teaching is no different since both categories are equally qualified. The differences in teaching, they said, were observed on a person to person basis, and generalizations cannot be made on the relative efficiency of one category compared to the other.

All principals were just as satisfied with both categories of teachers. In particular, there were no instances of dissatisfaction with contract teachers. In some cases, head teachers were explicitly happy with the performance of contract teachers and wanted permanent employment for them.

Hence, school principals state that contract teacher performance is no different from that of permanent teachers in terms of learning outcomes because students are taught by equally qualified teachers.

4.3 Other important observations

- a. The majority of the administrative and clerical work in the sample schools was handled by the permanent teachers. Interactions with teachers also confirmed this. Contract teachers were not officially responsible for any administrative work where permanent teachers were present. Administrative work did not hinder with their functioning as teachers.
- b. Student attendance is no different for classes taught by permanent teachers or contract teachers *within-school*.
- c. Many teachers come from very far to teach at sample schools. In that sense, teachers are not "locals" of the area.
- d. The mechanism for performance assessment was not very strong for contract teachers. A report is sent by the principals, but as conversations with them suggested, it was a mere formality. Contract teachers were retained on the basis of their years of experience. In the MCD schools visited, the teachers said that their contracts are being renewed since the last 4-5 years. However, sometimes the location of employment changes. The only instance where the contract teachers have actually been sacked is when appointments are made on a permanent basis by the DSSSB.

Therefore, the main concerns of contract teachers can be highlighted as:

- Lower salary with no benefits for same qualifications and same level of work.
- No opportunity of getting permanent employment for many teachers because of bureaucratic hurdles. The last notification which DSSSB issued for recruiting permanent primary teachers was in 2007. An upper age limit of 30 (previously 27 till 2007) on the age of the applicant and erratic issuance of notifications has resulted in many teachers losing a chance of getting permanent employment on the grounds of having bypassed the age limit.
- No certainty of employment and/or place of employment. Contract teachers can be transferred or sacked depending on DSSSB and the needs of the schools.

4.4 Contract Teachers' Welfare Association

To redress the concerns of contract teachers in MCD schools, Contract Teachers' Welfare Association was formed in 2006, which was registered in 2010. The association currently has over 3,000 members and its formation has improved terms of employment for contract teachers considerably.

There are three principle achievements that this association boasts of:

1. Prior to the formation of this association, contract teachers were appointed for a period of 1, 3 or maximum for 6 months. Through the concerted efforts of CTWA, contract teachers are now appointed for at least one whole academic session, that is, 10 months.
2. Before 2009, salary given to contract teachers was a consolidated sum of Rs 5,000. With CTWA, these teachers have come together and have bargained for better salaries. In 2009, it was increased to Rs 9,500 and in 2010, to Rs 11,000.
3. Contract Teachers now get 8 casual leaves per year which is the same as permanent teachers.

4.4.1 The way forward for CTWA

CTWA has done substantial work to remedy the problems faced by contract teachers in MCD schools. Two of their major concerns which the association is now trying to address are:

1. A one- time relaxation in terms of age for contract teachers who have been working since 2001 and have now bypassed the age-limit to apply for a permanent job with DSSSB. This has happened because of failure on part of DSSSB to recruit permanent teachers since the last 3 years due to legal and bureaucratic hurdles¹. The initial demand was to give these teachers a permanent status but according to Section 92A of the MCD Act 1957, all Category C employees of Delhi government have to be appointed by concerned authorities, in this case, by DSSSB, and MCD has no power to make permanent appointments. Negotiations about the exact terms are still underway. Absorbing contract teachers into regular workforce has been a practice in many Indian states, like Gujarat and Himachal Pradesh (Pandey and Raj Rani, 2003).

2. Provision of maternity leave for contract teachers
3. Issuance of identity cards for contract teachers.

¹Evidence based on conversations with various stakeholders. In addition, there is no notification on DSSSB website for employment of primary teachers.

5. Limitations and Further Research

- The paucity of time rendered it impossible to expand the sample size, which is very small compared to the actual number of MCD schools in Delhi.
- The study is entirely based on qualitative evidence. The statements about relative effectiveness of contract teachers have not been quantitatively established and are solely based on opinions of school principals.
- To check learning outcomes, questionnaire was not designed since the result would not have been representative enough because of the small sample size. For the same reason, even grades were not used as a proxy for measuring student learning.

6. Conclusion

It has been empirically established by many studies that contract teachers are just as effective, if not more, than permanent teachers in producing learning outcomes and they are also cost-effective. However, that does not validate employing equally qualified teachers on a salary half of that of permanent teachers with no sense of job security, as is the case in Delhi. The RTE, 2009 prohibits employment of untrained and unqualified teachers and this has to be implemented within the next three years. Employing teachers on contract, however, is likely to continue. States facing fiscal crunch will continue to employ contract teachers. This, which was supposed to be a stop-gap arrangement, has become a norm in many states. Teachers' concerns have gone unheard by administrations. Interactions with contract teachers in sample schools revealed that these teachers were looking to be employed on a permanent basis and had been trying to achieve that end. But the government has not even given them an opportunity to appear for examinations, let alone had any sort of in-built mechanism to automatically absorb these teachers into the workforce after a stipulated period of time.

The case of Delhi is just a representative. Teachers in some of the other states are employed on salaries as low as Rs 1,500 per month, and receive no benefits. In this context, contract teachers' associations assume paramount importance. They lend bargaining power to these teachers and help them secure better terms of employment, as has been found in the sample study. However, contract teachers' associations which are operational in other states have not been able to do as well¹.

7. The Road Ahead

In the long run, policies which pay no heed to teacher sentiments will result in formation of a highly demotivated workforce and this will, most certainly, adversely affect learning outcomes. There have been court cases and violent demonstrations in several Indian states, with contract teachers protesting over state policies on teachers and their failure to address legitimate concerns (Robinson and Gauri, 2010). Therefore, it is paramount that policies be undertaken to bridge the gap between salaries of regular and contract teachers, by paying them performance-based bonuses and tenure to ensure superior teacher performance in the coming years. At the same time, having a proper monitoring mechanism for both contract and regular teachers is also imperative. In case of Delhi, contract teachers who have been working for the past many years should at least be given a chance to appear for DSSSB examination. There should be a provision to absorb contract teachers into the regular workforce if they showcase good performance. The state should not let bureaucratic hurdles and political motives come in the way of giving teachers their rightful due.

¹ As per the interview conducted with Mr. Kamaljeet, President, CTWA

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Annexure- I*Questionnaire 1**Various Stakeholders: Teachers, Principals*

Principals

1. Is there a difference in achievement level of students when taught by contract teachers versus permanent teachers?
2. Are contract teachers given more administrative work than others?
3. How are the absentee rates amongst both kinds of teachers?
4. What is the salary paid to contract teachers?
5. Is there any difference observed in attendance of students when taught by contract teachers?
6. Whom are you more satisfied with- contract teachers or permanent teachers?
7. Do you use discretionary powers in addressing issues with teacher's punctuality? With whom do you use often – contract or permanent?

Teachers

1. Why did you choose this career option?
2. What salary do you get paid?
3. What do you plan to do after the contract expires?
4. What all are your assigned duties in school?
5. What the difficulties and issues faced by you?

Annexure II

Questionnaire 2

Concerned person: Mr. Kamaljeet, President, Contract Teachers' Welfare Association

1. When was the association formed?
2. What was the motivation behind forming the association?
3. Which all schools does the association cater to?
4. How many members does the association currently have?
5. How often do meetings take place?
6. What all changes have been brought about by the association and how?
 - a. Salary
 - b. Perks
 - c. Any other demands
7. Who all are the resource persons you speak to?
8. Are you aware of any such association in other states?
9. What are the further demands of the association?

AnnexureIII

MUNICIPAL CORPORATION OF DELHI

EDUCATION DEPARTMENT: HQ NIGAM BHAWAN KASHMIRI GATE, DELHI-110006

PUBLIC NOTICE

Sub:- Engagement of 2512 Teachers (Primary) and Teachers (Primary-Urdu) in the schools of M.C.D.

Applications are invited from willing candidates, who fulfill the eligibility conditions stipulated in the Recruitment Regulations of the post concerned for engagement as Teacher (Primary) and Teacher (Primary - Urdu) on contract basis for a period of 6 months or till the select list is received from DSSSB whichever is earlier on a fixed monthly remuneration of **Rs.9,500/- (Nine Thousand Five Hundred Only)**. Duly filled in application form in the prescribed format as given below along with attested copies of certificates/documents in support of educational qualifications & age should reach the offices as per the addresses given below on or before **06.08.2010 by 05.00 P.M. by registered post/speed post only**. Candidates seeking reservation under the reserved categories should submit a photocopy of the caste certificate, issued by the competent authority of Govt. of National Capital Territory of Delhi on or before the last date of submission of application form. Candidates belonging to Orthopedic/visually disabled person (Low vision only) and ex-servicemen category should also submit the requisite certificate along with application form in support of their claim. Experience certificate wherever required should be enclosed with the application form.

ZONE WISE VACANCIES:

Sl. No.	Zone	Postal Address	No. of Vacancies Teacher	
			(Pry.)	(Pry.-Urdu)
1.	West	Sh. O.P.Yaduvanshi, Dy. Edu. Officer, Office of Dy. Commissioner, (West Zone), MCD Community Centre, Vishal Enclave, Near Rajouri Garden Police Station, New Delhi-27	196	Nil
2.	Central	Ms. Kamlesh Suman, Asstt. Edu. Officer, Office of Dy. Commissioner, (Central Zone), MCD, Jai Vihar, New Delhi-24	180	Nil
3.	Shahdra North	Sh. Kanwar Singh, Dy. Edu. Officer, Edu. Department, Shahdra North Zone, Near Welcome Metro Station, Keshav Chowk, Bhisam Pitamah Marg, MCD Building, Delhi-53	950	60
4.	Shahdra South	Ms. Seema Sharma, Asstt. Edu. Officer, M.C. Pry. School Building, Kanti Nagar, Near East Azad Nagar Chowk, Delhi-51	438	21
5.	Civil Line	Mr. Jasram Kaim, Dy. Edu. Officer, Room No.509, 5th Floor, MCD, Edu. Department, Civil Line Zone, 16 Rajpur Road, Delhi-54	350	Nil
6.	Karol Bagh	Ms. Meena Yadav, Dy. Edu. Officer, Room No.209, 1st Floor, MCD, Edu. Department, Karol Bagh Zone, Anand Parvat, Delhi-5	142	06
7.	Sadar Pahar Ganj	Ms. Shanti Soren Dy. Edu. Officer, Edu. Department, Sadar Pahar Ganj Zone, 2nd Floor, M.C. Pry. School, Katra, Chhajju Pandit, Near Filmistan Cinema Hall, Delhi-110005	44	Nil
8.	South	Ms. Pushpa Devi, Dy. Edu. Officer, Edu. Department, Room No. 32, 2nd Floor, South Zone, Green Park, Near Uphaar Cinema, New Delhi-110016	125	Nil
TOTAL			2425	87

Teacher (Primary) / Teacher (Primary-Urdu)

Qualifications: Essential Qualification:

- Senior Secondary (10+2) or intermediate or its equivalent with 50% marks (45% marks in the case of SC/ST/PH candidates) from a recognized Board/University/Institute.
- Two years diploma/Certificate course in ETE/JBT or equivalent or B.El.Ed from a recognized institution.
- Must have passed Hindi as a subject at Secondary Level for the post of Teacher (Primary).
- Must have passed Urdu as a subject at Secondary Level for the post of Teacher (Primary-Urdu).

Desirable (i) Knowledge of Computer (ii) English as a subject at Secondary Level.

Age Limit: 20-27 Years (age relaxable as per rules.)

Note:- 1. The candidate so engaged on contract basis shall not claim for regular appointment in the MCD. For these vacancies requisition has already been sent to Delhi Subordinate Services Selection Board. This is a stop gap arrangement. Vacancies are likely to be filled up soon.

- The candidates so engaged on contract basis shall not file any court case regarding salary & regularization.
- The selected candidate will have to sign a contract agreement with zonal DEOs/AEOs that in case of breach of contract, contract will be cancelled and the services will be terminated without notice.
- The candidates so engaged on contract basis will not be eligible for regularization.

5. The persons so engaged on contract basis will have no claim for equal salary for equal work.

6. The persons so engaged on contract basis be engaged initially for 6 months or till the list of selected candidates is received from DSSSB, whichever is earlier.

7. The selection will be at zonal level as per the requirement of the zone. Number of vacancies can be altered.

8. Candidates selected will have to work in the concerned zone where he/she has submitted his/her application form.

9. Reservation will be provided as per prevailing rules.

10. Selection will be strictly on the basis of merit. The criteria to determine the merit list will be as under:-

Examination Passed	Weightage
Senior Secondary or equivalent	50 marks (Best five subjects in senior secondary or equivalent)
ETE/ JBT/ B.El.Ed or equivalent	50 marks
Total marks/Weightage	100

- For preparing merit, marks obtained in 12th and professional qualification will be multiplied by 0.5 and 0.5 respectively. Marks will be calculated upto 2 decimal point and convention of decimal fractions will be followed.
- Application with incomplete/wrong particulars or not in the prescribed format will result into rejection.
- MCD will not be responsible for any delay in postage. The application form will not be accepted after the cut-off date and time in any case.
- No application form will be accepted in person or through courier.
- Relaxation will be available as per rules.
- The applicants are required to apply in one zone of their choice. In case a candidate is found to have applied in more than one zone, his/her candidature will be cancelled without giving reason as the vacancies are need based and in the interest of children.
- Selected candidates will have to join his/her duty immediately after getting the engagement letter and in case of not-joining during the stipulated period next candidates available in the merit list will be engaged or given the offer to work on contract basis.
- Separate application form will be filled up for the post of Teacher (Primary) and Teacher (Primary-Urdu).
- Please superscribed on the envelop: Application for the post of Teacher (Primary)/Teacher (Primary -Urdu) on contract Basis in MCD.
- MCD reserves the right to withdraw/cancel the advertisement and or the selection process there under.

**Sd/-
Director (Education)**

Application for the post of Teachers (Primary) and Teachers (Primary-Urdu) in the schools of Municipal Corporation of Delhi on Contract Basis.

FORMAT

- Name of applicant (in block letters): _____
- Father's Name (in block letters): _____
- Category: _____
- Male/Female: _____
- Date of Birth: (In figure) _____
(In words) _____
- Age as on (06.08.2010): _____
- Correspondence Address: _____
- Permanent Address: _____
- Educational / Professional Qualification :-

Examination passed	Name of Board/ University	Year of passing	Subject offered	Max. Marks	Marks obtained	% of marks upto two decimal only
Matric/Secondary or equivalent						
Inter/Senior Secondary or Equivalent						
ETE/JBT/B.El.Ed or equivalent						
Experience	Name of institution where worked	Designation	Pay drawn	From	To	

*** Please write best five subjects in class 12th.

10. Have you passed Hindi/Urdu at Secondary Level _____ Yes/No.

Undertaking: That the above said information is true and correct and nothing material has been concealed therefrom. MCD is free to act upon if any information is found false in future and my contractual engagement can be terminated. I have applied in one zone only. That the school allotted will be acceptable to me. That I will not file any Suit/O.A./Writ for regularization/salary etc. in the court if engaged by the department on contract basis.

Date: _____ **(Signature of Applicant)**

RO No. 126/DPI/2010-11