GOVERNMENT OF KARNATAKA

EDUCATION REFORM

INTRODUCING TRANSPARENCY, MERIT AND RATIONALISATION IN THE RECRUITMENT AND DEPLOYMENT OF ELEMENTARY EDUCATION TEACHERS

JULY 1999

EDUCATION DEPARTMENT

Government of Karnataka

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rationalisation in the recruitment and
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Introduction

The last seven year period has seen a major transformation in Karnataka in the matter of recruitment, placement and rational. redeployment of elementary education teachers. The reforms which began in 1992 have been backed by strong political commitment and determination at the highest level, making Karnataka a model state in the country with regard to the personnel policy of government elementary school teachers, who number close to two hundred thousand. Recruitment in these seven years alone has been upwards of one lakh twenty thousand. Full use has been made of information technology and computers for an efficient need based system.

Need for Reform

Prior to 1992 teacher recruitment was done at the district level through recruitment committees comprising a mix of officials and non-officials. The committees were required to take into account the qualifying examination mark of candidates as well as his/her performance in the interview. Selected candidates were given postings by the Deputy Directors of Public Instruction (DDPI) based on vacancies. Postings were not given to the 'native' blocks. Transfers were effected by DDPIs based on requests made by teachers, as well as on their behalf by elected members of Zilla Panchayats and MLAs.

The system worked reasonably well in the initial years, but over time several major drawbacks came to the fore. Recruitment committees came under the influence of local vested interests, and complaints of corruption began to be openly voiced. The practice of conducting interviews took an inordinately long time, so that selection procedure stretched well over a year. Merit of candidates was often compromised on account of 'other' considerations. Sometimes candidates from other districts were selected, who would after working for a year or two seek transfers to their own districts. In the matter of transfers there was no attempt to take into account the need for teachers in various schools, and over time urban areas and road side villages ended up having a much better teacher-pupil ratio compared to remote, rural and more inaccessible schools. During general transfers there were many occasions when 'uncomfortable' teachers were pushed out to make place for 'favourites' on flimsy complaints. As initial postings were outside the 'native' places of the selected teachers there was

always a tendency for teachers during general transfers to gravitate to as close to their villages as possible and to urban centres. Corruption and influence began playing a lead role, in the selection process as well as in transfers. Transfers were being effected at several levels – by the Zilla Panchayats, the Deputy Directors, the Joint Directors, the Director of Primary Education, the Commissioner for Public Instruction, and directly by Government through orders of the Minister and Chief Minister. Often one order contradicted another and teachers obtained orders only to find the posts had been filled up. In sum, there was confusion galore. The end result was not only that teachers were a disgruntled lot, but more critically, that the needs of schools were often sacrificed.

Reform in recruitment of teachers

The recruitment rules amended in1993 introduced a major change in approach. Recruitment committees were disbanded. Interviews were dispensed with. The rules which continue till today with minor refinements lay down a fully transparent, merit-based recruitment procedure for the recruitment of primary/elementary school teachers.

Recruitments are notified for each district. Applications are called for through a notification in all leading newspapers from eligible candidates 'normally resident' in the district. The DDPI, who is the recruiting authority, prepares a merit list from the applications received. The merit list is based on the average of the percentage of marks secured by the candidate in the SSLC and teachers certificate (TCH) examinations. The merit list also takes into account the reservation of posts for scheduled castes and tribes. A minimum of 50% of the selections are mandatorily required to be from women candidates. A 5% weightage in selection is given to candidates belonging to rural areas. The merit list is generated through a computer programme prepared for this purpose, and objections are considered before the final select list is notified.

Reform in postings of new recruits

The new recruitment rules introduced transparency in the selection system. However, it was found that appointments of the newly recruited candidates continued to be done under influence and pressure, and often bribes had to be paid to get 'prized' postings. Problems faced by women in going to remote areas were ignored. Neither were the district officials sensitive to the special problems faced by scheduled caste and tribe teachers. In this background a bold decision was taken to computerise and introduce full transparency even in the matter of postings.

The list of candidates selected for appointment is sorted out through the computer by placing the physically handicapped persons on the top of the list, followed by all women candidates, with the balance men candidates at the bottom of the list. Within each of these categories the list is prepared according

to merit and rotated according to the reservation roster. This means that even if the scheduled caste/tribe and backward category candidates have obtained lower marks, in the 'postings' seniority list, they would get mixed up according to their ratio. The list, as sorted out in this manner, constitutes the priority list for counseling and placement.

Selected candidates are notified in advance of the dates for their counseling and placement according to the priority list. On an average counseling for 250 candidates is completed in a single day. Candidates are called in one by one on the date notified along with their testimonials, which are verified on the spot. Each candidates is shown the available vacancies, village-wise and block-wise on the computer screen, and asked to select the school to which he/she wishes to be posted. After the candidate has selected the preferred school, an appointment-cum-posting order is prepared and a computer print out given on the spot. No requests are entertained for any change after issue of appointment-cum-posting orders through this process.

Before notifying the schools available for posting an elaborate exercise is conducted to determine whether an additional teacher is actually required in that school. In cases where the teacher-pupil ratio is below 40:1 and the prescribed minimum number of teachers already exist (two for lower primary schools and three for upper primary schools) the DDPI shifts the vacant posts to another school where there is a shortage of teachers. The vacancies are notified only after this rationalisation exercise has been completed.

Reforms in transfers and redeployment

The exercise of looking into student strength prior to issue of posting orders introduced a fair degree of rationalisation in the placement of teachers. However, it was found that the routine system of transfers with their attendant vested interest continued unabated, despite very comprehensive guidelines. Imbalance in the placement of teachers due to past mistakes continued to plague the system. Excess teachers had to be redeployed specially from several urban areas. There was clearly need to evolve a more transparent system for transfers and redeployment – a system which is both child centred and teacher friendly. The experience of the successful implementation of the computerised system of counseling of teachers at the time of their first posting provided the right fillip to the evolution of a similar system for transfers and redeployment.

This new system has been successfully implemented during the general transfers effected in 1999 in the months of May/June. The main features of this system are outlined below:

- The system corrects existing imbalances in teacher deployment which had concentrated too many posts and teachers in urban areas and roadside

villages to the detriment of interior villages. The system keeps the educational needs of children foremost in mind.

- It freezes posts and/or shifts posts where teachers are in excess or where additional teachers are not required.

- It is sensitive to the needs of physically handicapped teachers, and women teachers.

- It reduces the trauma of teachers rendered surplus by giving them priority in placements and transfers.

- The system is fully 'menu driven' and provides no scope for any vested interest to creep in.

- It is technology driven which makes it efficient and transparent.

- It is teacher friendly.

Identification of surplus posts

The first step involved is the identification of surplus posts and teachers for shifting to schools with shortage of teachers and/or posts. Of the surplus posts identified, existing vacant posts are first identified as 'surplus'. After exhausting vacant posts other 'surplus' posts are identified for shifting. All the surplus posts are then shifted to schools with shortage of posts/teachers, giving preference to single teacher schools and rural schools. No posts are shifted to urban schools. These 'surplus' posts are removed from the schools against which they were surplus, and added to the schools to which they have been shifted in the computerised vacancy data base maintained for each district.

Creation of vacancy database

This is a database of all schools in the district indicating vacancy position under plan, non-plan, OBB and DPEP posts. It is prepared school-wise and block-wise, and includes 'shifted' posts. The computer module developed for the vacancy database has provision for generating an error list and correcting inconsistencies between plan, non-plan, DPEP posts and other medium wise vacancies. It also generates and corrects inconsistencies in OBB vacancies.

After adding the shifted posts and 'freezing' urban posts, the vacancy list is published, and made available to teachers on nominal payment. The booklet lists the available vacancies **after rationalisation and shifting of surplus posts.** The booklet also contains the application for transfers giving the grounds requested.

Transfer applications

Applications for transfer are submitted by teachers to the concerned Block Education Officers (BEOs). The BEO scrutinises the application with reference to the teacher's service particulars, and category under which the transfer application has been made. After verification the applications are sent to the DDPIs. At the district level the applications are entered into the computer.

Prioritisation of transfer requests

A computerised prioritisation list is then generated in the following order:

- terminal illness cases such as cancer, kidney failure etc.
- physically handicapped cases where the handicap is more than 40%.
- teachers occupying surplus posts which have been transferred to other needy schools.
- husband and wife cases where both are in government service and the applicant has completed three years of stay in the place.
- female applicants who have less than three years of service remaining followed by similarly placed male applicants.
- other serious medical ailment cases.
- husband-wife cases where both are in government service but the applicant has completed less than three years of stay.
- Other female applicants who have completed three years of stay followed by similarly placed male teachers.

Within each of the categories the priority is determined with reference to the length of stay in the same place. In addition to the above all mutual transfer applications are automatically considered provided the length of stay of both the applicants exceeds one year. As can be seen above the priority list is sensitive to the needs of teachers who are **seriously ill, women, teachers approaching retirement, and couples in government service without compromising on the needs of schools.**

To double check on the accuracy of the list a provisional list is published, and after scrutinising objections to the provisional list, a final priority list is published.

Counseling and allotment

After publication of the final priority list the applicants are called for 'counseling' based on their seniority in the priority list, and shown the vacancies available on the computer screen. The computer programme is 'dynamic' in that it gets constantly updated during the counselling process so that posts vacated become available to applicants who follow. A senior surgeon is present at the time of counselling to verify cases of illness and physically handicap. The entire process which commenced in March 1999 was completed by the third week of June; the

actual period of counselling took only 6-7 days, and was done simultaneously in all districts. A committee headed by the Chief Executive Officer oversaw the entire process. The system has been very well received by the body of teachers and all teacher associations.

The user's manual for the transfer counseling software is attached to this note.

In conclusion

Karnataka's experience has demonstrated that it is possible to bring about significant reforms by introducing transparency, openness, fairness and rationalisation in the teacher personnel policy even in today's political environment. Admissions to teacher training institutions are also being done through centralised computerised counseling (except in respect of the management quota seats). The experience has also shown that computer technology can be profitably used to introduce efficiency with equity to bring about much needed reform in the critical task of teacher management. The state is also at the threshold of finalising a menu driven computerised personnel MIS by supplying computers to each block education office.

User's Manual of Transfers counseling software

I.   Software and Hardware requirements :

A standalone Pentium system with Office-97 loaded and a printer is required for this project.

II.   Installation of the software

Copy the contents of the floppy to the subdirectory created for this purpose. Unzip all the files. All the required tables are created Create a shortcut for the software as indicated below.

Eg: Create a subdirectory called transfer as indicated below.

C:\windows
Cd \
Md transfer
Cd transfer
Copy a: *.* .
Exit
In the windows menu, right click , select new, shortcut
A menu will be displayed for the creating shortcut. Enter the path as
C:\transfer\vac_pry.mde
In the next menu , you have to enter the shortcut name. (Primary Transfer)
Then , the system will create a shortcut for executing the Transfer couseling software in the main desktop with a icon named Primary transfer. Double click on this icon to execute the software.

III   Execution :

Double click on the icon just created. The software is invoked and will prompt for the password. The password details are given in the end and can be changed if necessary. Select the district from the dropdown list of the menu item and then all the menu items are enabled.

The entire software is menu driven . The first menu has the following 7 items.
1. Vacancy Database
2. Transfer applications
3. Prioritisation
4. Scheduling
5. Allotment
6. Query/Report

7. Exit

The functions associated with each of these menu items are as indicated below.

1. **Vacancy Database** : This menu item allows the user to enter the vacancies of the district. When invoked, this menu will display a submenu with options of adding, modifying, deleting, checklist generation and exit to main menu. Each school when entered will be assigned a code number serially by the software. Consistency checks within the school are also taken care of. In case, if the vacancy database is already created , the data has to be ported to access and separate routine for checking the consistencies are to be run. Please refer the subsection on 'Importing data' for this purpose. The addition, Modification and Deletion options of the submenu are selfexplanatory. In the checklist generation option, a provision is provided to generate the checklist for the given range of schools (say for school code from 20 to 35) . If no range is given, then entire checklist for the district , taluk wise will be generated .

2. **Transfer applications** : This module is for the data entry of transfer requestees. When invoked would display a submenu with options for Addition, modification , Checklist generation, Abstract report and exit to the main menu. All the options are self explanatory. In the data entry module, the software would prompt for school code of the transfer requestee and same has to be picked from the available school list of the district. After selecting the school, under the data item 'Name', if the dropdown list is clicked, it would indicate how many teachers of the same school have applied for transfer and if the transfer application that is currently being entered is a duplicate, then click on the dropdown list for this applicant and all the details entered previously would be displayed and the software would allow for any modifications. Only the reason with higher priority would be saved. This option is given to eliminate the duplicate applications. It is also suggested that , a datadump of all the applications to be taken and manually verified for duplicates. Save button on the form would save the data and can be modified using the modification option. Abstract report would generate talukwise , reason wise sex wise transfer request statistics.

3. **Prioritisation**: This option in the main menu is to be executed after the data entry all the transfer requestees is completed and checklist verified. A submenu with the options of Generate Priority list, Print Priority list, Rejected applications, Initialise Priority list would be displayed. The Generate priority list option would rank the transfer requestees according to the reason for transfer and other parameters as defined in the Government order. Requestees who are not covered under any of the criteria for ranking as given in the Government order would not be given any priority ranking and would be rejected. For each of the transfer requestees who are found eligible, the category under which they are ranked is also stored in the table. The print

option would print the prioritised teachers in the order. Rejected applications option would display teachers who have been rejected . Initialise the priority list option would re-intialise the priority list and required after the objection received from the teachers are entered and priority list is to regenerated. Print priority list and Rejected applications options have two options viz. Provisional list and Final list. The options may be selected as required.

4. **Scheduling :**   This option would assign date and time for the prioritised candidates as decided by the DDPI concerned.   The items displayed are self explanatory.

5. **Allotment :** This option is the actual counseling module. Here the requestes are displayed in the order of the rank and module would prompt for the taluk of the transfer requestee's choice. Once the taluk is clicked, all the schools which have vacancy applicable to the candidate, would be displayed . A selection of the school can be made on the separate screen used for this purpose and can be triggered with the help of 'Click to see school list' button and once made, would prompt for the confirmation twice and once the confirmation is given would update all the corresponding vacancies and would move to the next applicant.

6. **Query/Report :** This option is given for the benefit of the DDPI. The submenu under this option has the following

1. Vacancy – School wise : A report of complete vacancy position all the schools in the district, block wise is generated.
2. Vacancy – Taluk wise : A report of subject wise vacancies is generated.
3. Vacancy – Subject wise :   A report of vacancies in the given subject taluk wise is generated.
4. Vacancy abstract : A report of sanctioned and vacancies in the district taluk wise is generated.
5. Counseling report : List of teachers who have been counseled with counseling details is generated.
6. Abstract report : Same as the one under transfer applications menu.
7. Block-wise stat-vac : Generates block wise consolidated vacancy positions.
8. Rank of the teacher : Given the application no of the teacher, this module
9. would display the priority rank of the teacher.
10. Candidate schedule : This is schedule report module which has options to generate the scheduling report for the given day or for the entire counseling process. If no input is given, the module would generate the schedule for the entire counseling process.

11. Transfer requestees abstract : This would generate the report of the statistics of the total application received, no of within district and inter district requests and also the breakup of the transfer request applications within district reasonwise and sexwise.

IV SEQUENCE OF OPERATIONS OF THE SOFTWARE :

Step – 1 : Import or create vacancy database
Step – 2 : Complete the data entry and verification of transfer requests.
Step – 3 : Prioritise the applicants after completing the step 2
Step – 4 : Repeat step – 2 , if modifications are required to be done in the trasnfer requests and repeat step 3.
Step – 5 : Schedule the prioritised candidates and to be done after the publication of the final priority list. Step – 2, 3 and 4 are disabled.
Step – 6 : Start the allotment. Step 2,3,4,5 are disabled and this step onwards the vacancy database becomes dynamic and only the software would update the vacancy database as and when the counseling is done.
Step – 7 Query and report generation – can be done at any point of time and this step is not disabled at all.
Step – 8. Exit after the completion of the entire process.

V Daily operation during Counseling :

Take backup of the vac_pry.mde twice daily and vacancy reports twice daily.   The reports are to be certified by the concerned DDPI. The required consumables like floppies and stationery may be supplied by the DDPI.

Importing of Data :   If the vacancy database is created in foxbase or Dbase, the same can be imported into Access table. Before importing the data into Access table , please ensure that the vacancy database in foxbase or dbase is according to the following structure, only then the data can be imported into access. Follow the importing of data procedure under Access

Vacancy database structure :

DIS_COD	N	002	000 Refer District code list
TAL_COD	N	002	000 Refer Taluk code list
SCH_CCD	N	004	000 Refer instructions
SCH_NAM	C	030	000 School name to be entered
SCH_ADR	C	030	000 School address to be given
CLS_FRM	N	002	000 Starting class in the school
CLS_TO	N	002	000 Ending class in the school
PLAN_SANC	N	002	000 No of plan posts sanctioned
NPLAN_SANC	N	002	000 No of non-plan posts sanc
DPEP_SANC	N	002	000 No of DPEP posts sanctioned
OBB_SANC	N	002	000 No of obb posts sanctioned
TCHR_WKNG	N	002	000 No of teachers working
ENRL_STUD	N	004	000 Total students enroled
ATND_STUD	N	004	000 Students with Avg attendance
HM_VAC	N	001	000 No of HM post vacant
KAN_VAC	N	002	000 No of Kannada posts vacant
URD_VAC	N	002	000 No of Urdu posts vacant
MAR_VAC	N	002	000 No of Marati posts vacant

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KAN_VAC      N              002      000 No of Kannada posts vacant
URD_VAC      N              002      000 No of Urdu posts vacant
MAR_VAC      N              002      000 No of Marati posts vacant
HIN_VAC      N              002      000 No of Hindi posts vacant
TEL_VAC ,    N              002      000 No of Telugu posts vacant
TAM_VAC      N              002      000 No of Tamil posts vacant
MAL_VAC      N              002      000 No of Malyalam Posts vacant
PET_VAC      N              002      000 No of PE Posts vacant
MUS_VAC      N              002      000 No of Music posts vacant
DRA_VAC      N              002      000 No of Drawing posts vacant
CRA_VAC      N              002      000 No of Craft posts vacant
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For any technical support please contact

1. **Lakshmeesha S,**
   SA, NIC-Education, CPI's office
   Bangalore

   Ph: 080-2211086
   Email : slak a cpi kar nic in

2. **Indu.**
   Programmer, NIC-KSU
   Bangalore

   Ph: 080-2863218/2863790
   Email : indu@nicksu.kar.nic.in