

## **Report**

on

### **The status of teachers in elementary schools with reference to the provisions of the Right to Education Act, 2009**

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## Abbreviations

BE	Budget Estimates
BEP	Bihar Education Project
DISE	District Information System for Education
GER	Gross Enrolment Ratio
GOI	Government of India
GSDP	Gross State Domestic Product
IASE	Institute of Advanced Studies in Education
MHRD	Ministry of Human Resource Development
NA	Not Available
NCERT	National Council of Educational Research and Training
NCTE	National Council for Teacher Education
NER	Net Enrolment Ration
NPRC	Nayay Panchayat Resource Centre
NUEPA	National University of Educational Planning and Administration
OBC	Other Backward Caste
ODL	Open and Distance Learning
PH	Physically Handicapped
PTR	Pupil-Teacher Ration
RE	Revised Estimates
RTE	Right to Education Act, 2009
SC	Scheduled Caste
SCERT	State Council for Educational Research and Training
SSA	<i>SarvaShikshaAbhiyan</i>
ST	Scheduled Tribe
TET	Teacher Eligibility Test
TEI	Teacher Education Institution
UEE	Universal Elementary Education

## **Executive summary**

Ever-increasing diversity in the classroom is a global phenomenon, more so in India, in the face of a changing role for teachers. The hitherto autonomy, prior to Right to Education Act, 2009, enjoyed by elementary school teachers to determine the classroom practices and teaching learning methods have been brought within the purview of a changing worldview and understanding of the educational landscape. RTE Act, 2009 has earmarked important and mandatory rules that are also applicable on teachers in relation to other stakeholders occupying teaching-learning space, i.e. students, parents, community members, School Education Committees, government education department institutions etc. The present report is an outcome of a study, which brings together a number of optimum components, or lack thereof, that are responsible for accessible physical, pedagogical and inclusive social environments to be considered imperative if teachers are consummately expected to play their part to achieve the RTE goals.

### **Objective of the study**

With this report, we aim to analyse the status of teachers as articulated in the RTE Act of 2009 for four states: Uttar Pradesh, Bihar, Jharkhand and Chhattisgarh. Based on our analysis of the ground realities faced by teachers and elementary school children, we have endeavoured to locate and evaluate the gaps and critical issues that constitute the status of elementary school teachers in these states.

### **Research approach and analysis**

Our two-pronged approach to the analysis of educational development in the aforementioned states offers an analysis of, on the one hand, the social and educational profile of the selected states, including the demographic, literacy and social characteristics of the states (Chapter 1) and, on the other, the way in which the status of teachers has evolved since the promulgation of the RTE Act in 2009 (Chapter 2). This is followed by a discussion of all the factors that determine the status of teachers as it is in 2013-14. In doing so, we identify the major challenges that define the current educational situation in the selected states (Chapter 3). By way of conclusion (Chapter 4), we recommend ways to improve the status of teachers and thus enhance the provision of quality education to elementary school children. Our critical perspective on the selected data is informed by a comparative analysis of state level educational statistics and the gross national status of education in India, based on data collected from both national and state level educational institutions and triangulated with other relevant sources.

## **Key findings**

**Social and educational factors of configuration:** Elementary education has gone through a sea change in India as a whole and in Uttar Pradesh, Bihar, Jharkhand and Chhattisgarh in particular. All four states encompass a sizeable number of children from marginalised communities and record a high decennial population growth and literacy rates below the national average. More and more children from diverse communities have started to attend school, many of them first generation learners. The growing enrolment numbers pose new challenges for the educational system and especially for school teachers. Their effectiveness, however, continues to be impaired by low ranking educational indicators, classed at the bottom or near bottom rank.

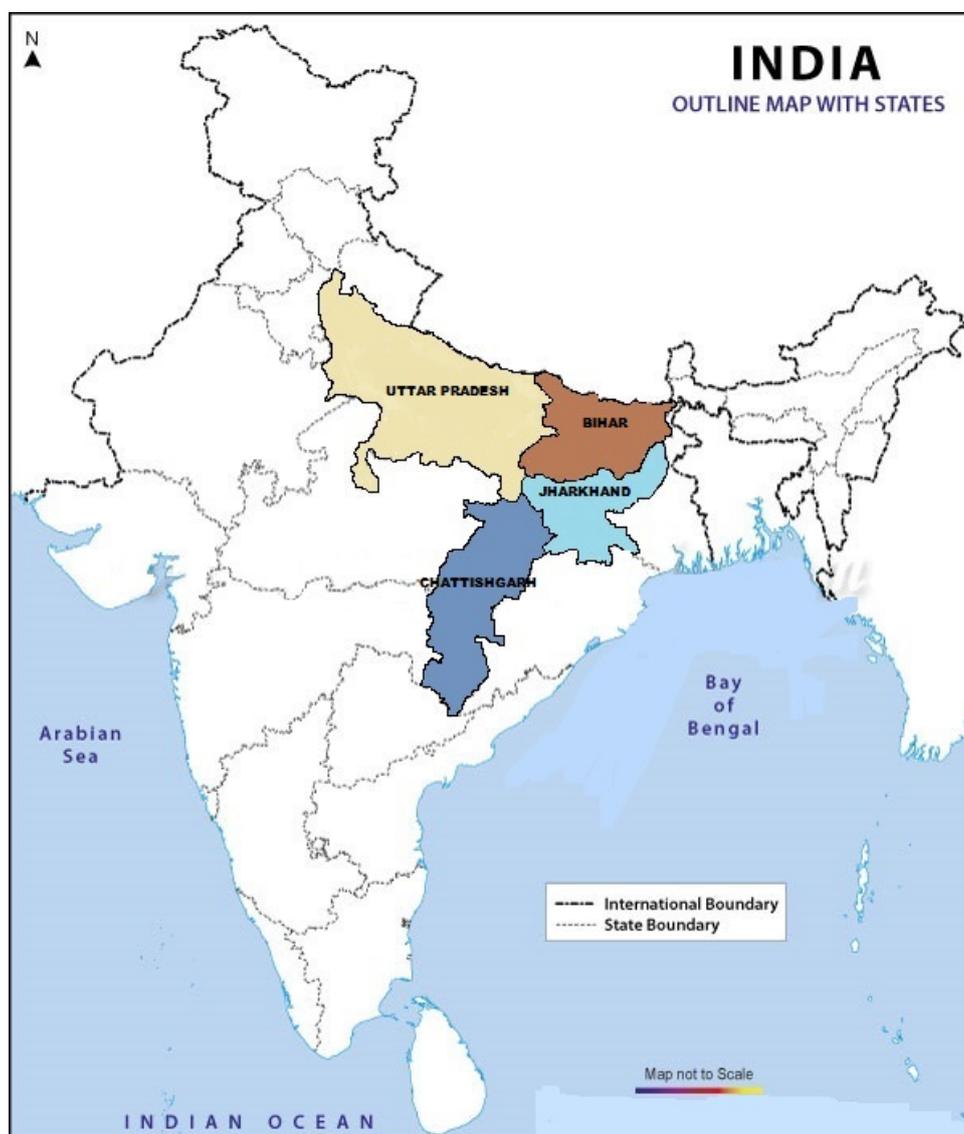
**Teachers in the domain of struggle between objective reality and RTE Act perspectives:** All four states rank low in the DISE's Education Development Index for Teachers. The below par provisions for elementary education in the selected states pose many different kinds of challenges for teachers. In particular, the inadequate infrastructure, scarcity of subject wise teachers, unsatisfactory pupil-teacher ratios and the absence of regular and meaningful teacher education, continue to cripple the further development of the elementary education system as envisaged by the RTE Act. Unfortunately, the collected data also document that fewer teachers received in-service training in 2013-14 than in 2009-10, the year the RTE Act came into being.

**Teachers' capabilities and meeting the challenges for optimal performance:** The RTE Act has brought about many positive changes for the teaching community in the states of Uttar Pradesh, Bihar, Jharkhand and Chhattisgarh. The additional appointment of teachers necessary to deal with the growing number of elementary school children is an encouraging development. However, major challenges continue to hamper the development of the public education system in the four selected states, in particular: [1] the uneven distribution of teachers across states and across schools, [2] proportionally less female teachers and teachers from marginalised communities, [3] the inadequate subject wise availability of teachers, [4] a lack of adequate in-service training programmes for teachers, [5] the weak position of State Councils of Educational Research and Training (SCERT), [6] the rise of private schools, [7] multigrade classes and a lack of dedicated classrooms and, last but not least, [8] the inadequate budgetary provisions.

## **Selected Recommendations**

This report underlines that the provision of primary education in Uttar Pradesh, Bihar, Jharkhand and Chhattisgarh remains very uneven across the four states and across schools within each state. To better the education system, the state governments need to invest in the quantity and quality of teachers and assuage the infrastructural problems that currently impede educational progress. All four states need to improve the pupil-teacher ratios, document the deployment of teachers in more detail to rationalise it, employ more teachers proportionate to the changing social and gender composition of classrooms, provide relevant in-service training for teachers, strengthen SCERTs and optimise infrastructural and budgetary provisions for the maintenance and improvement of the elementary education system.

**Map of India and the selected states of Uttar Pradesh, Bihar, Jharkhand and Chhattisgarh**



## Introduction

### Background of the study

'I am attending a training camp for working teachers in NPRC, *Bhetiyara* (place -*R.E.K. Dhauntari*) from today. The aim of the camp is capacity building. The first day's training has been a mere formality. In fact all such training sessions have become a formality. The senior trainer speaks and everybody else is silent. He never gives others an opportunity to speak', these are the words of a teacher from Uttarakhand who gave voice to his anguish and frustration in his diary on the process and goals of teacher training sessions that are purportedly aimed at capacity building (Bhatt 2011).

The responsibility of a teacher has increased manifold since the 2009 Right of children to free and compulsory Education Act (RTE), which came into force on April 1, 2010. The Act is based on the premise that there must be statutory arrangements to provide free and compulsory elementary education of good quality to all children between the age of six and fourteen. The Act duly earmarks the necessary provisions to ensure the successful implementation of this goal. Among other stakeholders, teachers are to be given both institutional support as well as responsibilities to fulfil the assignments that are considered most essential within this constitutional framework. Without the support of enabled and motivated teachers the scope, efficaciousness and reach of this Act will remain extremely limited and, as a result, highly detrimental to the scholastic progress of children. It remains to be seen, however, whether elementary education teachers have been given all the support and incentives that they require to provide quality education to children?

The present report analyses the status of teachers as articulated in RTE Act and at the same time documents the huge challenges that the present day elementary education system faces. A number of reports continue to suggest that the learning achievement levels of children remain very low despite the fact that more than 77 lakhs teachers are employed in the hope of achieving satisfactory levels of learning for all schoolchildren. With this report, we aim to explore both the profile and status of elementary school children and teachers. In doing so, we present an analysis of the underlying situation and offer pragmatic recommendations to improve the status of teachers and thus enhance the provision of quality education to elementary school children.

## **Coverage of the study and research design**

This study is based on secondary statistical data regarding the educational system and status of teacher in Uttar Pradesh, Bihar, Jharkhand and Chhattisgarh. Our critical perspective on these data is informed by our comparative analysis of the state level educational statistics and the gross national status of education in India. To collect the relevant data, both national and state level educational institutions were visited, including MHRD, NUEPA, NCERT, NCTE, respective State Education Departments, respective State Finance Departments, SCERTs, respective SSA Implementation Agencies and the Census of India. Our visits to the state educational institutions were not only to acquire data but also to triangulate some of the digitally available sources.

Our data analyses compares the status of teachers as it was during the year 2013-14 vis-à-vis the year 2009-10 when the RTE was promulgated. When possible, we offer a comparative analysis of the data to sketch developments, shortcomings and bottlenecks.<sup>1</sup>

## **Structure of the report**

We offer a two-pronged approach to the analyses of educational development in Uttar Pradesh, Bihar, Jharkhand and Chhattisgarh. In chapter 1, we delineate the social and educational profile of the selected states, including the demographic, literacy and social characteristics of the states. This chapter also delineates the elementary education situation per state, and their various characteristics and challenges. The evaluation of the development per state has helped in developing a broad perspective on educational developments, and allows us to contextualise the status of teachers in these states. Chapter 2 details the way in which the status of teachers has evolved since the promulgation of the RTE Act in 2010. In this chapter, we explore the prevailing situation on facilities and the shortcomings of teaching processes that enable or constrain elementary school teachers to fulfil the objectives of the RTE Act. Chapter 3 brings together all the factors that determine the status of teachers as it is now and identifies the major gaps and challenges that are yet to be resolved. A number of educational components are taken for granted and are not considered in detail. These factors, especially in the case of teachers from marginalised communities, arbitrate the inclusive and just ambience in the school, which is a vital factor in realising the goals of the RTE Act. As a 'Wayforward', chapter 4 lists selected recommendations that have emerged during the process of data' review and analysis. Certain policy inputs are also suggested that emerged during the process of data collection.

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<sup>1</sup>Disclaimer: it should be noted that not all data add up to a full 100% since many numbers were rounded up with decimals.

## Chapter 1

### Social and educational profile

This chapter outlines the social and education profile of four selected states, detailing the geographical, demographic, literacy and elementary education attributes of the provinces of Uttar Pradesh, Bihar, Jharkhand and Chhattisgarh. The following statistics help contextualise the status of teachers in the aforementioned states and thus develop a broader perspective on their position. As table 1.1 indicates, taken together, all four states constitute more than 16% of the total area of the country and their share of total villages is slightly less than 32%. With respect to the per capita income, both Uttar Pradesh and Bihar are well below the national average and their inhabitants' average income is the lowest vis-à-vis that of the average income in other states.

**Table 1.1: Administrative units and per capita income of India and selected states (2011)**

Indicators/States	India	Uttar Pradesh	Bihar	Jharkhand	Chhattisgarh
Area (sq. km)	3287590	243286	94163	76714	135194
Districts	673	75	38	24	27
Blocks	5924	312	534	260	149
Villages	640867	106704	44874	32394	20126
Town (Census)	3894	267	60	188	14
Per capita income (2012-13)	68757	33269	28317	43384	52689

Sources: [http://mospi.nic.in/mospi\\_new/upload/SYB2013/ch2.html](http://mospi.nic.in/mospi_new/upload/SYB2013/ch2.html); GoI Web Directory <http://goidirectory.nic.in/district.php> accessed on 14/02/2015; Provisional Population Totals, Census of India, 2011; Press Information Bureau, Government of India, 2013; and Department of Planning, Government of Punjab; [http://mospi.nic.in/mospi\\_new/upload/nad\\_pr\\_31may13.pdf](http://mospi.nic.in/mospi_new/upload/nad_pr_31may13.pdf)

## 1.1. Population attributes

As table 1.2 shows, the selected areas involve two of the three most populous states of the country. Uttar Pradesh and Bihar host a quarter of the total population of India. If we add the population of Jharkhand and Chhattisgarh, the share of the selected states amounts to almost 30% of the overall population.

The population density of Uttar Pradesh and Bihar also tops Indian averages. If we set aside largely urban states like Delhi, Chandigarh and others, Bihar ranks first as the most densely populated province in the country with 1102 people per square kilometre. Uttar Pradesh, on the other hand, has a population density of 828, and is the fourth most densely populated Indian state.

All four states record a high decennial population growth, gaining more than 20% each year, which is much higher than the national average of 17.64%. These figures amply illustrate that these states are not only very densely populated at present but their population will continue to grow larger, leaving many major states behind. Another important factor to note here is that all these four states are non-urban states, in particular the state of Bihar, which has an urban population of only 11.3% in contrast to the national urban population average of 31.16%.

The population of the selected states encompasses a sizeable number of Scheduled Caste (SC) and Scheduled Tribe (ST). Uttar Pradesh is unique in this respect since 20.72% of the total population consists of SC which is 20.54% of the total SC population in the country. Bihar has a SC population of 15.96% (8,23% of the country's total SC population). The ST population of Jharkhand and Chhattisgarh together constitutes a high share of the national average: 26.22% and 30.63% of the Indian ST population live in these states. Their percentage of the country's total ST population is 8.27% and 7.48% respectively.

**Table1.2: Population characteristics of India and selected states(2011)**

Indicators/States	India	Uttar Pradesh	Bihar	Jharkhand	Chhattisgarh
Total Population	1210193422	199581477	103804637	32966238	25540196
Male Population %	51.54	52.41	52.20	51.36	50.23
Female population %	48.46	47.59	47.80	48.64	49.77
Rural population (% to Total)	68.84	77.72	88.7	75.95	76.76
Urban population (% to Total)*	31.16	22.28	11.3	24.05	23.24
SC population (% to Total)*	16.64	20.72	15.96	12.09	12.82
SC population (Male) %	51.41	52.41	51.95	51.26	50.14

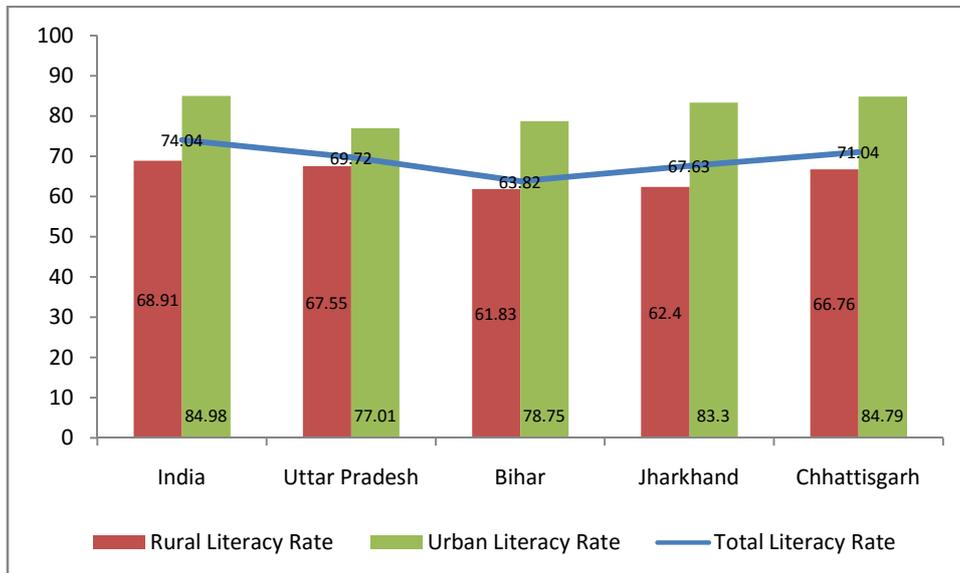
SC population (Female) %	48.59	47.59	48.05	48.72	49.86
ST population (% to Total)*	8.64	0.57	1.29	26.22	30.63
ST population (Male) %	50.26	51.23	51.06	49.92	49.51
ST population (Female) %	49.74	48.77	48.94	5.01	50.49g
Density of population	382	828	1102	414	189
Decennial population growth	17.64	20.09	25.07	22.34	22.59
Sex ratio	940	908	916	947	991

Source: Provisional Population Totals, Census of India, 2011; Provisional Population Totals, Census of India, 2011, Paper 2, Vol. 1; Primary Census Abstract, Census of India, 2011

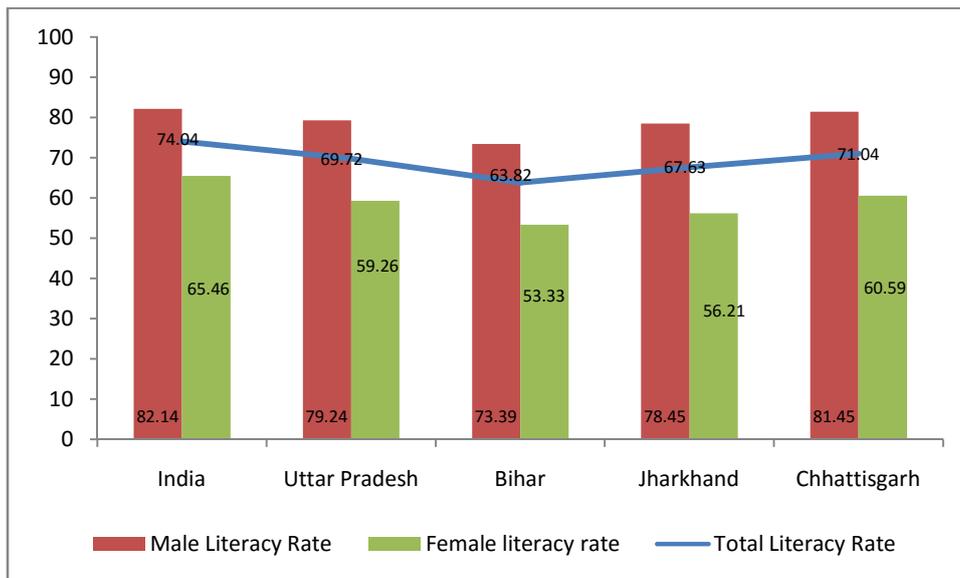
### 1.2. Literacy and educational status

India is gradually overcoming the ignominy of high illiteracy rates. Adequate efforts are, nonetheless, still needed to completely eradicate this human resource disadvantage. At present, 74.04% people of India are literate. The literacy rate of the selected states is below the national average. As also reflected in the national average, in all four states men hold a better literacy position than women in relation to the overall national average.

**Figure 1.1: Rural and urban literacy rate (2011)(figures in percentage)**



**Figure 1.2: Genderliteracy rate (2011)(figures in percentage)**

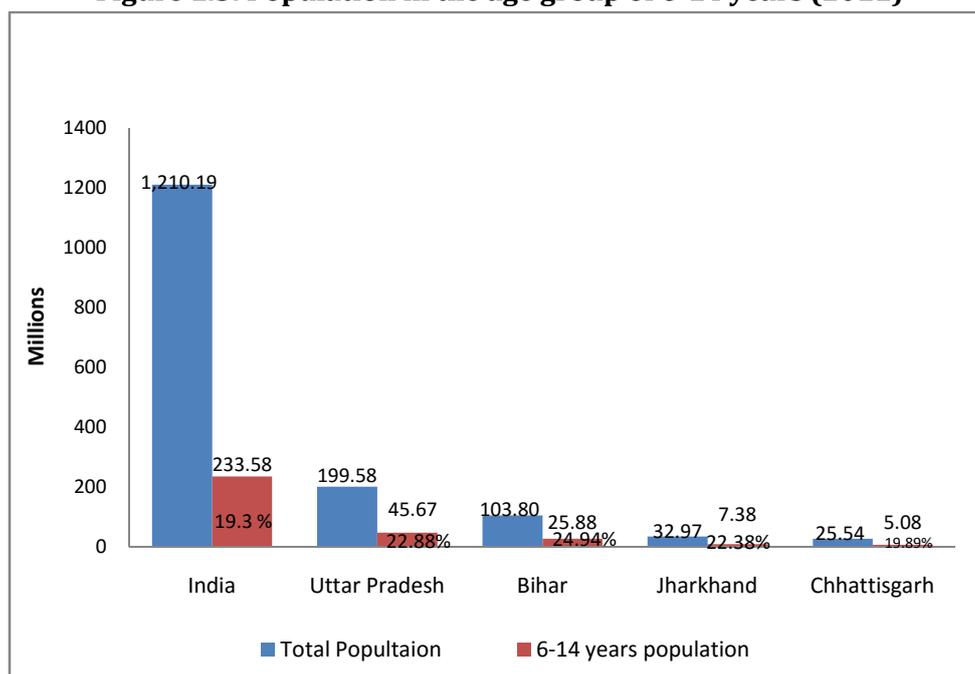


Source: Provisional Population Totals, Census of India, 2011

### 1.2.1 Age group for elementary education

The following figure (1.3) establishes the population figures for children in the age group from 6 to 14 years. This age group attends elementary education (grades 1 to 8 respectively) and comprises 19.3% of the India's total population, which indicates that the country has a proportionally higher young population. The figures furthermore show that all the selected states have an even higher than national average of children in the age group 6-14. Uttar Pradesh, Bihar, Jharkhand and Chhattisgarh have, respectively, 22.88, 24.94, 22.38 and 19.89 per cent of this age group population.

**Figure 1.3: Population in the age group of 6-14 years (2011)**



Source: Table C-13: Single Year Age Data, Census of India, 2011

### 1.2.2. Elementary schools and enrolments

Not all elementary schools in India provide education from grade I to VIII. At present, there are seven different types of schools that offer elementary education, some offer education for all grades (I to VIII) while others offer education for a limited amount of grades. In all, the elementary schools can be subdivided into the following schools that encompass: 1. Primary grades only (grade I-V), 2. Primary and upper primary grades (I-VIII), 3. Primary, upper primary and secondary grades (I-X), 4. Primary, upper primary, secondary and higher secondary grades (I-XII), 5. Upper primary grades only (VI-VIII), 6. Upper primary and secondary grades (VI-X) and, 7. Upper primary, secondary and higher secondary grades (VI-XII).

In 2013-14, there were 14,48,712 schools providing elementary education to children. During the implementation of the *SarvaShikshaAbhiyan*, the number of school has steadily increased. Since the promulgation of RTE Act in 2009-10, the country has added further 1,44,900 schools to its cluster. This development is mirrored in all four states under review; they all count a growing number of elementary schools. The same can be said about the private schools. Except in Jharkhand, the percentage of private schools is also gradually rising. In Uttar Pradesh, a striking 31.2% of schools are privately managed and do not receive any aid from the state. Even in Jharkhand, the total number of private schools has risen, but the number of new Government schools has outpaced them.

The ratio of primary school to upper primary schools/sections has also gradually declined. This is due to the opening of new schools and also because many primary schools have been upgraded to upper primary schools. The ratio was 2.2 in 2009-10 and amounted to 2.0 in 2013-14 in the country. The ratio has remained constant (2.2) for the state of Chhattisgarh.

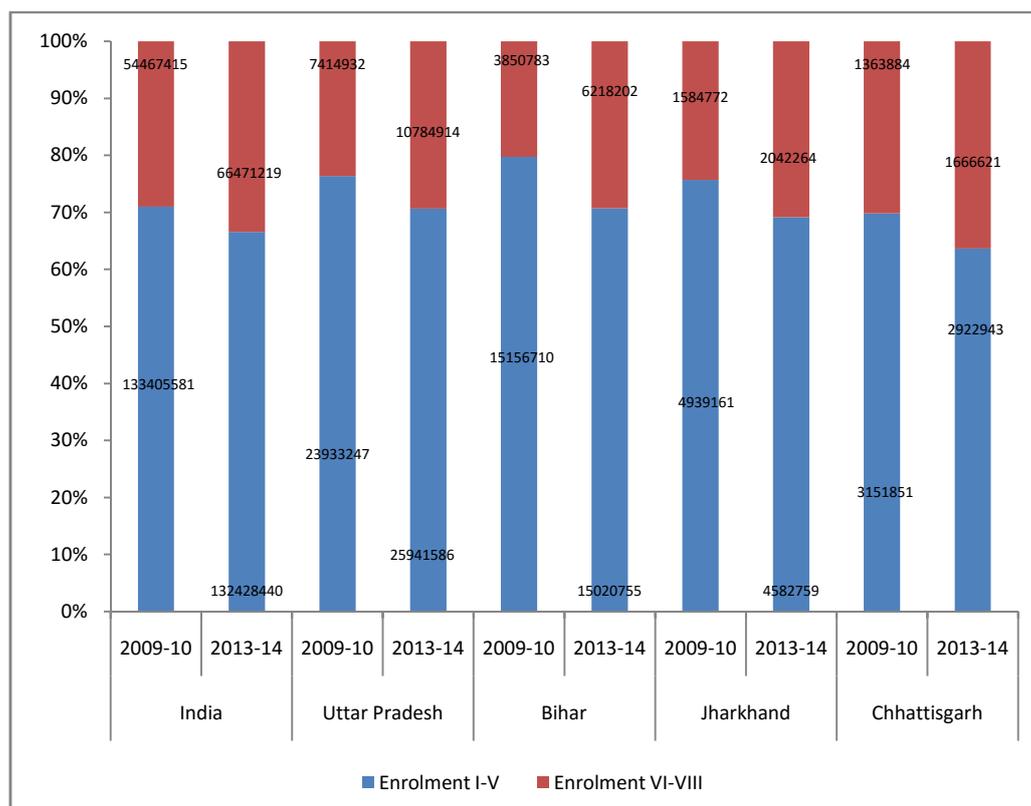
**Table 1.3: Number of elementary schools**

Indicators	India		Uttar Pradesh		Bihar		Jharkhand		Chhattisgarh	
	2009-10	2013-14	2009-10	2013-14	2009-10	2013-14	2009-10	2013-14	2009-10	2013-14
Total Schools	1303812	1448712	195089	240332	67656	76596	41875	46348	50908	53359
% of govt. schools	80.4	75.5	75.4	66.9	99.9	92.3	94.3	87.7	90.7	89
% of private Schools	19.5	22.1	24.6	31.2	0.0	2.2	5.4	5.0	9.1	10.6
Ratio of primary to upper schools/sections	2.2	2.0	2.3	1.9	2.8	2.2	2.6	2.4	2.2	2.2

Source: Elementary education in India: Trends, 2005-06 to 2013-14

The enrolment in elementary education has also shown a remarkable increase since the inception of the *SarvaShikshaAbhiyan*. Though the increase of the enrolment has stabilised for grades I-V (primary education), it continues unabated for grades VI-VIII (upper primary education) in all four states selected for this study. The state of Bihar does, however, stand out in this regard for there has been an increase of 61.5% in the enrolment of children in grades VI-VIII between 2009-10 and 2013-14.

**Figure 1.4: Enrolment in elementary education**



The following table (1.4) corroborates that enrolment is no longer an issue in India. Children from all social categories are enrolling in schools. In all selected states the percentage of children from SC and ST is higher than their communities' respective population ratio.

**Table 1.4: Number of total enrolment and the percentages of different social categories (I-VIII)**

Indicators	Year	Total enrolment	Girls enrolment	SC enrolment	ST enrolment	OBC enrolment	Muslim enrolment
India	2009-10	187872996	48.3	19.8	10.9	42.1	13.0
	2013-14	198899659	48.4	19.7	10.6	44.2	13.7
Uttar Pradesh	2009-10	31537647	49.9	27.2	0.6	50.7	9.8
	2013-14	36726500	49.0	27.5	0.7	51.2	13.9
Bihar	2009-10	19007493	47.5	18.6	1.9	61.3	13.5

	2013-14	21238957	49.8	19.1	1.8	65.4	14.9
Jharkhand	2009-10	6523933	49.3	14.9	29.8	44.9	12.9
	2013-14	6625023	49.3	14.7	28.5	45.9	12.9
Chhattisgarh	2009-10	4515735	48.9	14.9	32.2	46.6	1.3
	2013-14	4589564	49.1	15.0	32.7	45.0	1.5

Sources: Elementary Education in India: State Report Card, DISE, 2009-10 and 2013-14; Elementary Education in India: Flash Statistics, DISE, 2009-10 and 2013-14; Elementary Education in India, 2009-10 to 2013-14

### 1.2.3. Gross Enrolment Ratio (GER) and Net Enrolment Ratio (NER)

The stabilisation of primary school enrolment may also be attributed to the decline in Gross Enrolment Ratio (GER) in India in general and in the four selected states in particular. The national GER has come down from 115.63 in 2009-10 to 101.4 in 2013-14. Similarly, the Net Enrolment Ratio (NER) also decreased. Though precise enrolment figures for the period 2009-10 in some states are not available, the broader trend also points towards a decline in the NER.

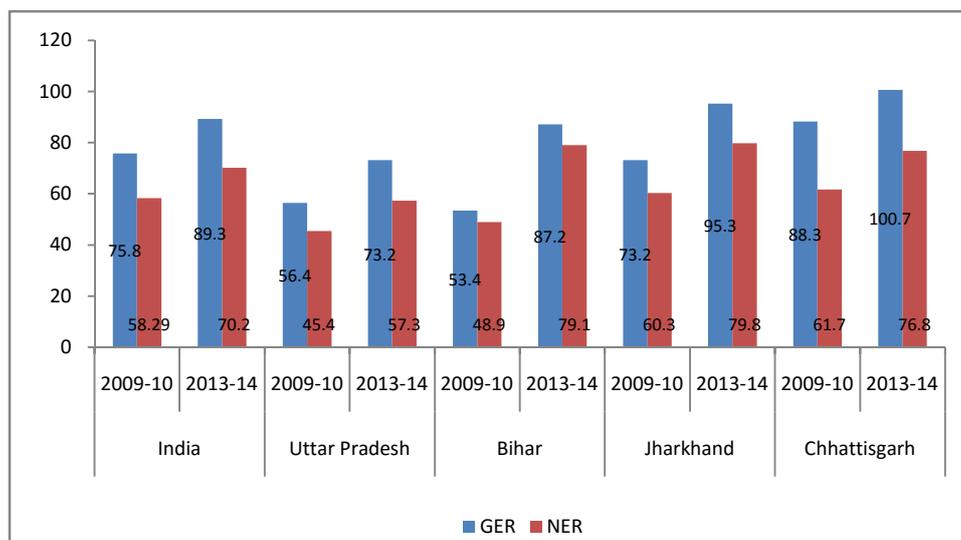
The enrolment rates for upper primary schools, however, tell a completely different story. Both the GER and NER for India and for the selected states show a marked increase. Bihar and Jharkhand have registered a considerable increase in both GER and NER, and the GER of the state of Chhattisgarh has reached an impressive 100%.

**Figure 1.5: GER and NER in primary schools<sup>2</sup>**



<sup>2</sup>NER data (2009-10) for Bihar, Jharkhand and Chhattisgarh are not available.

**Figure 1.6: GER and NER in upper primary schools**



Sources: State Report Cards, District Information System on Education, 2009-10; State Report Cards, District Information System on Education, 2013-14; Flash Statistics, District Information System on Education, 2009-10

### 1.2.4 Out of school children

For out of school children we have information for the age group of 6 to 13. National data show that 2.97% or 60,64,229 children of this age group are out of school in India. In all four sample states, the percentage of out of school children exceeds the national average. In Uttar Pradesh, Bihar, Jharkhand and Chhattisgarh respectively 16,12,285 (3.90%), 11,69,722 (4.95%), 1,40,426 (2.02%) and 1,67,072 (3.75%) children do not attend any school.

A child is considered out of school when he or she was never enrolled in school or has not attended school for more than 45 days. Nationwide, 44.5% of out of school children were never enrolled in a school. For the state of Jharkhand, this figure is 70.24%. Like most Indian states, Bihar, Jharkhand and Chhattisgarh record more out of school children in rural areas (for details see annex 1). In Uttar Pradesh, however, more urban children (4.75%) than rural children (3.64%) are out of school.

Socially disaggregated data for out of school children in the country reveal that children of Scheduled Caste communities are faring worst. 32.42% children who do not attend schools belong to these communities, while the percentage of Other Backward Caste children in the out of school children category is 36.38%. In Uttar Pradesh, the share of out of school Backward Castes children is 51.96%, which is precariously high. In Bihar, Scheduled Caste children's share in the total out of school children is 44.81%. With

respect to the religion, notable figure for out of school children is that of Muslims in Jharkhand, where 45.44% children of the community constitute the total number for out of school children.

**Table 1.5: Out of school children by social group in the age group of 6-13 (2014)**

Indicators	Total no. of Out of School Children		Schedule Castes		Schedule Tribes		Other Backward Castes		Muslim		Girls
	No.	%	No.	%	No.	%	No.	%	No.	%	No.
India	6064229	100.00	1966027	32.42	1007562	16.61	2206001	36.38	1557100	25.68	2897820
Uttar Pradesh	1612285	26.59	560531	34.77	108833	6.75	837671	51.96	557870	34.60	791594
Bihar	1169722	19.29	524150	44.81	30746	2.63	545163	46.61	246004	21.03	593744
Jharkhand	140426	2.32	24438	17.40	25644	18.26	54618	38.89	63805	45.44	54185
Chhattisgarh	167072	2.76	2410	1.44	119426	71.48	40370	24.16	0	0.00	72360

Source: National Sample Survey of Estimation of Out of school Children in the age 6-13 in India, Draft Report, Social and Rural Research Institute, 2014

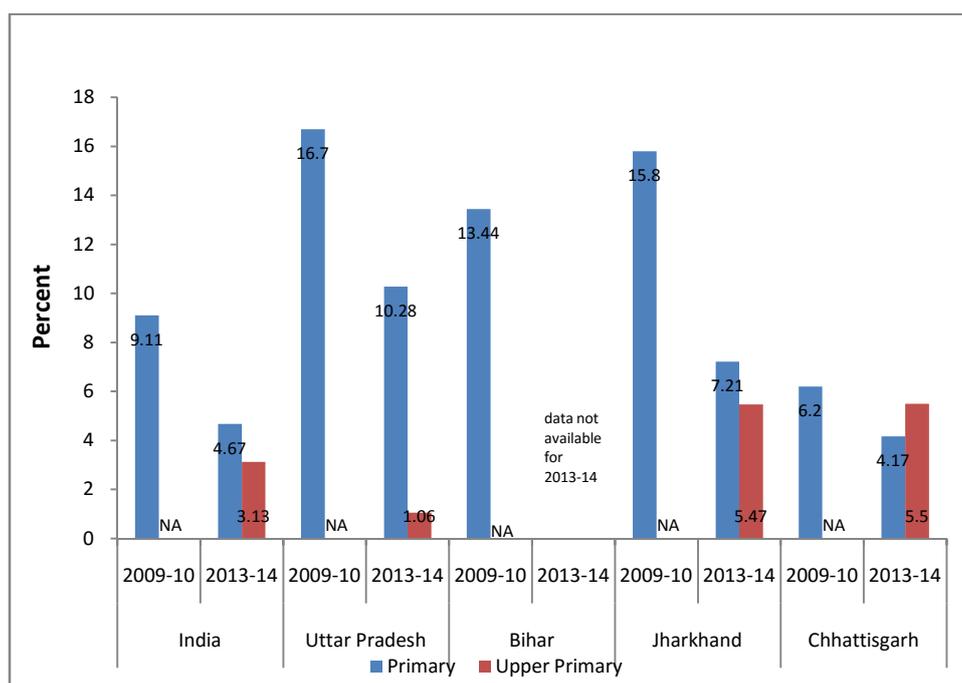
### 1.2.5. Dropout and transition rate

The following tables demonstrate the performance of children with respect to the dropout rates and their transition rates from primary to upper primary level. Though the countrywide dropout rate for primary schools came down to 4.67% in 2013-14, these rates continue to be on the high side in Uttar Pradesh (10.28%) and Bihar (12.75% at grade V)<sup>3</sup>. But Jharkhand has done well; it managed to check rising primary grades dropout rates and almost halved them from 15.8% in 2009-10 to 7.21% in 2013-14.

Compared to 2009-10, the transition rates from primary to upper primary level have also improved. On a national scale, the transition rate has increased from 83.5% in 2009-10 to 89.6% in 2013-14. Chhattisgarh's transition rates, which already had a higher base of 92.8% in 2009-10, also continue to progress steadily, i.e. to 93.1% in 2013-14. The transition rate in Uttar Pradesh, however, is improving from a relatively low base in 2009-10 and reached 76.9% in 2013-14.

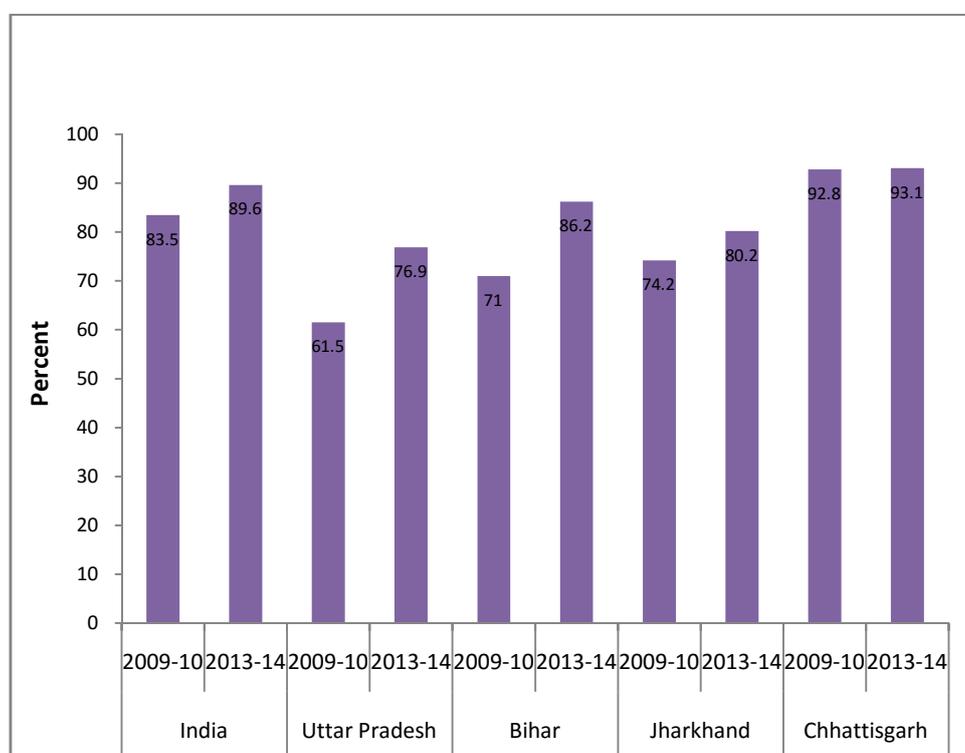
<sup>3</sup> The gross data for Bihar (2013-14) is not available.

**Figure 1.7: Dropout rate (figures in percentage)**



Source: Elementary Education In India: Progress towards UEE, Flash Statistics, DISE, 2009-10; Elementary Education in India: State Report Cards, 2013-14, DISE

**Figure 1.8: Transition rate from primary to upper primary level (figures in percentage)**



Source: Elementary education in India: trends, 2005-06 to 2013-14, DISE

### 1.2.6. Composite Educational Development Index

DISE's Composite Educational Development Index situates Indian states according to their overall ranking among all 28 Indian states and 7 union territories. This index measures the performance of states on the basis of four components: 1. Access, 2. Infrastructure, 3. Teachers, and 4. Outcomes (for details see Annex 2). As the index shows, the state of Uttar Pradesh's ranking has declined at both primary and upper levels; it ranks last for the upper primary level. Bihar's performance at the primary level is dismal and it has dropped to the last rank. Jharkhand, on the other hand, improved its ranking for both primary and upper primary levels.

**Table 1.6: Composite Educational Development Index (2009-10 and 2013-14)**

Indicators	Year	Composite Educational Development Index			
		Primary level		Upper primary level	
		Index	Ranking	Index	Ranking
Uttar Pradesh	2009-10	0.534	21	0.511	31
	2013-14	0.554	26	0.370	35
Bihar	2009-10	0.375	32	0.466	35
	2013-14	0.444	35	0.538	31
Jharkhand	2009-10	0.363	34	0.500	34
	2013-14	0.502	31	0.507	32
Chhattisgarh	2009-10	0.439	26	0.558	27
	2013-14	0.575	21	0.567	29

Source: Elementary Education in India, Flash Statistics, DISE, 2009-10, pp. 44, 46, 47  
Elementary Education in India, Flash Statistics, DISE, 2013-14

### 1.3. Budgetary provisions

With the introduction of the RTE Act, it was expected that the budgetary provisions for elementary education would increase to achieve, among others, optimum infrastructure, PTR and improved teacher education. In Bihar and Jharkhand, however, both the share of elementary education of the total expenditure and the share of elementary education as part of the GSDP declined in the period between 2009-10 and 2013-14 (table 1.7). The situation in Jharkhand raises especially grave concerns; the elementary education expenditure was 13.22% in 2009-10 and came down to 8.04% in 2013-14. This constitutes a decline of more than 39%. In comparison to Uttar Pradesh and Bihar, Jharkhand's share of elementary education per GSDP was already rather low (0.88%) in 2009-10 and it has diminished further to a trivial 0.53% in 2013-2014. In the

case of all three states, nevertheless, the share has been uneven and reached its near low in 2013-14.

**Table 1.7: Expenditure on elementary education in Uttar Pradesh, Bihar, Jharkhand and Chhattisgarh (Rs. in Crores)**

Indicators	Year	Expenditure on Elementary Education Through State Budget	Expenditure on Elementary Education Through State Education Projects	Total Expenditure Elementary Education	Total Expenditure of State Government	GSDP at Current Prices	Share of Elementary Education in Total Expenditure (%)	Share of Elementary Education in GSDP (%)
Uttar Pradesh*	2009-10	11000.49	140	11140.49	123075.28	452803	9.05	2.46
	2010-11	13621.74	1603.78	15225.52	136299.71	574124.11	11.17	2.65
	2011-12	17862.67	1355.69	19218.36	154722.31	637789	12.42	3.01
	2012-13	20908.05	2090.06	22998.11	174470.21	728342	13.18	3.06
	2013-14	16698.91	2512.69	19211.6	200649.6	855135	9.57	2.25
Bihar**	2009-10	4875	1217	6092	42795	162923	14.24	3.74
	2010-11	5358	2048	7406	50705	203555	14.61	3.64
	2011-12	5980	1851	7832	60180	243269	13.01	3.22
	2012-13	9313	2828	12141	69207	296153	17.54	4.1
	2013-14	8636	2610	11246	80405	343054	13.99	3.28
Jharkhand ***	2009-10	718.64	171.47	890.11	6732.57	100620.68	13.22	0.88
	2010-11	1151.76	336.31	1488.08	8795.51	115535.14	16.92	1.29
	2011-12	1090.5	295.74	1386.25	10943.67	130505.32	12.67	1.06
	2012-13	1221.79	370.69	1592.48	12438.01	147840.95	12.8	1.08
	2013-14	724.76	174.81	899.57	11186.16	171095	8.04	0.53
Chhattisgarh ****	2009-10	1322	368	1690		99364		2.27
	2010-11	1551	380	1931		119420		2.22
	2011-12	1961	424	2385		144112		2.25
	2012-13	2287	476	2763		165642		2.22
	2013-14	2433	387	2820		185682		2.11

Sources: \*Department of Finance, Govt. of Uttar Pradesh

\*\* Budget Documents of Government of Bihar, CSO and Bihar School Education Project Council, Patna.

\*\*\* Department of Finance, Govt. of Jharkhand

\*\*\*\* Department of Education, Government of Chhattisgarh; Department of Finance, Government of Chhattisgarh

**Conclusion:** It is obvious that elementary education has changed beyond recognition in India as a whole and in this study's sample states in particular. An increasing number of children from diverse communities are now attending school. This is in itself a very positive development but it also gives rise to new challenges, especially for school teachers. A sizeable number of children are first generation learners, and they do not receive any academic support at home. As a result, teachers are their first and last scholastic guide and partner. In Uttar Pradesh, Bihar, Jharkhand and Chhattisgarh, the effectiveness of teachers remains questionable as long as the majority of educational indicators continue to be classed at the bottom or near bottom rank. These low rankings exacerbate the problems in the selected states. The next chapter documents the status of teachers, and the kind of challenges they face due to the below par provisions for elementary education.

## Chapter 2

### Status of teachers in the context of RTE enactment

Here, we will detail the status of teachers in 2013-14, and document the changes in their situation since 2010, the year the RTE Act came into force. It is clear that elementary schools have become a more integral part of the communities they provide for, and so have elementary school teachers. It has also become evident that the enrolment of children in school is no longer a major problem and that the focus of educational policy has shifted to the retention of students, their transition to upper grades and the provision of quality education. Without a doubt, teachers have a very important part to play in achieving these objectives. The present chapter explores the efforts that are already under way to achieve the goals set by the RTE Act and to solve the everyday problems that continue to beleaguer teachers.

#### 2.1. Availability of teachers

The number of teachers in elementary schools has increased steadily between 2009-10 and 2013-14. A total of 19,05,230 teachers have been added to the country's elementary education system. This amounts to an impressive 32.75% increase. Among the selected states, Uttar Pradesh recorded a 39.58% increase in the number of teachers. However, as is the case of enrolment in private schools, the number of private school teachers has been increasing at a much faster rate than the number of teachers employed by the government. In 2009-10, teachers in Indian government schools constituted 68.01%; in 2013-14, this ratio had dwindled to 59.73%. The countrywide percentage of private school teachers, on the other hand, has gone up from 23.08% in 2009-10 to 28.6% in 2013-14. This trend is reflected by the data for all four states under review; in all instances the overall share of private school teachers is rapidly increasing. Even in the state of Bihar, which had 99.96% teachers employed in government schools in 2009-10, the number of private school teachers has gone up to 3.76% in 2013-14.

**Table 2.1: Availability of teachers**

Indicators	India		Uttar Pradesh		Bihar		Jharkhand		Chhattisgarh	
	2009-10	2013-14	2009-10	2013-14	2009-10	2013-14	2009-10	2013-14	2009-10	2013-14
Teachers in All Schools	5816673	7721903	697890	974120	332834	419631	147804	170189	171861	213193
Teachers in Government Schools	3953790	4612429	472107	536247	332503	364715	132561	121569	140836	161198
Teachers in Government Schools (%)	68.01	59.73	67.69	55.05	99.96	86.91	89.69	71.43	82.25	75.61
Teachers in Aided Schools (%)	8.83	9.07	5.51	9.21	0.02	0.35	4.78	3.6	1.33	1.14

Teachers in Unaided Schools (%)	23.08	28.6	26.8	33.7	0.02	3.76	5.53	10.33	16.36	22.89
Teachers in Unrecognised Schools <sup>4</sup> (%)	NA	2.6	NA	2.05	NA	8.98	NA	14.64	NA	0.36

Source: Flash Statistics, DISE, 2009-10, pp-12; Flash Statistics, DISE, 2013-14; Flash Statistics, DISE, 2013-14

The availability of teachers per school indicates whether each grade has a dedicated teacher or whether schools institute multigrade classrooms to cope with teacher shortages. A primary school should have a minimum of five teachers, given that the Head Master also teaches classes. The average number of teachers per primary school in India did not change after 2009-10 and remained 3.1 in 2013-14. Clearly, a number of primary schools set up multigrade classes to offset the teacher shortage. The average availability of teachers per primary school has declined in all sample states, except Chhattisgarh. With regard to all schools, which include both primary and upper primary levels, an average of 5.3 teachers is available per school countrywide, which is an increase from 4.5 in 2009-10. One number that stands out is the availability of teachers in all government schools in Uttar Pradesh. This state witnessed a disconcerting decline of almost 50% in the average number of teachers, i.e. 6.3 per school in 2009-10 to 3.3 per school in 2013-14.

**Table 2.2: Average number of teachers per school**

Indicators	India		Uttar Pradesh		Bihar		Jharkhand		Chhattisgarh	
	2009-10	2013-14	2009-10	2013-14	2009-10	2013-14	2009-10	2013-14	2009-10	2013-14
All Schools	4.5	5.3	3.6	4.1	4.9	5.5	3.5	3.7	3.4	4
Primary schools	3.1	3.1	3.7	3.6	3.5	3.2	2.1	2	2.9	3
all government schools	3.8	4.2	6.3	3.3	4.9	5.2	3.4	3	3.1	3.4
All aided Schools	7.2	10.3	5	8.7	10.4	9.9	5.6	5.2	4.6	6.1
All unaided schools	7.3	8.8	4.6	5.1	7.6	10.2	8.4	15.1	6.8	9.3
unrecognised schools <sup>5</sup>	NA	5.8		4.3		8.9		7.4		3.2

Source: Flash Statistics, DISE, 2009-10

Source: Elementary education in India: Trends, 2005-06 to 2013-14, DISE, pp- 2, 12, 16, 34, 68

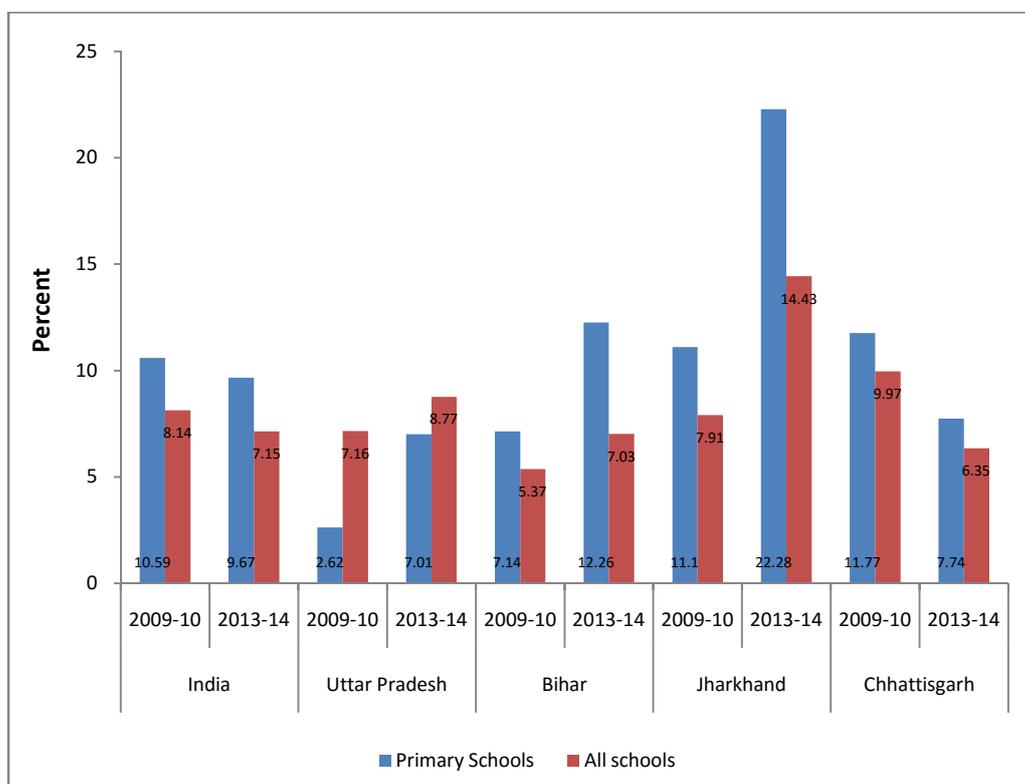
Still there are some schools that have more than 15 students but only one teacher. Though their number varies and oscillates, this predicament continues to concern a small percentage (7.15%) of schools in India. In Jharkhand, however, 22.28% of primary

<sup>4</sup>The category of Unrecognized schools and Madrasas was not used in 2009-10

<sup>5</sup>The category of Unrecognized schools and Madrasas was not used in 2009-10

schools in 2013-14 are managed by a single teacher. The hopelessness of this state of affairs can well be imagined, especially in those government schools where the one teacher is not only responsible for teaching all classes but is also obliged to take care of mid-day meal arrangements and other administrative duties.

**Figure 2.1: Single teacher schools with 15 or more students (figures in percentage)**



Source: Flash Statistics, DISE, 2009-10  
Flash Statistics, DISE, 2013-14

## 2.2. Pupil-Teacher Ratio (PTR)

The Right to Education Act emphatically stipulates that there has to be a healthy Pupil-Teacher Ratio (PTR) in elementary education, i.e. a PTR of 30 for primary and 35 for upper primary schools. The country as a whole has made remarkable progress in this regard, but the performance of the selected states is rather uneven. When we take the PTR of all schools into account, the nationwide PTR was 26 in 2013-14, which is a robust improvement from the PTR of 32 in 2009-10. Among the selected states, only Chhattisgarh's PTR was 22 in 2013-14. The situation of Bihar is still in need of much improvement; the state's PTR was 51 in 2013-14, only a slight improvement compared to the PTR of 57 in 2009-10.

To define the particular concerns regarding PTR per state, we need to disaggregate the above quoted composite data. If we trace the percentage of primary schools with a PTR of more than 30, the findings are rather problematic. In Bihar and Uttar Pradesh, respectively 69.62% and 56.99% of primary school did not conform to the PTR norm in 2013-14. The percentage of such schools in Jharkhand is 47.21%. Though the non-disaggregated PTR data for Chhattisgarh amount to a healthy 22, as mentioned above, still there are 21.14% primary schools in the state that find it difficult to comply with the RTE norm. The situation of upper primary schools is not as grim, but the country as a whole and all the sampled states do have a sizeable percentage of schools that do not have enough teachers to maintain the PTR of 35 for upper primary schools.

**Table 2.3: Pupil Teacher Ratio**

Indicators	India		Uttar Pradesh		Bihar		Jharkhand		Chhattisgarh	
	2009-10	2013-14	2009-10	2013-14	2009-10	2013-14	2009-10	2013-14	2009-10	2013-14
All Schools	32	26	45	38	57	51	44	39	26	22
government schools	33	26	42	33	57	54	43	41	27	22
Aided Schools	33	23	50	30	66	40	50	51	30	25
Unaided schools	30	25	52	47	44	28	51	33	24	19
Unrecognised Schools <sup>6</sup>	NA	24	NA	45	NA	23	NA	28	NA	19
Primary Schools	33	25	47	41	57	38	45	30	28	21
Upper primary schools	31	17	44	34	61	23	47	20	24	19
No. of districts where PTR is above 30: All schools	304	219	69	71	37	38	24	24	1	1
% of schools with PTR >30 primary	45.76	29.9	67.6	56.99	87.67	69.62	69.81	47.21	35.79	21.14
% of schools with PTR >35 upper primary	34.34	15.35	50.29	33.52	86.93	21.17	67.28	14.42	20.96	17.91
% of Government Schools with PTR <sup>7</sup> >30: Primary schools	NA	30.43	NA	54.51	NA	73.38	NA	48.56	NA	22.25
% of Government Schools with PTR >35: Upper Primary schools	NA	16.64	NA	32.04	NA	23.58	NA	14.5	NA	21.35

Source: Flash Statistics, DISE, 2009-10; Flash Statistics, DISE, 2013-14

<sup>6</sup>The category of unrecognized schools and Madrasas was not used in 2009-10

<sup>7</sup>This category is not available with DISE 2009-10

### **2.3. Education qualifications of teachers**

The National Council for Teacher Education (NCTE), empowered by RTE Act, has detailed the requisite minimum qualifications to be considered eligible for an appointment as a teacher. There are two separate eligibility requirements, one for primary grades (I-V) teachers and another for upper primary grades (VI-VIII) teachers. For a person to become a primary grade teacher, s/he is required to hold the following minimum qualifications:

- Senior Secondary (or its equivalent) with at least 50% marks and a two year Diploma in Elementary Education (by whatever name known), or;
- Senior Secondary (or its equivalent) with at least 45% marks and a two year Diploma in Elementary Education (by whatever name known), in accordance with the NCTE (Recognition Norms and Procedure), Regulations, 2002, or;
- Senior Secondary (or its equivalent) with at least 50% marks and a four year Bachelor of Elementary Education (B.El.Ed.), or;
- Senior Secondary (or its equivalent) with at least 50% marks and a two year Diploma in Education (Special Education), or;
- Graduation and a two year Diploma in Elementary Education (by whatever name known).

In addition to one of the above qualifications, a person also has to qualify for the Teacher Eligibility Test (TET), conducted by the appropriate Government institution in accordance with the guidelines framed for this purpose by the NCTE.

In order to become an upper primary grade teacher, a person should have the following minimum qualifications:

- Graduation and a two year Diploma in Elementary Education (by whatever name known), or;
- Graduation with at least 50% marks and a one year Bachelor in Education (B.Ed.), or;
- Graduation with at least 45% marks and a one year Bachelor in Education (B.Ed.), in accordance with the NCTE (Recognition Norms and Procedure) Regulations issued from time to time in this regard, or;
- Senior Secondary (or its equivalent) with at least 50% marks and a four year Bachelor in Elementary Education (B.El.Ed.), or;
- Senior Secondary (or its equivalent) with at least 50% marks and a four year B.A./B.Sc.Ed. or B.A.Ed./B.Sc.Ed, or;
- Graduation with at least 50% marks and a one year B.Ed. (Special Education).

In addition, an aspiring upper primary grade teacher, like primary grade teachers, should also qualify for the TET, which is conducted by the appropriate Government institution in accordance with the guidelines framed by the NCTE.

There are certain qualification criteria supports for candidates from disadvantaged communities. A relaxation up to 5% in the qualifying marks is allowed for candidates who belong to reserved categories, such as Scheduled Castes, Scheduled Tribes, Other Backward Castes, and Physically Handicapped (PH).

Following tables suggest that the majority of teachers have the qualification of higher secondary, graduation or post graduation, whether they are regular or contract teachers. The state of Chhattisgarh is best placed in this regard; more than 95% of the teachers, both regular and contracted, have either a higher secondary or higher degree obtained in 2009-10 or 2013-14.

**Table 2.4: Teachers by educational qualifications(2009-10)**

Indicators	Academic Qualification	India	Uttar Pradesh	Bihar	Jharkhand	Chhattisgarh
Teachers by Educational Qualification (Regular Teachers)	Below Secondary	2.18	2.92	1.49	2.06	1.39
	Secondary	15.34	6.06	13.68	18.13	2.84
	Higher Secondary	24.09	20.99	40.18	18.03	32.82
	Graduate	37.61	39.55	31.83	42.99	29.44
	Post Graduate	19.68	29.71	11.88	17.98	32.84
	M.Phil/PhD	0.62	0.59	0.58	0.49	0.36
	Others	0.47	0.19	0.36	0.31	0.17
Teachers by Educational Qualification (Contract Teachers)	Below Secondary	2.05	1.89	1.63	2.96	0.82
	Secondary	10.17	3.24	8.48	7.04	1.25
	Higher Secondary	32.63	37.67	50.72	39.95	33.09
	Graduate	40.09	40.31	29.82	43.74	33.53
	Post Graduate	14.39	16.57	8.15	5.24	30.74
	M.Phil/PhD	0.41	0.26	0.86	0.28	0.40
	Others	0.25	0.07	0.33	0.79	0.09
	No Response	NA	0.00	0.01	0.00	0.08

Source: Analytical Tables, DISE, 2009-10

**Table 2.5: Teachers by educational qualifications(2013-14)**

Indicators	Educational Qualification	India	Uttar Pradesh	Bihar	Jharkhand	Chhattisgarh
Teachers by Educational Qualification (Regular Teachers)	Below Secondary	1.55	3.75	1.86	1.52	0.7
	Secondary	10.06	5.33	9.78	10.11	0.88
	Higher Secondary	20.09	13.71	40.84	17.7	27.26
	Graduate	39.11	35.66	30.66	44.99	31.82
	Post Graduate	27.39	39.94	13.09	24.31	38.65
	M.Phil	1.16	0.63	0.61	0.63	0.33
	PhD	0.31	0.48	0.36	0.62	0.08
	Post-Doctoral	0.03	0.08	0.02	0.02	0.02
Teachers by Educational Qualification (Contract Teachers)	Below Secondary	1.55	2.01	1.26	0.97	0.93
	Secondary	6.94	4.27	11.44	2.16	1.25
	Higher Secondary	26.46	26.51	43.97	30.85	34.94
	Graduate	46.38	44.95	31.16	56.83	31.61
	Post Graduate	17.98	21.72	9.44	8.91	30.39
	M.Phil	0.59	0.42	0.52	0.27	0.41

	Post-Doctoral	0.02	0.02	0.10	0.00	0.02
	No Response	0.09	0.10	2.10	0.00	0.44

Source: Analytical Tables, DISE, 2013-14

## 2.4. Social background of teachers

Like the social configuration of students, which highlights the extent of educational participation by different communities, the social background of teachers also illustrates the participation of various communities in teaching activities. As indicated by the following table, these communities provide a considerable contribution to schooling activities. However, the declining percentage of SC teachers in India, and in the selected states, continues to be a major concern.

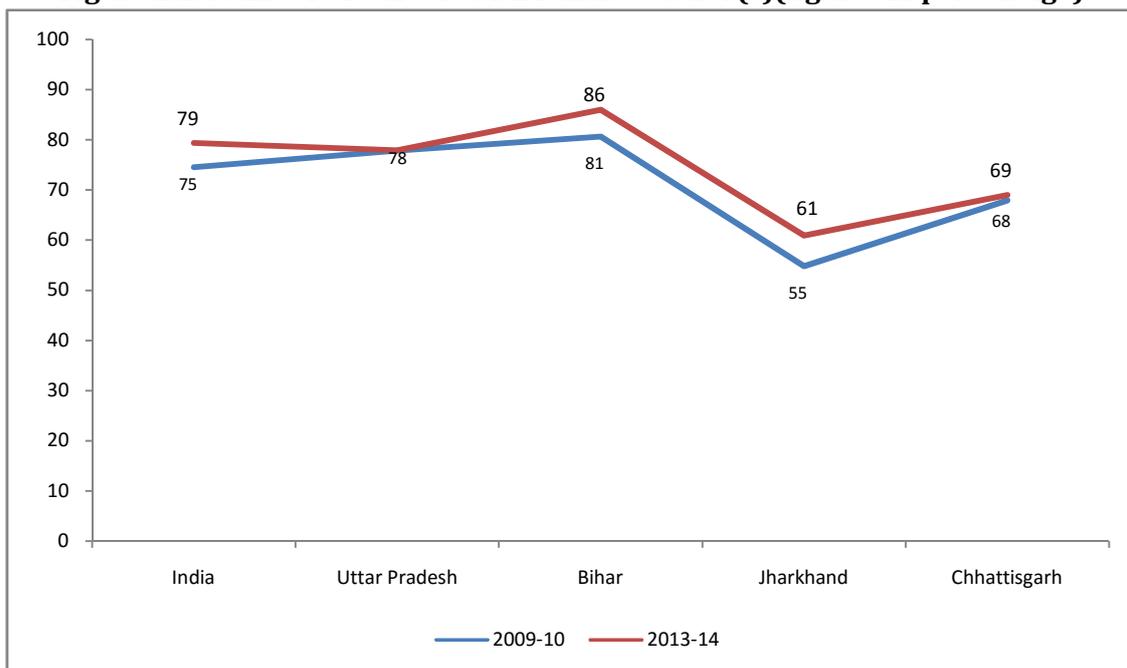
**Table 2.6: Social background of teachers(figures in percentage)**

Indicators	Year	SC	ST	OBC	Female
India	2009-10	12.68	9.41	33.43	44.83
	2013-14	12.44	8.6	35.17	47.16
Uttar Pradesh	2009-10	14.61	0.8	37.72	39.11
	2013-14	14.41	1.04	38.07	38.02
Bihar	2009-10	15.06	3.77	45.66	37.55
	2013-14	13.13	2.82	47.55	39.95
Jharkhand	2009-10	8.43	26.15	41.01	27.71
	2013-14	7.3	23.53	36.23	32.44
Chhattisgarh	2009-10	13.08	29.78	37.64	35.84
	2013-14	12.23	29.54	36.97	40.71

Source: Flash Statistics, DISE, 2009-10; Flash Statistics, DISE, 2013-14, pp-16-17

There are still many schools that have only male teachers. It is important to have female teacher in a school to instil a sense of belonging among girl students who have been traditionally given a lower learner status in the community and by their family. Moreover, school beginners need special care and attention, which is more suited to female teachers in primary schools (Vogt 2002). In 2013-14 there were 39% and 31% schools that employ only male teachers in Jharkhand and Chhattisgarh.

**Figure 2.2: Number of schools with female teacher(s)(figures in percentage)**



Source: Elementary education in India: Trends, 2005-06 to 2013-14, DISE

## 2.5. Instruction days and non-academic assignments

The RTE Act in its Schedule (norms and standards for a school) also stipulates the minimum working days required for elementary education: 200 working days for primary grades (I-V) and 220 for upper primary grades (VI-VIII). The following table suggests that all states have attained the minimum working days for almost all their schools in 2013-14. Only the upper primary schools in state of Chhattisgarh recorded only 215 instructional days in 2009-10, but the situation has improved to 225 days in 2013-14.

**Table 2.7: Average number of instructional days by level of education**

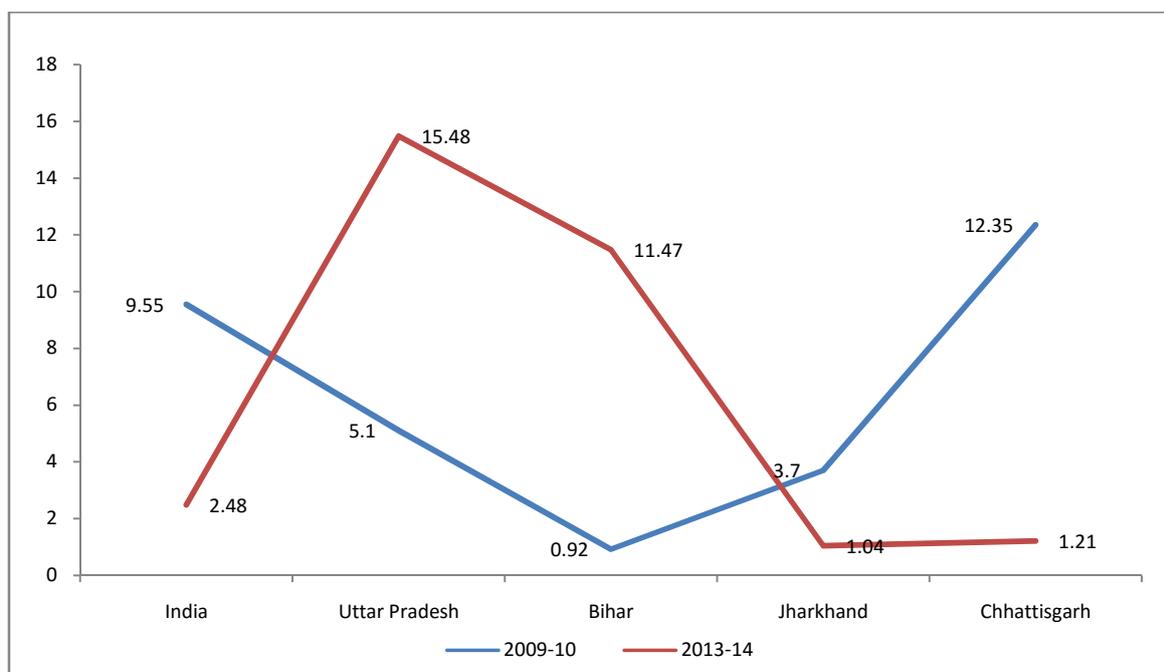
Indicators	Year	Primary	Upper Primary
India	2009-10	222	224
	2013-14	224	225
Uttar Pradesh	2009-10	225	224
	2013-14	226	226
Bihar	2009-10	235	236
	2013-14	233	235
Jharkhand	2009-10	240	241
	2013-14	233	241
Chhattisgarh	2009-10	216	215
	2013-14	225	225

Source: Elementary education in India: progress towards UEE, Flash Statistics 2010-11, DISE

State Report Cards, District Information System on Education, 2013-14, pp-3, 13, 17, 35,69.

The RTE Act aims to protect teachers against involvement with non-academic assignments. It does, however, stipulate three circumstances during which a teacher’s service can be deployed for non-academic purposes: 1. decennial population census, 2. disaster relief duties or 3. duties relating to elections to the local authority, the State Legislatures or Parliament. Nationwide, serious efforts have been made to curtail the non-academic deployment of teachers. The same can be said of the states of Jharkhand and Chhattisgarh, but not of the states of Uttar Pradesh and Bihar. The latter two states have not been able to lessen their teachers’ non-academic duties. It remains a matter of continued concern that 15.48% and 11.47% teachers in respectively Uttar Pradesh and Bihar have been asked to perform non-academic duties.

**Figure 2.3: Teachers involved in non-academic assignments(figures in percentage)**



Source: Flash Statistics, DISE, 2009-10; Flash Statistics, DISE, 2013-14

## 2.6. Education development index for teachers

Another useful tool to assess the status of teachers is the DISE’s Education Development Index for Teachers. This index constitutes a ranking system based on four criteria: 1. the percentage of schools with female teachers (in schools with two and more teachers); 2. the percentage of schools with a stipulated pupil-teacher ratio (primary: 30 and upper

primary: 35); 3. the percentage of single-teacher schools and, 4. teachers without professional qualification.

The following table illustrates the rank of the selected states out of a total of 35 administrative units (28 states and 7 union territories). It is obvious that all the selected states rank low. The Educational Development Index for teachers is either deteriorating or constant in all states, except Jharkhand. The situation in Uttar Pradesh is most worrying: its rank for primary schools has diminished from 20 in 2009-10 to 26 in 2013-14. It holds the last position in the upper primary level ranking, which leaves no room for further deterioration.

**Table 2.8: Educational Development Index for teachers**

Indicators	Year	Educational Development Index for teachers			
		Primary level		Upper primary level	
		Index	Ranking	Index	Ranking
Uttar Pradesh	2009-10	0.637	20	0.253	35
	2013-14	0.517	26	0.122	35
Bihar	2009-10	0.463	30	0.510	29
	2013-14	0.421	32	0.606	30
Jharkhand	2009-10	0.373	34	0.427	34
	2013-14	0.352	33	0.489	31
Chhattisgarh	2009-10	0.585	22	0.477	32
	2013-14	0.455	28	0.465	32

Source: Elementary Education in India, Flash Statistics, DISE, 2009-10; Elementary Education in India, Flash Statistics, DISE, 2013-14

## 2.7. Teacher education

The importance of teacher education for the quality of educational outcomes cannot be overemphasised. A robust and motivating pre-service and in-service training are essential to enable teachers to be innovative when faced with unforeseen challenges. Pre-service training prepares the foundation of a teacher candidate and in-service helps to strengthen that base, adding new dimensions. Table 2.9 indicates that with respect to professionally trained regular and contract teachers the country and the states have a long way to go, especially for newly recruited contract teachers. The status of Bihar in

this regard is particularly disconcerting; only 43.1% and 41.97% regular and contract teachers respectively had any kind of professional training in 2013-14. Even government schools have employed contract teachers without any professional training.

**Table 2.9: Professionally trained regular and contractual teachers(figures in percentage)**

Indicators	School by Management	India		Uttar Pradesh		Bihar		Jharkhand		Chhattisgarh	
		2009-10	2013-14	2009-10	2013-14	2009-10	2013-14	2009-10	2013-14	2009-10	2013-14
Regular	All Schools	81.01	80.06	83.95	77.64	49.5	43.1	84.25	70.44	62.37	59
	Government Schools	85.27	82.89	98.82	92.66	49.5*	46.51	86.6	95.73	96.88	70.66
	Private Aided Schools	84.56	91.23	79.87	76.8	97.26	56.53	76.45	87.85	55.45	62.65
	Private Unaided schools	68.79	74.93	67.33	62.61	32.65	27.32	42.48	63.26	32.01	26.76
Contractual	All Schools	44.64	55.55	34	39.29	34.36	41.97	41.83	80.34	55.1	45.29
	Government Schools	44.12	53.35	33.72	38.76	34.34	46.08	41.85	81.08	58.16	58.92
	Private Aided Schools	63.78	82.65	57.44	65.95	100	30	45.61	53.02	100	48.94
	Private Unaided schools	48	66.11	49.12	50.24	100	14.67	32.71	61.06	100	18.35

Source: Flash Statistics, DISE, 2009-10; Flash Statistics, DISE, 2013-14

\* This figure is from State Report Cards 2009-10.

The prevailing scenario for in-service training is another area of concern. India as a whole, and the states of Uttar Pradesh and Chhattisgarh in particular, provided in-service training to fewer teachers in 2013-14 than in 2009-10. Bihar has improved its provision of in-service training marginally, but since it provided this kind of training to as few as 11.11% teachers in 2009-10, an increase of almost 3% in 2013-14 is hardly any reason for optimism. Nationwide, in-service training is not something private unaided schools bother with, improving or refreshing the pedagogic skills of their teachers is clearly not on their agenda.

**Table 2.10: Teachers received in-service training in previous academic year (figures in percentage)**

Indicators	India	Uttar Pradesh	Bihar	Jharkhand	Chhattisgarh
------------	-------	---------------	-------	-----------	--------------

	2009-10	2013-14	2009-10	2013-14	2009-10	2013-14	2009-10	2013-14	2009-10	2013-14
All Schools	35.03	22.03	14.01	10.47	11.11	14.14	21.02	33.23	50.69	40.4
Government	46.67	31.45	20.52	16.49	11.11	16.12	22.86	45.51	60.82	52.85
Private Aided	32.42	24.77	0.36	3.9	2.74	2.25	10.11	17.18	7.69	11.96
Private Unaided	1.68	3.32	0.36	2.92	0	0.69	0.53	0.45	1.89	1.21

Source: Flash Statistics, DISE, 2009-10; Flash Statistics, DISE, 2013-14

### 2.7.1 Teacher Education Institutions (TEI)

In order to improve the teacher education process for elementary school teachers, it is imperative to have sufficient numbers of TEIs and to ensure that they have an ample intake capacity. In India, there are 16,062 government and private TEIs, which provide professional courses for elementary teacher candidates. Their gross intake capacity is 12,95,801 but the share of private institutions in the total intake is more than 93%. This shows that the private sector is largely responsible for pre-service training in the country. The trend in the selected states is same. Bihar is an exception in this regard; government TEIs constitute a fair 22% of pre-service training institutes in the state.

**Table 2.11: Teacher education institutions recognised by NCTE and their Intake (2013)**

Indicators	Type of TEIs	India		Uttar Pradesh		Bihar		Jharkhand		Chhattisgarh	
		No. of TEIs	Intake	No. of TEIs	Intake	No. of TEIs	Intake	No. of TEIs	Intake	No. of TEIs	Intake
D.El.Ed (2 Year)	Govt.	764	45230	58	5750	54	3800	17	1010	18	800
	Private	6528	362114	638	32150	11	700	10	600	22	1150
	Total	7292	407344	696	37900	65	4500	27	1610	40	1950
B.Ed. (1 Year)	Govt.	226	25831	4	250	6	610	4	400	2	200
	Private	6622	76831	1136	113750	131	14700	91	9350	135	12660
	Total	6848	102662	1140	114000	137	15310	95	9750	137	12860
M.Ed. (1 Year)	Govt.	72	2660	3	70	0	0	0	0	2	40
	Private	837	24176	106	2675	3	75	4	100	12	300
	Total	909	26836	109	2745	3	75	4	100	14	340
Others	Govt.	54	4296	14	425	0	0	0	0	0	0
	Private	959	63176	242	12165	2	100	1	100	1	2400
	Total	1013	67472	256	12590	2	100	0	100	1	2400
Grand total	Govt.	1116	78017	79	6495	60	4410	21	1410	22	1040
	Private	14946	1217784	2122	160740	147	15575	106	10150	170	16510
	Total	16062	1295801	2201	167235	207	19985	127	11560	192	17550

Source: Details of Institutions recognised by National Council for Teacher Education, as on 15/03/2013. Retrieved from [http://www.teindia.nic.in/Files/Inst\\_Regcognised\\_by\\_NCTE\\_ason15jun2013.pdf](http://www.teindia.nic.in/Files/Inst_Regcognised_by_NCTE_ason15jun2013.pdf)

Table 2.12 gives an overview of the government institutions that are responsible for either policy formulation or its implementation. TEIs (including DIETs and BITEs and other state government TEIs) are also in charge of the in-service training of teachers. What stands out is a glaring absence of SCERT in Jharkhand.

**Table 2.12: Government managed TEIs**

Indicators	Type	India	Uttar Pradesh	Bihar	Jharkhand	Chhattisgarh
SCERT*	Govt	25	1	1	0	1
State Institute of Education (SIEs) <sup>8</sup>	Govt	7	0	0	0	0
DIET	Govt	614	75 <sup>@</sup>	33 <sup>@@@</sup>	17 <sup>***</sup>	16 <sup>@@</sup>
Block Institute of Teacher Education (BITEs) <sup>***</sup>	Govt.	25	0	0	0	0
State government managed TEIs	Govt.	NA	70 <sup>@</sup>	27 <sup>@@@</sup>	12 <sup>@@@</sup>	2 <sup>@@</sup>
	Aided	NA	0	0	0	1 <sup>@@</sup>
IASE <sup>***</sup>	Govt.	31	3	0	0	1

Source: \* List of State Council of Educational Research and Training (SCERTs) retrieved from <http://www.nuepa.org/libdoc/addresses/scert.pdf>

\*\*\* State-wise list of Sanctioned and Functional DIETs/ CTEs/IASEs/BITEs under Teacher Education Scheme as on 31.05.2014 <http://www.teindia.nic.in/Files/Institutions/Institutions-19-09-2014.pdf>

@ Dept of Education, Govt. of Uttar Pradesh

@@ Annual report, Dept. of Education, Govt. of Chhattisgarh, 2013-14

@@@ National Council of Teacher Education, Retrieved from [http://www.ercncte.org/deled\\_jharkhand.html](http://www.ercncte.org/deled_jharkhand.html)

### 2.7.2. Status of trained and untrained teachers

The four states under review together count 1,50,433 teachers without any professional training which could help them understand elementary education pedagogy and put it into practice. In Bihar, 22% of the teachers did not yet receive this important training. In all four states, change appears to be underway now that the state governments have initiated Open and Distance Learning (ODL)<sup>9</sup> systems to instruct teachers without professional training.

<sup>8</sup> Nomenclature of state managed TEIs: Uttar Pradesh: Basic Teacher Education College; Bihar and Jharkhand: Primary Teacher Education College; and Chhattisgarh: Basic Training Institute.

<sup>9</sup> The Open and Distance Learning System has been initiated to meet the training needs of teachers who joined as school teachers without any professional degree or diploma. The ODL gives two year D.El.Ed degree.

**Table 2.13: Status of trained and untrained teachers in the states (2015)**

Indicators	Trained	Under Training	Untrained
Uttar Pradesh*	530508	15735	62900
Bihar**	303248	36145	76031
Jharkhand***	87882	27271	6493
Chhattisgarh****	104871	40214	5009

Source: \*Annual Work Plan-Uttar Pradesh, 2015-16

\*\* Annual Work Plan-Bihar, 2015-16

\*\*\* Jharkhand Education Project, 2014-15

\*\*\*\* SCERT, Chhattisgarh, 2014-15

**Conclusion:**The status of teacher is in flux. The increasing awareness of parents about the quality of their children's education has drawn attention to the qualities, or the lack of qualities, of teachers. If the learning achievements of children are unsatisfactory, all components of elementary education need to work in synchronised way to improve their achievements. Now, more than ever, teachers need all the institutional support they can get, not only to improve their teaching abilities but also to offer what they are capable of in the best way possible. Sufficient infrastructure, adequate numbers of subject wise teachers, optimum PTR and regular and meaningful teacher education are vital to restructure and strengthen the present and future of the Indian elementary education system as envisaged by the RTE Act.

## **Chapter 3**

### **Achievements and critical challenges to teachers' optimal competence and performance**

The RTE Act has brought about considerable progress in providing elementary education for growing numbers of children. The same holds true for the four states selected for this study, as is evident from the rising number of teachers that have been appointed to teach elementary school children. The employment of additional teachers is praiseworthy, but several states still have a long way to go before they comply with the PTR as defined by the RTE Act. Moreover, the rapid recruitment of teachers has raised questions about the quality of teachers and the thoroughness of the vetting process during their selection. To provide satisfactory quality education to elementary education children, a regular, comprehensive and innovative in-service training programme for teachers is the need of the hour. In this chapter, we analyse the unresolved gaps and challenges that continue to stand in the way of an empowered and competent community of teachers and their optimal performance in classrooms.

#### **3.1. Availability of teachers to achieve PTR norm**

The RTE Act calls for a PTR of 30 for primary grades and 35 for upper primary grades. Across the selected states, PTR vary considerably (see table 3.1). Like most Indian states, Chhattisgarh now measures up to PTR standards but Uttar Pradesh, Bihar and Jharkhand still have a long way to go. To meet the current PTR criteria, these three states have to recruit many more teachers for primary and primary with upper primary grades. Our data show that the distribution of teachers is very uneven across states and across schools: some states face a shortage of teachers while others have schools with more teachers than they require. Thus Uttar Pradesh counts a surplus of teachers for upper primary only schools but not for other schools. Jharkhand, on the other hand, is slowly reducing its teacher deficit in the upper primary only school category, while Bihar's shortage of teachers in this category continues to increase.

**Table 3.1: PTR and teacher deficit<sup>10</sup>**

Regions	Year	Indicators	Category of School		
			Primary Schools only	Primary with Upper Primary Schools	Upper Primary Schools only
		Pupil Teacher Ratio prescribed by Right to Education Act, 2009	<b>30</b>	<b>35</b>	<b>35</b>
India	200 9-10	Enrolment*	133405581	54467415	NA
		No. of teachers needed to maintain the PTR norm	4446853	1556212	NA
		Total Teachers	2473249	1692652	464752
		Deficit or surplus of Teachers	-1973604	136440	NA
	201 3-14	Enrolment*	76373177	59078623	15203013
		No. of teachers needed to maintain the PTR norm	2545773	1687961	434372
		Total Teachers	2684180	1955879	557085
		Deficit or surplus of Teachers	138407	267918	122713
Uttar Pradesh	200 9-10	Enrolment*	2,19,90,009	27,78,036	60,58,408
		No. of teachers needed to maintain the PTR norm	733000	79373	173097
		Total Teachers	482467	47069	152694
		Deficit or surplus of Teachers	-250533	-32304	-20403
	201 3-14	Enrolment*	22550317	3714971	6656609
		No. of teachers needed to maintain the PTR norm	751677	106142	190189
		Total Teachers	557329	67450	213474
		Deficit or surplus of Teachers	-194348	-38692	23285
Bihar	200 9-10	Enrolment*	80,88,769	1,06,54,946	77,783
		No. of teachers needed to maintain the PTR norm	269626	304427	2222
		Total Teachers	154037	173968	1357
		Deficit or surplus of Teachers	-115589	-130459	-865
	201 3-14	Enrolment*	6707935	13460670	125546
		No. of teachers needed to maintain the PTR norm	223598	384591	3587
		Total Teachers	136288	256857	2318
		Deficit or surplus of Teachers	-87310	-127734	-1269
Jharkhand	200 9-10	Enrolment*	22,12,927	36,37,452	11,805
		No. of teachers needed to maintain the PTR norm	73764	103927	337
		Total Teachers	55678	76258	188
		Deficit or surplus of Teachers	-18086	-27669	-149
	201 3-14	Enrolment*	1835460	3529451	9344
		No. of teachers needed to maintain the PTR norm	61182	100842	267
		Total Teachers	56376	79018	182
		Deficit or surplus of Teachers	-4806	-21824	-85
Chhattisgarh	200 9-10	Enrolment*	27,22,801	4,31,154	10,72,306
		No. of teachers needed to maintain the PTR norm	90760	12319	30637

<sup>10</sup> The table includes only primary, primary with upper primary and upper primary schools for the sake of brevity. These three categories of schools in year 2013-13 constitute 88.39%, 94.24%, 97.38%, 92.65% and 94.33% of the total schools in India, Uttar Pradesh, Bihar Jharkhand and Chhattisgarh respectively.

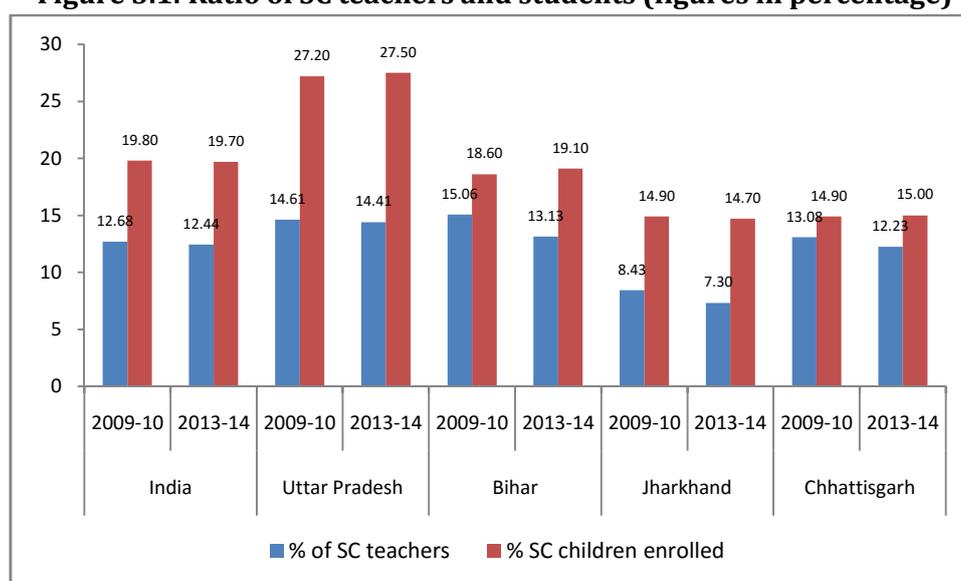
	Total Teachers	97394	18605	44278
	Deficit or surplus of Teachers	6634	6286	13641
201 3-14	Enrolment*	2336737	400163	1180002
	No. of teachers needed to maintain the PTR norm	77891	11433	33714
	Total Teachers	107658	19309	51862
	Deficit or surplus of Teachers	29767	7876	18148

\*State Report Cards, District Information System on Education,2009-10; State Report Cards, District Information System on Education, 2013-14

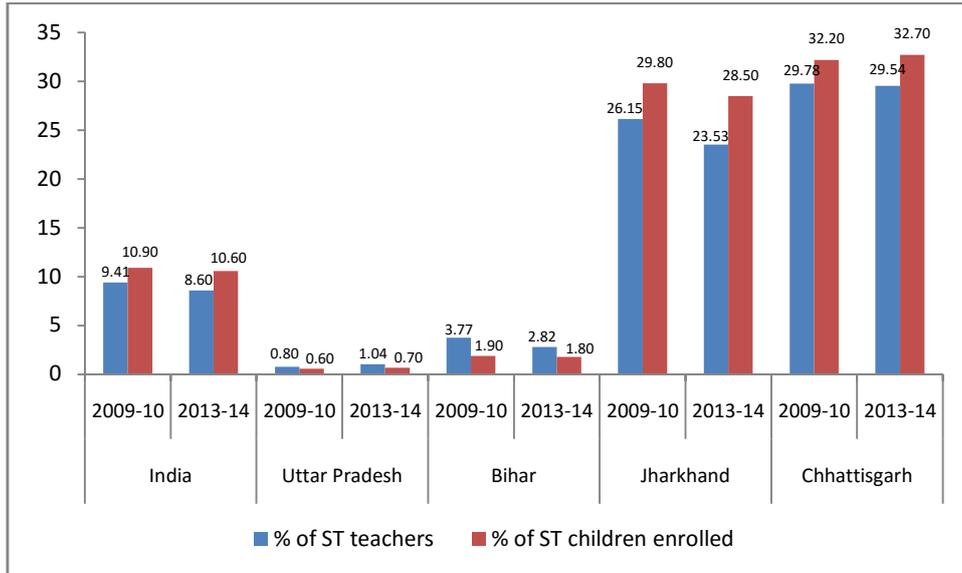
### 3.2. Social category wise ratio of teachers and students

Indian elementary schools have gradually become more diverse. A rapidly increasing number of children from marginalised communities and girls are now attending school, and the corresponding need for adequate social, emotional and pedagogic support continues to grow. To help instil a sense of belonging among disadvantaged students, who often experience manifest or latent discrimination, we need more teachers who belong to marginalised communities, as well as female teachers, taking care of the classroom. However, as the teacher ratios in the following charts show, there are not as much teachers from SC, ST, OBC and female teachers as there are students from these categories. Uttar Pradesh counted 27.5% children from SC communities in 2013-14, but the total of SC teachers is 14.41%. This situation did not improve over the last five years; in fact, the ratio dropped slightly. The same holds true for the recruitment of female teachers. Though more and more women have been employed as teachers, their numbers are not proportionate to male teachers. In Jharkhand, only 32.44% of the teachers are women. And, as discussed earlier, a sizeable number of schools employ no female teachers at all (see figure 2.2).

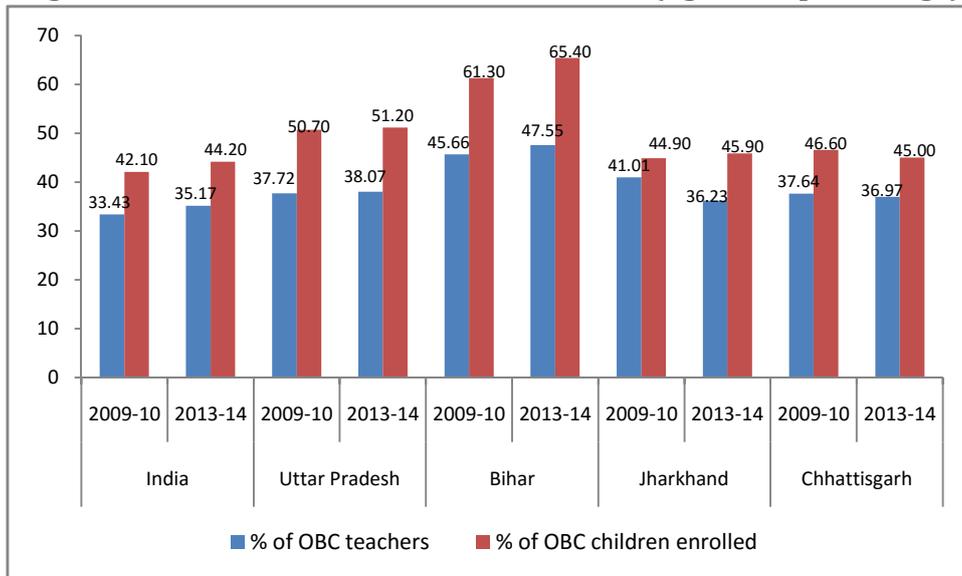
**Figure 3.1: Ratio of SC teachers and students (figures in percentage)**



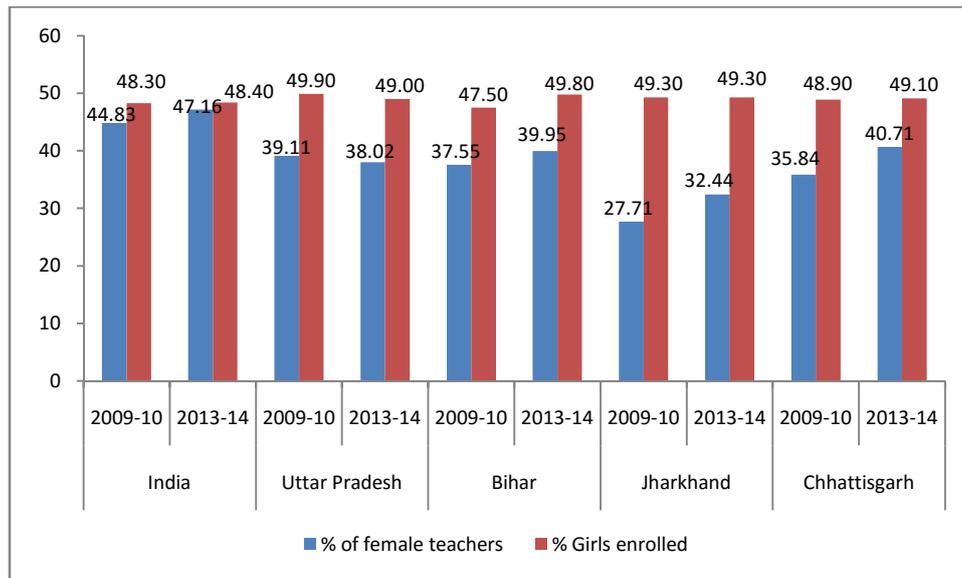
**Figure 3.2: Ratio of ST teachers and students (figures in percentage)**



**Figure 3.3: Ratio of OBC teachers and students (figures in percentage)**



**Figure 3.4: Ratio of female teachers and students (figures in percentage)**



### 3.3. Subject wise availability of teachers

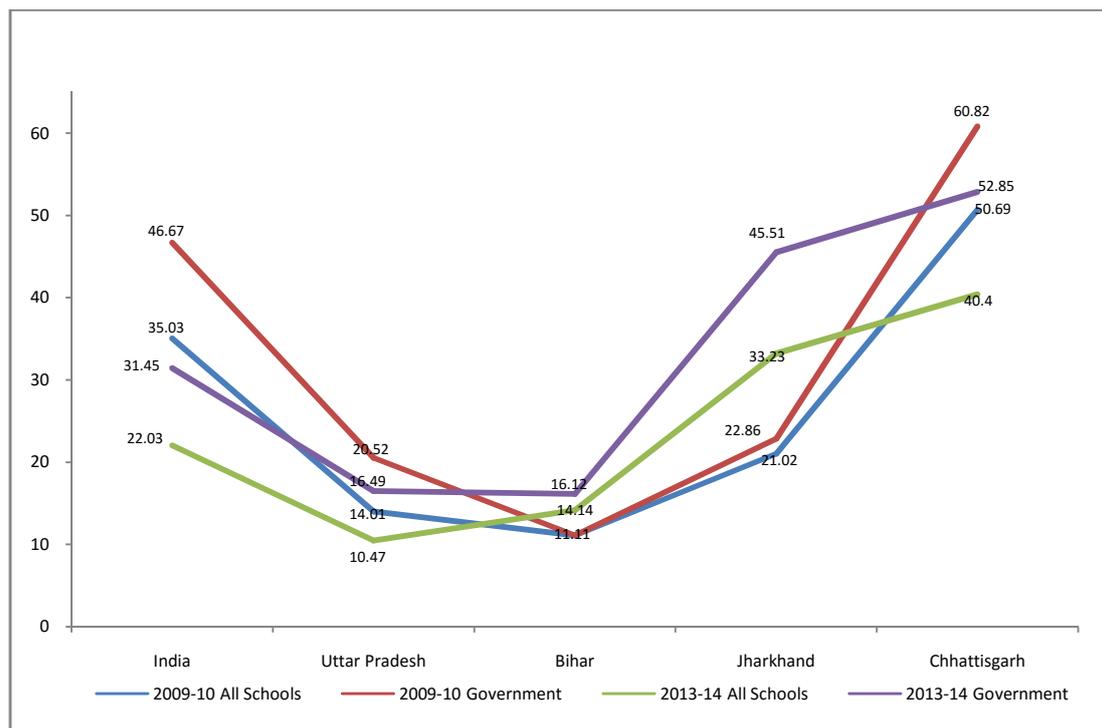
To provide quality education for children, it is not only necessary to recruit adequate numbers of teachers per school, but it is also crucial to employ an adequate number of teachers for each subject. Even schools that boast of a teacher surplus may, at the same time, suffer a shortage of teachers since many schools have more than one teacher for one particular subject and no teachers at all for other subjects. As a result, teachers are often asked to teach subjects they are not familiar with and this leads to adhocism, unsatisfactory lessons, and de-motivated and anxious teachers.

### 3.4. Inadequate provision of in-service training

Teaching is not an event; it is a process. It is not a static happening based on repetition and replication; it is a dynamic process that is always constructed, modified and adapted. According to Clandinin and Huber 'Teachers teach what they know. Teachers teach who they are. Teachers teach what each situation, each encounter, pulls out of their knowing' (2005: 43). Therefore, provision of in-service training is more important than pre-service professional undertakings. What teachers have learnt during their training before becoming a teacher is of a limited relevance in the event of the addition of a large number of children from marginalised communities to the elementary education system. The comprehension and contextual understanding of this changing landscape can only be appreciated if teachers are supported with relevant training on shifting pedagogy and knowledge creation.

The present involvement of teachers in in-service training is a cause for concern. Nationwide, only 22.03% teachers were provided training during 2009-10. The data from the selected states indicate that both Uttar Pradesh and Bihar are lagging far behind in facilitating their teachers to benefit from in-service training. If we take the in-service training of government school teachers into account, only about 16% teachers attended the training during the previous academic year in Uttar Pradesh and Bihar. It means that on average a teacher will get an opportunity to undergo professional development training every 6 year only. The situation is obviously unacceptable as the elementary education outlook is in great flux and progress. In comparison with 2009-10, the situation has taken a turn for worse for the country as a whole and Uttar Pradesh and Chhattisgarh as well. Though the state of Chhattisgarh is performing remarkable well and still manages to arrange in-service training for their government teachers every alternate year. Private schools, on the other hand, hardly lay any emphasis on the professional development of their teachers, especially in rural areas where there exists no oversight on their *modus operandi* and pedagogic techniques.

**Figure 3.5: Teachers received in-service training in previous academic year (figures in percentage)**



Source: Flash Statistics, DISE, 2009-10; Flash Statistics, DISE, 2013-14

### 3.5. Strengthening of State Council of Educational Research and Training (SCERT)

At the state level, SCERT provides guidance and support to the education departments of the state government of Uttar Pradesh, Bihar and Chhattisgarh to improve the quality

of elementary, secondary and teacher education. The SCERT organises research studies, develops curricular policies, instructional materials and plans and executes in-service education for teachers for their professional development. In recent years, however, the role and influence of the SCERT has been greatly curtailed. The overpowering importance attributed to the SSA has undermined the effectiveness of SCERT programmes (Jhingran 2014).

The neglect of and indifference towards the development of educational infrastructure is rather stark in the state of Jharkhand where to date no SCERT has been instituted. The state government apparently never felt the need for an organisation dedicated to policy and implementation processes and the assessment of teacher education.

### 3.6. Brisk increase in private school participation

Like the increased enrolment of students in private schools, the recruitment of teachers in the private education system is outpacing the recruitment of teachers in the employ of government schools. As the table below shows, there has been a nationwide increase of 32.75% in the number of teachers between 2009-10 and 2013-14. However, the number of government school teachers increased with 16.66% only. The enrolment of children in government schools also declined since 2009. In 2013-14, government schools saw a decrease in their enrolment numbers of 86,30,641 students. The rise of non-government elementary education is especially noticeable in Uttar Pradesh and Jharkhand. In Uttar Pradesh, the number of government teachers increased with a mere 13.59% during the last five years, whereas the countrywide increase of the number of teachers amounts to an impressive 39.58%. And in Jharkhand, the number for government teacher has in fact declined; there are now 10,992 fewer teachers in government employment than there were in 2009-10.

**Table 3.2: Growth of the government and private education systems**

Indicators	Teachers	Teachers in All Schools	Teachers in Government Schools	Enrolment in I-VIII (All Schools)*	Enrolment in I-VIII (Govt. Schools)*
India	2009-10	5816673	3953790	187872996	130591503
	2013-14	7721903	4612429	198899659	121960862
	<b>% increase in 2013-14</b>	<b>32.75</b>	<b>16.66</b>	<b>5.87</b>	<b>-6.61</b>
Uttar Pradesh	2009-10	697890	472107	31537647	19892972
	2013-14	974120	536247	36726500	17712153
	<b>% increase in 2013-14</b>	<b>39.58</b>	<b>13.59</b>	<b>16.45</b>	<b>-10.96</b>
Bihar	2009-10	332834	332503	19007493	19000330
	2013-14	419631	364715	21238957	19853552
	<b>% increase in 2013-14</b>	<b>26.08</b>	<b>9.69</b>	<b>11.74</b>	<b>4.49</b>
Jharkhand	2009-10	147804	132561	6523933	5757524
	2013-14	170189	121569	6625023	5021552
	<b>% increase in 2013-14</b>	<b>15.15</b>	<b>-8.29</b>	<b>1.55</b>	<b>-12.78</b>
Chhattisgarh	2009-10	171861	140836	4515735	3766796

	2013-14	213193	161198	4589564	3564881
	% increase in 2013-14	24.05	14.46	1.63	-5.36

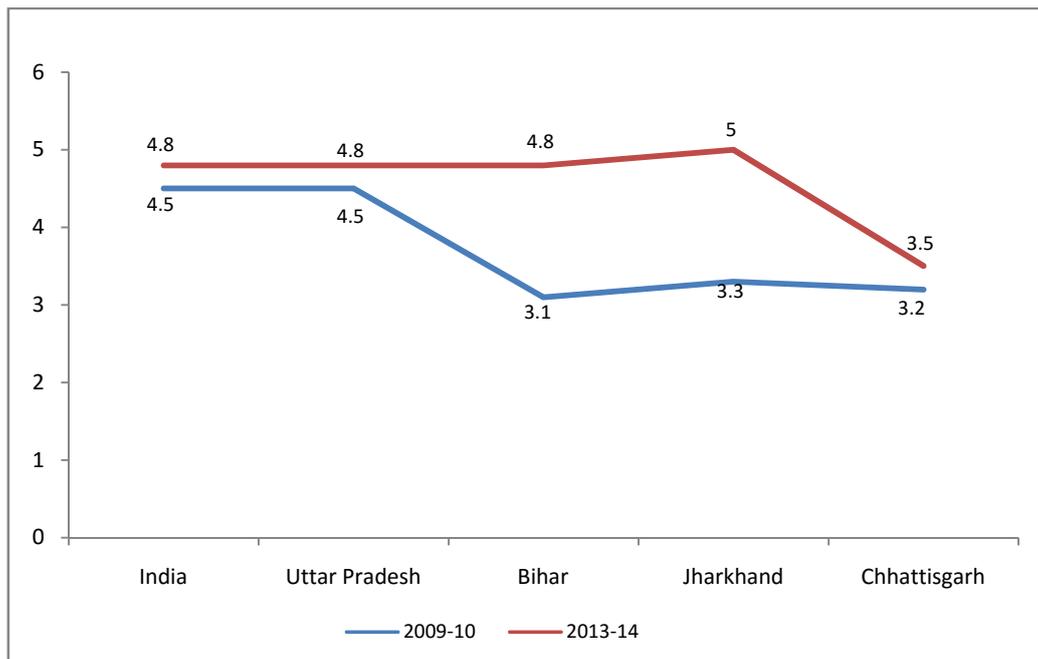
Source: \*Elementary Education in India, Flash Statistics, DISE, 2009-10;

\*Elementary Education in India, Flash Statistics, DISE, 2013-14

### 3.7. Optimum infrastructure

If teachers are to be held accountable for the learning achievements of the students, they are entitled to basic, minimum school facilities to enable them to teach properly. There should be eight dedicated classrooms per elementary school that host children from grade I to VIII. Multigrade classes or lack of dedicated classrooms hinder and undermine the learning process of children. The following figure (3.6) indicates that a number of schools are forced to organise multigrade classrooms or utilise other space such as terraces or verandas. The situation in Chhattisgarh is especially grave, where elementary schools are equipped with only 3.2 classrooms on average.

**Figure 3.6: Average number of classrooms per school**



### 3.8. Budget deficit

Our data show that elementary education expenditure continues to be put on the back burner. This is all the more worrying since all of the sampled state governments have yet to achieve all objectives of the RTE Act. The state of Jharkhand's share of elementary education expenditure of its GSDP has halved in 2013-14 compared to 2011-12. The states of Uttar Pradesh and Bihar have curtailed their share of elementary education in total expenditure by 27% and 20% respectively (for details see table 1.7). The fact that

state governments are diverting their attention and resources away from elementary education at precisely this juncture, when more determined and concerted institutional support is needed, does not bode well for the future of elementary education at all.

**Conclusion:** The elementary education system in the country has achieved a number of milestones. Enrolment rates are no longer an issue, but the provision of quality education still has a long way to go. The hurried recruitment of large numbers of new teachers has proved detrimental to the cause of a properly trained and competent teacher cadre for elementary education. In the present circumstances, it will take much more time, effort and financial resources to provide teachers with adequate pedagogic skills and knowledge than the state governments have apparently budgeted for. A gradual bridging of the gap between the existing situation and the objectives of the RTE Act, that is, educational justice for all elementary school children, will require a much more vigorous and committed support from the respective state governments than they have been able to provide thus far.

## Chapter 4

### Way forward

The RTE Act brought about many positive changes in the states of Uttar Pradesh, Bihar, Jharkhand and Chhattisgarh. The increased enrolment of girls and children from marginalised communities is a very encouraging development, as is the additional appointment of teachers necessary to deal with the growing number of elementary school children. However, the pupil-teacher ratios and the quality of teachers still fall far short of RTE objectives in the selected states. This study highlights the fact the increase in the number of teachers in Uttar Pradesh, Bihar, Jharkhand and Chhattisgarh has thus far not proved sufficient to comply with the PTR as defined by the RTE ACT. We have also shown that the fast pace with which teachers are presently recruited often takes place at the expense of proper vetting to ensure the quality of teachers.

As our analysis of the deployment of teachers in the four selected states has revealed, the insufficient number of adequately trained teachers continues to be a major stumbling block in all four states under review. To point to possible ways forward, this report offers a range of recommendations, which have emerged during the process of data review and analysis.

**PTR still needs to improve:** The RTE Act's norm of a PTR of 30 for primary grades and 35 for upper primary grades has not yet been realised in Bihar, Jharkhand and (for primary grades) in Uttar Pradesh. Our analysis of the figures documents the uneven distribution of teachers across elementary schools; some schools face a shortage of teachers while others have more teachers than needed. To enhance the overall PTR in the selected states, we recommend not only the recruitment of more teachers, but also their even distribution and deployment.

**Subject-wise availability of teachers:** Though there are no data available on the deployment of subject-wise teachers in the schools, but anecdotal evidences thus nevertheless suggest that some schools have more than one teacher for one and the same subject, while there are no teachers available for other subjects. Consequently, teachers are often asked to teach a subject they are not comfortable with, especially in upper primary schools, and this in turn results in teachers' de-motivation and anxiety. We therefore strongly recommend that this comparatively underreported occurrence will be documented in more detail to rationalise the deployment of teachers in future.

**Bringing community and gender diversity among school teachers:** This study underlines the importance of more female teachers and teachers from marginalised communities whose backgrounds reflect the changed social and gender composition of classrooms and who are able to offer adequate social, emotional and pedagogic

guidance to disadvantaged students. At present, female teachers and teachers from SC, ST, OBC communities are under-represented. The ratio of female teachers should be proportionate to the employment of male teachers. Clearly, we need more female teachers and teachers from marginalised communities to meet the educational needs of students from marginalised communities and girl students.

**Inadequate in-service training:** To provide elementary schoolchildren with a satisfactory level of education, it is essential that teachers receive regular, comprehensive and up-to-date in-service training. At present, the inadequate provision of in-service training is a major cause for concern. And our study shows that in-service training in Bihar and Uttar Pradesh leaves much to be wished for. Sadly, this conclusion holds true for government as well as private schools.

The inadequate provision of in-service training is a particularly pressing concern because of the influx of large numbers of children from marginalised communities and girls. Most teachers' are insufficiently prepared for the changes brought about by this influx. We therefore feel that the importance of in-service training cannot be overstated. Teachers need relevant training about changing pedagogic paradigms and knowledge creation to meet the educational needs of marginalised children and girl students.

**Strengthening of SCERT:** To ensure adequate and competent in-service training, it is imperative that the SCERT regains its former importance. SCERT's efforts to provide guidance and support to states' education departments are essential for the improvement of the quality of elementary, secondary and teacher education. In states where the SCERT remains absent till date, like the state of Jharkhand, it should be established as soon as is feasible.

**Optimum infrastructure:** The often voiced but still unfulfilled need for optimum infrastructure influences the efficacy of all the above recommendations. Needless to say, multigrade classrooms do not assist educational progress. Our data show that the situation is especially grave in Chhattisgarh, which falls far short of the national average of eight classrooms with only 3.2 classrooms per elementary school.

**No going back on budgetary promises:** The decreasing elementary education budgetary provision is a matter of grave concern. There should not be any let-up in the availability of sufficient, timely and necessary resources for the maintenance and improvement of the elementary education system. It is sometimes easy to ignore not so high profile measures like in-service training programmes in order to economise on budgetary provisions, but this kind of adjustment undermines the ultimate goal of the RTE Act, and holds teachers unfairly accountable for the unsatisfactory learning achievements of school children.

To sum up, the hopeful developments since the promulgation of the RTE Act, especially the rising enrolment figures and the inclusion of more and more disadvantaged children in the Indian elementary education system need to be supported by substantial and

long-overdue investments to improve the quantity and quality of teachers and allay the infrastructural problems that currently impede educational progress. This is especially true for Uttar Pradesh, Bihar, Jharkhand and Chhattisgarh. Our review of the data, and our comparison of the educational developments of the four states with national averages, show that the selected states continue to lag far behind in many instances, in particular with regard to PTR, in-service teacher training and basic infrastructure. For Uttar Pradesh, Bihar, Jharkhand and Chhattisgarh to keep pace with the rest of the country, the state governments' political and financial commitment to inclusive and quality education is the need of the hour.

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## Annexes

### Annexe 1: Out of School children in the age group of 6-13 years (2014)

Indicators /States	India	Uttar Pradesh	Bihar	Jharkhand	Chhattisgarh
Total Children in the age of 6-13 years	204087274	41328812	23641078	6956163	4459796
Out of school children in 6-13 years age	6064229	1612285	1169722	140426	167072
Never enrolled children in 6-13 years age	2698377	865441	643483	98631	94317
% of never enrolled to total out of school children	44.5	53.68	55.01	70.24	56.54
No of children enrolled but never attended school	1123849	279995	232110	3863	1223
% of enrolled but never attended children to total out of school children	18.53	17.37	19.84	2.75	0.73
Disabled out of school children	600626	96237	103187	19425	27542
% of disabled children out of school	28.07	30.49	22.54	18.79	46.12
% of children in Slums who are out of school	2.38	2.28	11.71	NA	NA

Source: National Sample Survey of Estimation of Out-of-school Children in the age 6-13 in India, Draft Report, Social and Rural Research Institute, 2014, pp-12

## Annexe 2: DISE's Educational Development Index Indicators

Component	Indicator
ACCESS	DensityofSchoolsper10Sq.Km.
	AvailabilityofSchoolsper1000ChildPopulation
	RatioofPrimarytoUpperPrimarySchools/Sections
INFRASTRUCTURE	PercentageofSchoolswithStudent-ClassroomRatio:Primary>30&UpperPrimary>35
	PercentageSchoolswith1:1Classroom-TeacherRatio
	PercentageofSchoolswithDrinkingWaterFacility
	PercentageofSchoolswithBoys' Toilet
	PercentageofSchoolswithGirl'sToilet
	PercentageofSchoolsRequiredandhaveRamp
	PercentageofSchoolswithKitchen-shed(GovernmentandAidedSchools)
TEACHERS	PercentageofSchoolswithFemaleTeachers(Inschoolswith2andmoreteachers)
	PercentageofSchoolswithPupil-TeacherRatio:Primary>30&UpperPrimary>35
	PercentageofSingle-TeacherSchools
	TeacherswithoutProfessionalQualification
OUTCOMES	AverageNumberofInstructionalDays
	AverageWorkingHoursforTeachers
	PercentageChangeinEnrolmentinGovernmentSchoolsoverthepreviousyear
	GrossEnrolmentRatio
	ParticipationofScheduledCastesChildren:PercentageSCPpopulation(2011Census)-
	ParticipationofScheduledTribesChildren:PercentageSTPopulation(2011Census)-
	ParticipationofMuslimChildren:PercentageMuslimPopulation(2001Census) -
	RatioofGirls'EnrolmenttoBoysEnrolment*
Drop-outRate	
TransitionRatefromPrimarytoUpperPrimarylevel	