

GOVERNANCE OF TEACHER EDUCATION SYSTEM IN ODISHA

In its broadest sense, governance is about processes, policies and institutional arrangements that connect the many actors in education. It defines the responsibilities of national and sub – national governments in areas such as finance, management and regulations. Governance rules stipulate who decides what, from the national finance and educational ministry down to classroom and community.....Translating good governance principles into practice involves reforms in Institutional arrangements that link children and parents to schools, local education bodies and national ministries, unfortunately, the design of Governance reform is often guided by blueprints that produce limited benefits.....”

EFA Global Monitoring Report (2009)

Governance broadly means the process of decision making (Policy formulation) and the implementation of the decisions. In that parlance, governance of Teacher Education system in Odisha broadly includes the process of State’s policy decisions on Teacher Education in response to national mandates and its implementation mechanism – administrative structure, institutional arrangement, management of human resources and programmes.

1. Context

- Pursuant to the recommendations of NPE, 1986, the Centrally Sponsored Scheme (CSS) of Restructuring and Reorganization of Teacher Education was initiated in 1987 in the country, incorporating the establishment of DIETs (Elementary TEIs), CTEs and IASEs (Secondary TEIs). The State of Odisha had rolled out the Centrally Sponsored Scheme for TEIs in 1988-1989, i.e. the initial year of the scheme, in order to improve the quality of Teacher Education in the State and had expanded the same in a phased manner in subsequent plan periods (during 8th, 9th, 10th and 11th plans) in response to the revision of the scheme at the national level, to achieve its targets. The scheme has been recently revised for the 12th Plan (2012-2017).

The first restructuring of the state-run TEIs to centrally sponsored institutions in the state in 1987 had expanded their roles and functions, and broad-based their operational structures thereby creating crucial governance and management challenges for the State to be addressed to.

- As a sequel to the first restructuring of TEIs (1988-1989), as centrally sponsored institutions in the state, Government of Odisha, between 1989 and 1993, had abolished, through a bold policy decision (by an Act), the the-then TEIs under private management in the state and closed down the correspondence B.Ed programme as well as Private B.Ed. programme run in three important Universities (Utkal University, Sambalpur University and Berhampur University) to enhance quality and capacity of its Teacher Education system and to meet the quality standard of Teacher Professional Preparation and Professional Development, as envisaged in Centrally Sponsored Guidelines, 1989. Hence,

since 1989, as a matter of policy, governance of TE system in the State has been conducted exclusively through Government mechanism.

- As a major governance initiative to transform, regulate and improve the performance of the centrally sponsored TEIs, the status of the SCERT, established by way of up-gradation of the erstwhile SIE, a way back in 1979, was upgraded to a Directorate and re-designated as the Directorate of Teacher Education and SCERT in 1990.
- Since the date of such up-gradation, all the TEIs (both state-run and centrally sponsored institutions) in the state have been functioning under the administrative control and technical supervision of the DTE and SCERT. Prior to this, the Elementary Teacher Education Institutions (S.T. Schools) except DIETs were under the control of the Director, Secondary Education and the Secondary TEIs (Training colleges, CTEs and IASEs) were under the control of the Director, Higher Education. Teacher Education programme in the state has been operationalized by the DTE and SCERT in collaboration with NCTE as per the CS guidelines, revised from time to time, since such up-gradation.
- The mandates of NCFTE, 2009, guided, particularly, by the two significant developments i.e. the NCF, 2005 and the RTE (RCFCE) Act , 2009 as well as the fundamental tenants of the constitution, has provided necessary space and vision for a congruence between school curriculum and education of the Teachers. The challenge in this regard lies in enabling an appropriate institutional response for the concrete realization of this new vision through five-year plan schemes. It is with this back ground the restructuring of centrally sponsored for the 12th plan period has been conceived and implemented.
- The implementation of the restructured scheme imperatives involves a lot of governance and management reforms, both at the levels of Government as well as the different collaborative institutions. Recent restructuring of the scheme has accorded overriding priority on : strengthening of the DIETs and extending their mandate for training of teachers at the secondary level; establishment of BITEs as Elementary Teacher Education Institutions in SC / ST / Minority concentration districts; strengthening of CTEs and IASEs as well as creation of new CTEs; strengthening and up=gradation of SCERT, and many other related innovative activities which would necessitate a series of governance & management functions at different levels.
- The recent JRM report (2013) on Teacher Education in the State has identified certain key issues relating to governance and management of Teacher Education and has given their recommendations in the context of restructuring of Centrally Sponsored Teacher Education Institutions in the state.

In the above context, the State Government in the Department of School and Mass Education is currently engaged with a serious commitment to transform its Teacher Education system in response to the mandates of the CSS (2012) on Restructuring and Reorganization of Teacher Education. This reform initiative covers a broad spectrum of concerns of which **the Structure and Governance of Teacher Education system in Odisha** is a critical component. The present

position paper discusses some of its issues and concerns in the context of vision building exercise for Teacher Education, initiated by the Department.

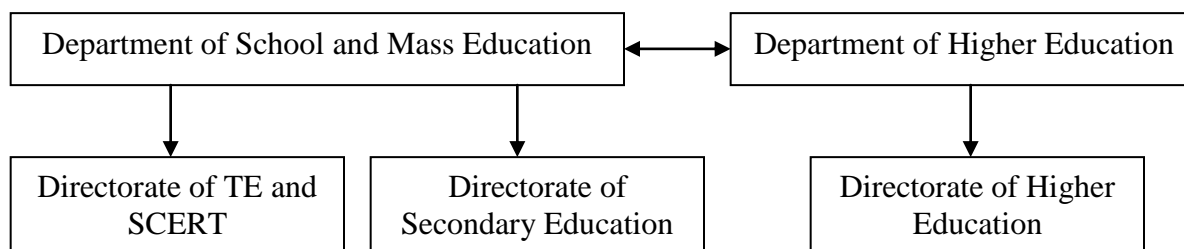
2. Current Situation

The bifurcation of erstwhile Department of Education and Youth services into two Departments namely, Department of Higher Education & Department of School and Mass Education was made in 1992. In the event of such bifurcation the Teacher Education system remained under the control / jurisdiction of the Department of School & Mass Education and has been continuing till date.

The present governance situation in respect of Teacher Education in the state is portrayed hereunder in terms of administrative structure, level specific institutional arrangements and human resource management.

2.1 Administrative Structure

The administrative structure relating to Governance of Teacher Education System in the state is presented in the following organogram.

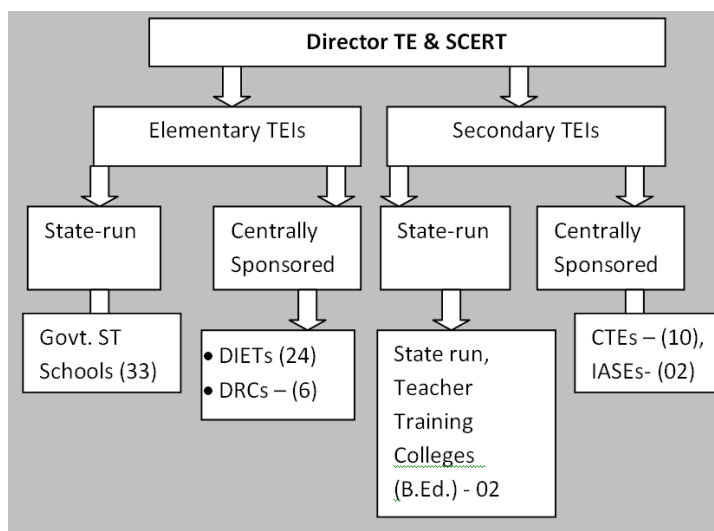


- Under the administrative control of the Department of School and Mass Education, the Directorate of TE and SCERT is functioning as the executive organ of Government (Head of the Department and Controlling Authority) in respect of Teacher Education in the state. It exercises administrative and technical control over the TEIs, provides technical / academic support to all the TEIs and advises Government in the matter of policy formulation and implementation on School Education and Teacher Education in the state.
- At present, there are four Deputy Directors (one academic, one administration, one teacher education, one science education) to assist the Director. There are 15 Assistant Directors handling different branches / Departments.
- The Directorate prepares the budget, manages TEIs, admission policy and procedures, Teacher Education curriculum and the standard of teacher preparation and professional development of Teacher Educators.
- The Directorate of Secondary Education supplies manpower (teacher educators) for the state-run elementary TEIs (Government S.T Schools) on receipt of requisition from the DTE and SCERT as per their requirement. Hence, the Directorate of TE and SCERT does not exercise control over the cadre of Teacher Educators working in state-managed Elementary Teacher Education Institutions (S.T. Schools).

- Similarly, the Department of Higher Education supplies manpower (Lecturers, Readers, Professors) for state-run Teacher Training Colleges, Centrally Sponsored Institutions namely, CTEs and IASEs as well as in the Directorate of TE and SCERT on receipt of requisition as per their requirement. Hence, the Department of School and Mass Education does not exercise total control over the cadre of the Teacher Educators working in both state-managed and centrally sponsored secondary TEIs in the State.

2.2 Institutional Arrangements

The institutional arrangements for Teacher Education at different levels in respect of its management functions are presented in the organogram below.



- At present there are 33 government S.T. school (state-run) and, 24 DIETs and 06 DRCs are functioning as the Elementary Teacher Education Institutions in the state. Apart from this, there are two state-run S.T schools and two B.Ed training colleges functioning under the control of ST / SC department of government. One S.T school for minority group is functioning under private management (missionary trust) over which govt. has no control.
- There are 02 state-run B.Ed training colleges, 12 centrally sponsored institutions (10 CTEs and 02 IASEs) in the state to manage the secondary teacher education programme.

2.3 Human Resource Management

- Though the Department of School and Mass Education is the apex policy decision making body in respect of Teacher Education in the state, it does not have a stable Human Resource Policy in terms of recruitment of Teacher Educators in the TEIs, their career progression etc. except the DIETs. The Department is outsourcing the personnel from two Departments of Government i.e. Department of Higher Education for secondary level TEIs (Training colleges, CTEs and IASEs) and Directorate of Secondary Education for state-run Elementary level TEIs (Government S.T. Schools). In respect of DIETs, the state govt. has evolved a personnel policy in consonance with the Govt. of India Guidelines, 1989 which

governs, to a considerable extent, the recruitment and promotion of the Teacher Educators in the DIETs.

- The teacher educators working in Government S.T. schools are initially appointed as secondary school teachers with trained graduate qualification and are deployed by the Director, Secondary Education on receipt of requisition from the DTE and SCERT. Their service conditions and cadre rules are governed by the Director Secondary Education. Majority of them are found not to have possessed the stipulated qualifications as laid down by the NCTE.
- Some of the Senior Teacher Educators and Principals of the DIETs, are from the secondary school cadre and also do not possess the stipulated qualifications as laid down by NCTE.
- The Lecturers, Readers and Professors working in B.Ed colleges, CTEs, IASEs and SCERT virtually belong to Education faculty and are initially recruited by the Deptt. of Higher Education through OPSC as per the UGC norms. After their recruitment, their services are placed at the disposal of Department of School and Mass Education for posting in the aforesaid institutions, on receipt of requisition from the said department. Their cadre and service conditions are controlled by the Department of Higher Education.
- At present the State Government does not have a permanent Teacher Educator cadre in the State. Even there is no cadre for the faculty of SCERT.
- More than 60% of the sanctioned posts are lying vacant in both elementary and secondary teacher education institutions. Majority of the Teacher Educators working at present in the DIETs are from a wide-mix of professionals mostly drawn from Secondary level teachers.

3. Issues / Concerns and Action Points

3.1 Exclusive Position in the State Administrative Structure

The existing administrative structure for governance of Teacher Education system does not include a separate position in the administrative department in Government to manage the affairs of Teacher Education in the state. In the absence of that several issues have cropped up and remained un-addressed, relating to the management of teacher education system and the programmes.

A few such crucial issues are:

- Existence of a large number of vacancies in different teacher education institutions, due to inadequate attention to proper human resource planning,
- Transfer and posting of persons to DTE and SCERT on non academic considerations tend to jeopardize its functions.
- Inordinate delay in timely release of admission advertisement and conduct of admission process for pre service teacher education programmes,
- Delay in timely release of funds to implement plans and programmes at the TEIs.
- Irrational placement of teacher educators in Elementary TEIs etc.

***Action Point 1.** An exclusive post of Additional Secretary (Teacher Education) may be created in the Administrative Department against which a*

senior-most teacher education professional in the rank of Director / Additional Director may be posted to look after the affairs of teacher education in the state.

3.2 Cadre Of Teacher Educators

In the absence of a common cadre of Teacher Educators, the practice of adhocism in outsourcing teacher educators from other Departments has severely jeopardized the functions of the TEIs which are always under-resourced in manpower. Besides, the professional dedication and commitment of the teacher educators have also been affected due to the absence of cadre, thereby blocking their career path for professional progression. At present, it has been envisaged in the MHRD Guidelines(2012) and reiterated by the JRM Report for Odisha (2013) that every state should go for a cadre of teacher educators to ensure the quality teacher education and facilitate its smooth governance.

Action Point 2. Separate cadre of Teacher Educators may be created for elementary level(teacher educators in STSs and DIETs/DRCs) and secondary level(teacher educators in Training Colleges, CTEs and IASEs) Teacher Education with clear-cut Personnel Policy and Cadre Rules.

3.3 Discontinuing Contractual Appointment of Teacher Educators

The present practice of contractual appointment of Teacher Educators (Lecturers) in the secondary TEIs (Trg. Colleges, CTEs and IASEs) on the basis of academic career assessment for a short period of one year has diluted the academic programme in the TEIs. These contractual staffs with their short tenure do not get any scope for acquiring professional competency. They confine themselves to delivering classroom lessons. No special efforts are found to be made for upgrading their skill and professional competencies. of these contractual teacher educators.

Action Point 3. The present practice of contractual appointments may be done away with and regular appointments may be made against the existing vacancies in the secondary level teacher education institutions as is being done in the Higher Education Department.

3.4 Introduction of Integrated Teacher Education Courses

The teacher education has been, as appears, completely isolated from Higher Education since the existing structure of teacher education doesn't provide any clear-cut linkage between the two. This is the reason for which meritorious students are not usually attracted to teaching profession from the very beginning of their career. The existing teacher education system has not been able to provide integrated model for teacher preparation incorporating courses both in content and pedagogy. Chattopadhyya Commission (NCT, 1985) has already recommended 4-year integrated course for teacher preparation incorporating both content and pedagogy.

Action Point 4: In order to establish linkage between Teacher Education and University education, integrated courses of study (both content and pedagogy) may be introduced at secondary and elementary level Teacher Education.

3.5 Strengthening the State Managed TEIs

The existence of two types of TEIs – state-managed and centrally sponsored – in the state reflects distinct inequities in terms of infrastructure, human resource, financial resource and other support systems resulting in operational inefficiency and ineffectiveness.

Action Point 5 Comparable levels of inputs may be provided to the state-managed Teacher Education Institutions (Secondary Training Schools and Training Colleges) in order to strengthen them to function effectiveness as per the norms and standards of NCTE and the expectations of the NCFTE 2009.

3.6 Establishing Teacher Education University

The formulation and revision of Teacher Education syllabus, conduct of examination and award of degrees for secondary level teacher education courses are being managed by respective universities for the TEIs under their jurisdiction. As a result, the five leading universities of the state are following their own syllabi and adopting different mode for conducting examination and awarding degrees for B.Ed. and M.Ed. Courses. Hence, there is no uniformity in standard and quality of secondary level teacher preparation programme in the state across the universities. Sometimes this situation possesses problems for recruitment of teachers while taking career assessment as one of the criteria.

Action Point 6: A Teacher Education University may be established to which all the Secondary and Elementary level Teacher Education Institutions may be affiliated and the said University may follow a common syllabus and the uniform examination system for award of degree and certification.

3.7 Creation of Cadre for SCERT

The DTE and SCERT as a lead policy-making body for teacher education in the state has not been empowered with adequate autonomy. It has also not been given the space to perform its role of an academic resource institution for school and teacher education in the state (JRM-TE, 2013). The MHRD-proposed restructuring of the SCERT, is yet to be put in place for coordinating teacher education functions between the DTE and SCERT and TEIs.

Action Point 7.A cadre for The DTE and SCERT may be created in line with the proposed restructuring (MHRD, 2012) with a view to making it a robust and vibrant state level academic and research institute.

3.8 Role Definition of DTE and SCERT

At present, the DTE and SCERT provides academic and technical support to all Teacher Education Institutions as well as technical advice to Government for policy formulation in respect of Teacher Education. It appears to concentrate more on establishment matters

rather than performing the role of the lead policy-making body and the State Academic Authority to provide leadership in Teacher Education in the state.

- Action Point 8**
- (i) *The DTE and SCERT may function as two separate organs / wings (the former as the administrative and the later as the academic wing) of Teacher Education.*
 - (ii) *The SCERT may be restructured as the apex state academic resource institute as per the mandates of the recent MHRD Guidelines, 2012 with clear-cut roles and responsibilities.*
 - (iii) *The administrative functions of the Directorate of Teacher Education may be re-defined relating to management of all Teacher Education Institutions in the state.*
 - (iv) *Both the organs / wings of Teacher Education shall be under the control of one Director.*

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