CHAPTER - 1

INTRODUCTION

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OBJECTIVES OF STUDY
INTRODUCTION

(i) NEED OF RESEARCH STUDY:

As soon as I completed my Bachelor’s degree in Education (B.Ed.), I wanted to start my carrier as a teacher. As I have habit of reading news paper, I came to know that the status of primary school teacher is devaluating constantly and observed that primary school teachers are not performing their specified role and they are stressing more on either their perceived role or performing expecting roles. Such sorts of observations stimulated investigator to know the facts about status-role and problems of primary school teachers. So I thought to conduct a research study to find out the facts about the status-role and problems of primary school teachers.

“Primary school teacher is the second most important architect of child’s personality after mother in family and his status and role is a source of illumination and power which transforms and enables child nature by the progressive and harmonious development of child’s physical, mental, intellectual and spiritual powers and facilities”\(^1\).

There is no denying the fact that the teacher is the single most important component of the education structure. Further more, it is true that a society is what its people make it, it seems equally true to say that in the making of society itself the teacher, by virtue of his position and function, has a potentially most vital role to play. How exactly this role is performed depends a lot on the total social milieu within the teachers’ function.

This issue of the status and role of the teacher is thus amongst the most important in the area of sociology of education and it is specially so in the present Indian society passing through a critical transitional period that face a number of and various crucial problems.

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\(^1\) Dr. Altekars, A.S. (1950) Education in Ancient India page-8.
A teacher begins his profession with an objective of serving the society with high ideals and with the resolution of simple living and high thinking but he confronts many day to day problems like personal problems, institutional problems, physical, administrative, academic and economic problems. Thus, it is very important that the problems of primary school teachers are identified and analyzed to find remedies for positive development of teachers and primary school education.

After independence several committees and commissions have been set up to recommend methods of bringing about qualitative improvement in education. As a result workers in the field of education have endeavoured to develop better curriculum, textbook and teaching aids. Considerable efforts have been made to devise better techniques of teaching and means of assessing student’s achievement, but all of these were of no use and development targets have remained to be achieved, unless the pivot of the educational system – the teacher would not be satisfied.

Poor salary, poor working conditions of primary school teachers, non-redressal of grievances, non-involvement in consultations and decision making, taking lots of non-teaching work like census work, participation in health camps, rationcard renewal etc., absence of an effective system of incentives and disincentives for good and bad performances are some crucial problems which primary school teachers are facing:

Due to shortage of budget for the payments of primary school teachers, the teachers began to seek secondary means of earnings and absconding from duties. If there are two or three teachers in a school, they decide amongst themselves to attend school one by one everyday and keeping a leave application with the other teachers. So that he may present them before inspecting authorities. Some teacher began to pay some fixed monthly amount to the inspectors. Thus attendance of students began to decline and guardians
decided to admit their wards in private schools where there is regular presence of teachers.

It was also observed that some teachers were engaged at Basic Shiksha Adhikari’s Office for preparation of fixation of pay and maintaining other related records. All this created many problems before a primary school teacher; this was also a need of research study.

No systematic study regarding status –role and problems of primary school teachers has been done so far. So there was an urgent need of conducting the research to explore what are the problems of primary school teachers, what type of status do they have, what are the roles, which they are performing. Therefore the present study has been undertaken.

Research during the 1960’s on progress and problems of primary education highlighted the problems of non-enrolment and dropouts, poverty, child labour, inaccessibility of schools, household responsibilities of girl children. These were some of the prominent reasons.

At this age when in all walks of life growth and revolutionary changes are taken place, it has become rather necessary to conduct a deep study on “Status – Role And Problems of Primary School Teachers”

The role of the teacher in building the nation is well recognized. Keeping in view the vast illiterate population in our country, the role of the primary teacher is all the more important; it is neither possible nor desirable to substitute the teacher. Hence for the planning of realistic education, it is important that adequate attention should be paid to understand the profile of teachers working under different conditions so that the concerned agencies could take suitable steps for removal of the anomalies.

Apart from it there are several obstacles such as late payment of salaries, arrears and claims. They have to perform more expected roles along with their specified roles. They are unable to enjoy other facilities as other government servants are availing. Psychological depression, tension and stress they always
face in their daily life because of their double life. Teaching aids, inputs and technology is far away from them. Thus they are exploited in the name of human resource and development.

According to “fifth All India Education survey 1991” – More than 60% of the primary schools in India had a single teacher or at the most two teacher to take care of all five classes (I-V). In a single teacher school, a teacher hardly gets any time to think about the quality of education.

Very little has been done in this field. That is why the primary school teachers have been suffering from many problems for the last three decades. The socio-economic status as well as, social dignity of a teacher is certainly devaluated. They are denied social respect, which they used to enjoy during last 30 years. It must be kept in mind that reliability of the teachers and acceptance of their sanction depended on their social status to a large extent.

For the welfare of primary school teachers state governments appointed several committees and commissions time to time who suggested many solutions to develop the primary school education and promote the teacher on one side and on the other side, various attempts were made to improve the economic status of primary school teachers at par with other departments in respect of benefits and schemes such as Vth pay commission, leave traveling concession (L.T.C.) and bonus etc. But owing to absence of real honest leadership, business affairs in family and lack of administrative skill and support they are there as they were before. There status has not undergone any considerablily change. So due to above reasons there was an urgent need to study the role-status and problems of primary school teachers.

(ii) Social significance of study

There are several studies, which have been, conducted upto now; but very few have been carried out in Uttar Pradesh. This study namely “The status-role and problems of primary school teacher” has multifaceted social
importance. It is conducted first time at district level especially in urban area of Jhansi. Before it not a single study is carried out so far.

The dimensions, which are chosen for this study, are main issues such as role-status and problems of primary school teachers. The status and role of primary school teacher has become interrogative. Kar (1955: 306) tells “Any issues emerges when people become conscious and create great difference between our interest and realities”. The status of primary school teacher, which was highest status in society, has now deteriorated in the eyes of a common folk. This study will reveal the causes of it.

Role, is shadow of personality T.Veblen (1914:192) says “Man is what? What he does as he thinks so he feels”\(^2\). It is general observation that a primary teacher is not performing his role; but-why? And what is he doing now? In this study attempts will be made to examine, what types of roles a primary school teacher is performing. Is he performing expected role by superiors or his own perceived role other than specified role of a teacher? This study is important because it is highlighted in this context. The prime role of sociologist is to invite attention of people and create awareness about the social problems

Teacher is an architect of human personality. He not only strengthens the knowledge of children but-also socializes and shapes the child’s personality. If he is facing various kinds of problems, it is sure that problemed persons could not perform his obligation and functions. This study is significant because it analysed the types of the problems as well as causes of the primary school teacher’s problems.

In this study several issues relating to various aspect of primary education have also been studied, along with their causes and probable solutions. Thus, this research study will be more beneficial to the department’s

administrators to resolve the issues from the findings of this study in near future In this context the study is very much important

(iii) A concept of Research study: So far as the concept of this research study is concerned as per the subject of study is “Status Role and Problems of Primary School Teachers” its brief explanation is given below;

1- Status:
Each individual has his status in a specific duration of time, in-group or in society. Some enjoy higher and other lower position. One can have a great status in one field but lower in other. In this way the kind of class, which an individual possesses, is called “Status” in the language of sociology. The structure and organization of every society is formulated by various statuses, which are borne by individuals. Robert Birotefd therefore, says, “Society is a network of statuses”\(^3\). Elliot and Merrill (1941=9) very rationally explained the concept of status. They tell, “Status is the position which the individual occupies in the group by virtue of his sex, age, family, occupation, marriage and achievement”\(^4\). Kimbal young also said the similar words “The place in particular system which a certain individual occupies at the particular time will be referred to as his status with respect to that system”\(^5\).

2- Role- Role is an applied and dynamic aspect. Status is borne while role is performed. When an individual performs role in accordance with his status and enjoys special rights, related to status, it is called “Role” Due to bearing a status what an individual does, is his position. Elliot and Merrill therefore say

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\(^3\) Robert Bierotedt The social order, P – 211
\(^4\) Elliot and Merrill (1941) : Social disorganization page – 9.
'Role' Ogburn and Nimkoff explain, “Role is total social expectations and behaviour patterns in relation to a special position in a group in which there is a provision of both duties and facilities”

In this way Role comprises following features:

1. Role is totality of those behaviours which a group or society expects from a person after having a specified status
2. Each role is performed in the reference of others and not in solitude.
3. Role is related with status because status is both, innate and achieved.
4. Role is dynamic because one role is performed by different in different manner.
5. Role is dependent on actor's qualifications, capacity, interest and attitude.
6. Individual plays several roles but he is recognized by his main role.
7. Each role requires different behaviour
8. Every role involves its position and facilities

3- Problem:

As far as the concept of problem is concerned, "It is behaviour, patterns or conditions that are considered objectionable or undesirable by many members of society. These members recognized that the corrective policies, programmes and services are necessary to cope with and reduce the scope of those problems". Merton explained "The problem as a significant discrepancy between social standards and social activity". When we think deeply over these points we come to conclusion that problem is deviation of ideals, originated on common basis and inter related with other problem, effects all members and sections and needs collective approach of solution.

7 Ogburn and Nimkoff (1960) Sociology PP—153-54
8 गुप्ता एवं शर्मा (198) : 'समाजशास्त्र' साहित्य प्रकाशन आगरा, पृष्ठ—207
9 Rechared, C. Fyller and Myers (1960); Some Aspects of Theory of Social Problems, American Sociology Review.
originated on common basis and inter related with other problems, effects all members and sections and needs collective approach of solution.

Horton and Leslie beautifully defined problem as “A state which effects a group of the people in such a way which is understood undesirable and thought that something can be done about it” 11.

In this study the status – Role and problems of primary school teachers means the position administratively as well as socially held by teachers through which they are performing their jobs and responsibilities and facing problems in their performance.

(IV) Historical Background Of Primary School Teachers

In the life of a nation, history plays an important role. The foundation of the present is laid down in the past. Present and future constitute a continuum. The past possesses an enormous power of influencing the present and directing the course of events in future. This statement holds true in case of India's teaching profession also. Any study of the Indian teaching profession will, therefore, remain incomplete unless it is made in its historical perspective.

[a] Teaching Profession in ancient India:

Teaching was neither a vocation nor a profession in ancient India. It was the natural duty or ‘swadharma’ for a certain category of people. It was not performed for earning money, but for discharging one's own social obligations.

Teaching in ancient India was a special privilege and prerogative of the Brahmanical order. It was their natural duty inherent in their psyche. The Brahmanical order for hundreds of years was open and did not regress into a caste. It was a status, which anyone could achieve by one's own efforts. At a later stage of social development it became ascribed to a particular caste. Its basis became ‘birth’.

Amongst the Brahmins also those who lacked the mental and moral qualities for becoming a teacher were disallowed to act as teachers. There is however, no denying the fact the Brahmins and priestly classes and caste had dominance on the teaching profession and historic factors. Only intellectual and academic achievements were not thought to be enough for the teachers.

They were expected to be embodiment of morality and culture so that they might inspire their pupils by the qualities of their character. Moral virtues, which a teacher was expected to possess, were impartiality, intellectual honesty and integrity, truthfulness, selflessness, simplicity, strength of character and lack of greed.

Teaching was a moral duty, a pious obligation or Dharma in ancient India. Teachers maintained such a high ethical and moral code that everyone including the kings used to touch their feet but they never became egoistic or proud of the social recognition they got. Humility and simplicity were their greatest virtues. To run after worldly achievements and pleasures was against their dignity. Indian society still expects its teachers to practice this code of conduct.

The teaching community was divided into four categories – Kulpati, Acharya, Guru and Upadhyaya. The Kulpati being the head of the educational complex, the Gurukul or the Ashram, with several Acharyas and Gurus, were responsible for education, moral development, and lodging and boarding of students studying in the Ashram. During ancient times, gurus used to shoulder the responsibilities of imparting education. For that they established ashrams. Education pattern prevalent in those days was popularly known as "Gurukul Parampara" students used to stay full time with their guru (teacher), who used to be an enlightened and knowledgeable person. Students from different strata, but not shudras of society, including wards of kings and high echelons, used to study in these institutions.
Besides imparting theoretical education, the guru used to give practical tips for leading an honest and purposeful life. The guru followed strict disciplined routine and led a simple life. He demonstrated and taught his students all aspects of practically dealing with all kinds of situations in life.

His prime objective was sharing information and knowledge with his students, irrespective of monetary rewards for his services to society. When students completed their education, they acquired all good qualities of leading an honest and purposeful life as good citizens. Keeping, in view the dedication, devotion and sincerity of gurus, not only students but their parents as well and the entire community used to respect them for their service to society. The Ashram was granted full autonomy and teachers were free to express dissent and unconventional opinions. The Acharya was superior to Guru in position.

The profession of teaching was considered to be noblest of all the professions and vocations and the teacher's status was the highest, higher even than that of God. It was said that kings commanded respect in their own kingdom but Acharya in the whole world. They were self – satisfied in their existence and possessed a high degree of self-confidence. They did not believe in luxurious living. They were the ‘ideals’ or ‘role models’ for their pupils as well as for the entire society. They had earned the status by themselves for their moral and intellectual virtues.

[b] Teaching Profession in Medieval Period:

With little or no change the system continued during the Buddhist period. Certain changes were introduced during the medieval period and state support was withdrawn from Hindu educational institutions. The main characteristics of the profession, however, remained undisturbed. The Mathas and pathashalas replaced Ashrams. The Muslims started their own systems under the Maulavis and Ulema. The economic pressure on teachers increased
and some of them started side business also but the majority followed the traditional norms.

Education still remained a noble profession and society gave due regard to those who discharged these duties and responsibilities.

[c] Teaching Profession in Modern Period:

(i) Teaching Profession Before Independence:

The modern teaching profession in India was the creation of the British Raj to achieve its own ends. A system of education alien to India was transplanted. One teaching community foreign to Indian traditions came into existence. The base from which teachers were recruited became wider but no attempt was made to make a synthesis between the old and the new. The result was that gradually the Indian teacher became cut off from his roots.

The British Raj started an open system of education. Teaching profession which was an exclusive preserve of the Brahmins became theoretically open to all. A new type of teacher emerged on the Indian scene. He was a states servant, appointed by the same and received prescribed salary. This was against the Indian tradition. The new teacher now needed no social support. He gradually became cut off from the local community.

In the training of teachers a little of educational psychology, principles of teaching, school organization and health education were included. Trained teachers enjoyed higher salary, perks, and prestige. Difference between the quality of a trained and untrained teacher was, however, very insignificant.

The British Raj offered very low salaries to the teachers and other facilities were totally absent. People rejected from other fields, below average in knowledge and morality, having no aptitude or interest in teaching, joined the profession. These persons remained dissatisfied in their existence and condemned themselves. The profession of teaching became a profession of rejected, frustrated and disappointed people and it still continues to remain so.
In spite of the fact that salaries of teachers were low in comparison to other profession during the British Raj, their status was not low in comparison to present day teachers. A teacher was an important member of the society. He used to serve it in many ways. He was consulted and invited on all important matters and occasions. His opinion had weight. The widely prevalent illiteracy, the absence of institution of social security and welfare made even the primary school teacher an acknowledged leader of the village community. He was offered free lunch and dinner and given presentations on different occasions. People used to touch his feet and stood up from their seats to greet a teacher when they saw him.

The English established schools and colleges for the specific purpose of producing literate persons who could assists them in routine administrative office work. They introduced English as the medium of instruction along with the local language. They laid more stress on teaching English for their own administrative convenience. They, however, followed merit as the main criteria for recruiting competent and knowledgeable teachers for achieving their limited specified objectives.

Over the years, the teacher’s financial status did not become sound and he had to undertake some kind of side business although this did not affect his duties. His needs were fewer in comparison to the present day teachers. His was a typical personality and anyone from simply looking at him could say that he was a teacher. He still continued to be the old Guru although role conflict between the teacher and the Guru began to emerge during the last days of the British Raj.

So, teachers in this period, in spite of their low salaries and anachronistic knowledge, however, enjoyed a higher prestige in comparison to teachers of the new system. The reasons for this were their caste, scholarship and dedication to their duties.
(ii) Teaching Profession in Independent India:

The British government transplanted an alien system of education in India, which quite naturally transformed the quality and character of Indian education, culture and society. It was expected that the new government will put the house in order but nothing material except appointing a few commissions and committees whose recommendations were half-heartedly implemented, was done. The political interference in education increased.

The bureaucracy became weak the teaching community was prematurely over politicalised and unionism, casteism and communalism, which had an anti-professional impact on education-increased.

It was hoped and perhaps rightly, that a code of conduct for teacher will be prescribed by the state and by professional organization of teachers. But except for paying lip service to the idea nothing concrete was done. On the contrary, due to the accelerated process of social change, modernization and westernization, norms and code of conduct continuing since generations were almost eroded. The administrative machinery has became weak, the social pressure lost its value and the mechanisms of control proved ineffective. By and large the teaching community now does not bother about standard or norms of behaviour. No one appears serious about the code of conduct for teachers. Even in Act No. 73, 1993 one does not find a word about it.

The qualifications for the recruitment of teachers have been enhanced. Up to a certain level degree and diploma in education have also become compulsory. The salary and other benefits have been increased since 1973. The promotional avenues have also been enlarged. But there has been no change in the quality of teachers. The same rejected and frustrated people have opted for the profession who not because they were interested in it but because they had no alternatives. One can think of the plight of a profession in -which the vast majority, in addition to being mentally and morally below the standard takes no interest in their work, exceptions being only a few.
The training qualifications have been made compulsory up to the secondary stage. In order to provide training to teachers a large number of substandard teachers colleges, with little or no facility for providing training to prospective teachers have been established. A few universities have started correspondence or distance education programmes of teacher education. Misadventures like this have deteriorated the quality of teacher education to a very great extent. Even teachers in these colleges are the rejects from the main disciplines. The climate of teachers colleges and departments of education is so anti-intellectual and anti-academic, that the moment a teacher or a student joins it the process of his own de-education starts. For inculcating professional values among teachers a through, rigorous and complete training is essential. But under the present circumstances it is beyond expectation. It appears that the teachers will remain plastically almost untrained unless the Council takes drastic measures to improve the situation.

In free India attempt was made to curtail the influence of caste, creed and communalism. But unfortunately their significance has increased. In addition to these the community has become divided on the basis of region and language. The introduction of the philosophy of social justice in the appointment of teachers in form of reservations of various categories, though essential, has created many problems which administrative and political leadership was not able to visualize. Due to expansion of education, a large number of first generation educated persons who lacked professional and cultural values have joined the teaching community and are likely to join it in future. The impact of all these is anti-educational and anti-cultural.

The Britishers established certain norms for maintaining the status of teachers. They were appointed as juries and assessors in the courts. Side business and private tuitions were totally banned unless the Deputy Director granted permission for the same. But now under political pressure and the pressure of teacher’s organizations these restrictions have been removed. A
vast majority of teachers has undertaken private tuitions. They run teaching shops, work in coaching institutions and engage themselves in activities, which fetch them, more money at the cost of classroom teaching, which is being neglected. The use of unfair means at the examinations with the help and connivance of teachers has become a cancerous. Teachers are found dancing at the door of their heads, managers and politicians. All these have deteriorated their status in the eyes of public. They have lost their old prestige. None else except the teachers are responsible for such a sad plight.

Teaching community in India has become the custodian of the conservatism. It attempts to preserve and transmit whatever is bad and has become irrelevant. It has lost its critical ability and perception. Information given to students is not converted into knowledge. The primary objective is to enable students to secure good marks. The subject matter is transmitted from one closed mind to be closed into student’s notebooks. The message of a subject or discipline remains excommunicated. Teachers teach a subject but they do not understand its central purpose. The result is that the formation of mind and improvement in its quality do not take place in our educational institution at any level. There may be few exceptions here and there.

Teachers are now expected to lead students through various life experiences in diverse areas. Today the primary education system is child centered and activity based process of learning. Now teacher instead of being a source of information would act as a mediator of learning. A teacher would plan helping children to learn in and through their own environment, help them develop inquiring mind stimulate and motivate them and act as a guide to help them to gain new experiences.

Today primary teacher has to act as a friend, philosopher and guide. But primary teachers today encounter a number of problems such as administrative, professional and academic that impede their role performance for example, proficiency in multigrade teaching is lacking, poor status,
inadequately low remuneration, lack of avenues for promotions socio-economic and other conditions as compared to other departments, inadequacies and serious flaws in the education system and very high student teacher ratio.

(V) ROLES AND RESPONSIBILITIES OF TEACHER

The role of the teacher has been well recognized in the traditional Indian thought through the centuries. The Guru (Teacher) was to be revered as an imparter of knowledge and a guide. In the present context the role of the teacher remains as critical as ever. "The teacher plays a major role in implementing the policies and schemes formulated to achieve a breakthrough in the quantitative expansion and qualitative improvement of education."\(^{12}\)

The teacher is an important pole of the process of the education. The teacher in the school plays the same role in shaping the personality of the child as the potter plays in giving the shape to a pot. The child imitates his teacher's habits, ways of the behaviour and ideals of his life. The child in the school passes much time with teachers concerned and hence his behaviour his habit formation, his physical, emotional connative and moral developments are influenced by teacher in the school.

With the use of psychological principles in the education, it is emphasised that the teacher must mould the behaviour of the child as suggested by the principles of psychology.

Though now a day a teacher's role in the present system of education has changed from the ideal man to an ideal friend as a competent guide. Teacher act as a facilitators or coaches, using interactive discussions.

They utilize "props" or manipulatives to help children understand abstract concepts, solve problems and develop critical thought processes. For

\(^{12}\) Indian Educational Review – Vol 39- No. 1 Jan 2003 P- 45
example, they teach the concepts of number or of addition and subtraction by playing board games. As the child gets older, the teacher use more sophisticated materials, such as science kits, maths kits. Primary school teachers play a vital role in the development of children. What children learn and experience during their early years can shape their views. Primary school teachers introduce children to mathematics, language, science and social studies. They use games, music, artwork, books and tools to teach basic skills. Teachers design classroom presentations to meet student's needs and abilities. Teachers plan, evaluate and assign lessons, prepare, administer and grade tests, listen to oral presentations and maintain classroom discipline. They observe and evaluate a student's performance and potential and increasingly are asked to use new assessment methods. Teachers also grade papers, prepare report cards and meet with parents and school staff to discuss a student's academic progress or personal problems.

The role of teacher is central in any educational system. The best curriculum, syllabi and text materials become ineffective if the teachers do not know how to handle them. Nearly all issues, whether related to goals, learning achievement, organization of programmes or performance of the education system, involve an analysis of the role of the teachers; their behaviour, performance remuneration, incentives, skills and how they are used by the system.

The teacher is the principal agent in implementing educational programmes and appropriately transacting the curricula in the classroom. He/she makes decisions that determine the quality of learning experience pupils have in the classroom. The explosion of knowledge and advancement of technology have enhanced the role and responsibilities of teachers. The teachers have therefore to remain aware and awake towards social needs and new development.
While it is essential that classroom interactions results in the achievement of the desired competencies in the pupils. It is highly desirable on the part of the teacher that he inculcates the spirit of inquiry and right attitudes to apply his knowledge to life situations, leading to the inculcation of the habit of life long learning among the pupils. The teacher has to create a suitable congenial learning environment whereby the students can investigate, question, discuss and seek guidance for arriving at the appropriate solution of the problems.

Parents anchor the child like a plant to the soil but it grows well by teachers who not only give sunshine but also water, manure and weed out the bad company. To mould a child to a responsible citizen teacher play important role. A child spends his first five crucial years at home. He learns to speak at home in his mother tongue. He also learns about his surroundings and where he stands. Mother is the child’s first teacher and home is the first school for a child. When he/she comes to school he/she is not raw. In school the teacher shows the children the path of knowledge. Parents are like resource that provides the raw materials whereas the teacher is a furnace with its functional elements who refines the materials and give the pure material to the market.\textsuperscript{13}

In the context of the role of the teacher in the Indian Education System National Policy on Education (NPE 1992) states that" The status of the teacher reflects the socio – cultural ethos of a society, it is said that no people can rise above the level of its teachers. The Government and the community should endeavour to create conditions, which will help motivate and inspire teachers on constructive and creative lines. Teachers should have the freedom to innovate, to devise appropriate methods of communication and activities relevant to the needs and capabilities of and the concerns of the community.

\textsuperscript{13} Shreelatha S. The Primary Teacher No. 4 Vol. XXIV NCERT Oct. 1999 p28.
(vi) Status Erosion of Primary School Teachers

In ancient days teaching was a profession restricted to be practiced by the privileged class of the society and it was more or less a hereditary profession. In ancient India only the Brahmins were permitted to do teaching work. In the caste system that prevailed in India Brahmins occupied the most venerable position. Since Brahmins were to be respected the teachers were also respected. In the medieval period and in the later periods when teaching became a vocation many people came to do the job, it was no longer the monopoly of the Brahmins.

J.S. Rajput stated “In a nation which in the past has traditionally given the highest place of reverence to a teacher, ‘The Guru’, the situation has changed to such an extent that there is real and serious concern not only with regard to the professional and social status of teachers, but also on the very need of a professionally prepared teacher. There are three major concerns: the teachers are upset and disturbed about their working conditions, the emoluments and their social and professional status, there are state government, agencies and Organizations which are recruiting teachers without any initial”\(^\text{14}\)

The secondary education commissions have stated that, “In spite of the recommendations made by successive education commissions in the past many of the disabilities from which teachers suffer still persists”\(^\text{15}\)

They stress that, “It is absolutely necessary to improve their status and their conditions of service”\(^\text{16}\)

Shri Humayun Kabir says, “Unfortunately teachers today do not command the respect and affection of their pupils to the extent they did in the

\(^{14}\text{Professional Status of Teacher – N.C.E.R.T. –1996-Edited by – T.N. Dhar, Published by the Member Secretary NCERT, New Delhi –P-197.}\)

\(^{15}\text{Report of The Secondary Education Commission op cit. Pg. 155.}\)

\(^{16}\text{Ibid – Pg. 156}\)
past. For this they alone are not to be blamed.”\textsuperscript{17}

Teachers now a day have been losing faith in their profession and have been making themselves casual workers concerned with their livelihood only. Teaching has been neglected or at least teaching is not rewarded and recognized.

“It is no wonder that most of our teachers are teachers not because it is their chosen calling, but because they could not secure employment elsewhere.”\textsuperscript{18}

Due to low status of teachers, teaching professions now a days is not able to attract intelligent and talented men and women. The financial prospects and the social status are so meager that many of the talented persons do not think of becoming teachers.

Stephens States, “We are worried about the ‘low prestige’ of the teaching profession, we feel that public does not place us on par with other professions, and this fact acts as a growing frustration to our very natural need for esteem”\textsuperscript{19}

Today most teachers feel they are more restricted socially than are members of other leading professions.

Reports from Education International member organisations are Unanimous in stating that the status of teacher has declined, often drastically. This decline is due to both material and non-material factors. It is clear that the vast majority of teachers believe that they do not receive the moral support and material recognition appropriate to their level of qualifications and responsibilities. Education international notes that the low salary of teachers in most countries and the non-payment of salaries during prolonged periods of time in some cases create situation of low regard and demoralization, which affect teacher’s morale and dignity. “There is a widespread feeling that no

\textsuperscript{18} Mukherji – P- 326
\textsuperscript{19} Stepens – p – 685
profession has suffered such down grading as the teaching profession. Various groups, both among teachers and others, have expressed dissatisfaction at the erosion of teacher’s status in the country as reflected in the low esteem given to the profession and the unfavorable image of teachers held by parents, students and by people at large. While it may be true that the magnitude of decline in teacher’s status is sometimes exaggerated, it is equally true that the present state of affairs is highly unsatisfactory and calls for speedy remedial action.”

F.D. Tyler in an article published in Indian education says: “It is an obvious truism that teachers are the back-bone of education at all levels. But it has to be said that the most neglected unit in the whole educative system is the teacher”

Analyzing the reasons for this phenomena Shri Kabir says, “There has been unceasing and at times sweeping criticism of the prevailing system of education for the last thirty year. From criticism to condemnation is but one step. And the condemnation has extended to the teacher as well. This has shaken the confidence and morale of teacher and include in the minds of public a loss of respect of the profession.”

Kabir further stated, “During this period, the teacher has also been continually losing in social status because of the fact that teachers belong to a lower income level.”

“The condition of the builder of the nation, in other words, the teacher who is said to be a torch-bearer, a key man, upon whom depends the future of

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20 National Commission of Teachers – II, P – 21
21 Tyler, F.D. ‘Education & The Teacher’ INDIAN EDUCATION, Vol II No. 3, February 1964, P22.
23 Ibid.
the child, the school, the community, the nation and Ultimately the mankind, is horribly miserable.”

The UNESCO, as early as the sixties, through the recommendations of the inter-governmental conference has emphasized the correlation between the role and the status of teachers as follows: “The expression of status as used in relation to teachers means both the standing or regard accorded to them as evidenced by the level of appreciation of the importance of their function and of their competence in performing it, and the working conditions, remunerations and other material benefits accorded them relative to other professional groups.”

(vii) GOVERNMENT EFFORTS

Teachers are autonomous in the management of their own classes. They are encouraged to undertake experimentation and action research and are provided incentives both at the state and national level.

Every year, the N.C.E.R.T. conducts All India competition of innovations and experiments undertaken by schoolteachers. Teacher are invited to submit papers on the basis of the work done by them in their schools and as many as 50 primary school teachers and 20 secondary teachers are given national level awards.

Another aspect of enhancing motivation is through the institution of an annual Teacher’s Day on September 5. This day is observed in all the schools throughout the country, according a special place to the teacher. Under the aegis of the ministry of Human resource development, a national foundation for Teacher’s welfare has been set up. This foundation provides facilities for teacher’s welfare.

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25 Recommendations of The Inter-Governmental conference, UNESCO P- 196.
Gokhale’s Scheme: The education policy of 1904 stated that the “Rapid spread of primary education is one of the foremost duties of the state.” As a result of Gokhale’s attempts to introduce free and compulsory primary education in India, the Indian National Congress and the Muslim League passed resolutions in 1910 to this effects, on 16 March 1911, G.K. Gokhale introduced a bill in the imperial Legislative Council, stressing the role of local bodies in the areas under their respective jurisdiction to apply their discretion after seeking government concern for the enforcement of the Act. The opinion of state governments, Universities and some institutions were sought and in 1912, the bill was referred to a select committee but the bill was rejected. Even then it had its impact and the government realized the need for extending Elementary education in the country.”

Membership in Viceroy’s Council “Between 1906 and 1920, a number of circulars on the improvement of primary education, abolition of fee in primary schools, training of teachers, textbooks preparation and the education of girls etc, were issued to state government. In 1910, it was decided to add a member for education in the viceroy’s executive Council. The Bureau of education was established in 1915 which was given the responsibility of keeping the records of the proceedings of meeting and to compile educational information besides other executive duties.”

Abbott and Wood Committee: The government asked Abbott and S.H. Wood to seek their expert advice on the reorganization of education in India. They submitted their report in 1937. The important recommendations of the report (regarding primary education) were as follows: “Education in the primary classes should be related to the natural interests and activities of the

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children rather than to textbooks. There should be three-year course for the teachers of primary schools.”

**Gandhiji’s Article on Education:** “Gandhiji had published his articles of educational ideal in the Harijan in which he advocated universal compulsory education for all children between six to 13 years of age. He was of the view that true education should be self-supporting and the medium of instruction should be the mother tongue with emphasis on craft. He preferred relevant reconstruction of education for rural children.”

**Zakir Hussain Committee:** “The Indian National conference held in 1937, constituted a committee under the chairmanship of Dr. Zakir Husain who submitted a scheme in February 1938, known as the Wardha scheme. The main recommendations of the committee were

- To impart education through some vocation
- To be self-supporting which could cover teacher’s salaries and also make pupils self-supporting.
- Instruction was to be related to the child’s immediate environment.

The Zakir Hussain Committee report provided a plan of ‘Basic’ Education incorporating the Gandhian philosophy of education. This plan is also known as Nai Talim or new education.”

**Sir John Sergeant Report:** The Government of India appointed Sir John Sergeant to prepare a scheme on post war Educational Development in India. The scheme was published in the form of a report which provided a reasonable provision of pre-primary education for children between the ages of three and six, universal compulsory and free primary education for all children between the ages of six and 14, provision for comprehensive training to all the teachers,

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28 National policies on Education since 1911 – The primary Teacher October 2001 P –7,8.
29 Ibid.
setting up of a strong education department at the center, and creation of an employment bureau were the other recommendations of the sergeant report.

**Committee on Primary Education (CPE 1951)**

On the basis of recommendation of Central Advisory Board of Education on post war educational development, the Ministry of Education appointed this committee under the chairmanship of B.G. Kher in order to examine the erstwhile set up of local administration of education in different states and the experiments carried out in some of the states. This committee recommended the association of local bodies, creation of education bodies, and division of authority and the responsibility of the Union Government to assign specific grants for Universal and compulsory primary education in the states.

**The Kothari Commission:**

"In July 1964, the government of India appointed a commission with Dr. D.S. Kothari as its chairman. The report of the Kothari commission mainly dealt with the internal transformation of the education system so as to relate it to the life, needs and aspirations of the nation, bringing out qualitative improvements of education and expansion of education facilities on the basis of manpower needs and with an accent on equal educational opportunities.

The commission suggested that education should be linked to productivity. To achieve this objective, it is essential that science, education work experience, vocationalization and environment etc. become an integral part of education in schools. It laid emphasis on the provision of more budget on priority basis.

According to the commission the new educational structure should be:

- One to three years of pre-school education
- A ten-year period of general education which may be seven to eight years into the primary stage (a lower primary stage of four or five years and higher primary stage of three or two years), lower secondary stage
of three or two years of general education and higher secondary stage of two years of general education.

- The age of admission to class 1st should not be less than six.
- Intensive and continuous efforts were needed to raise the economic, social and professional status of teachers and to bring talented young persons into this profession by laying down the minimum pay scales for teachers.
- It is necessary to give adequate attention to the education of girls at all stages, and to other deprived sections, viz. backward classes, tribal people etc.
- The commission recommended that the objective of primary education should be to prepare individuals to be responsible and useful citizens and the constitutional directive of providing free and compulsory education for every child up to 14 years is an educational objective.
- School curriculum should be revised periodically, based on research in curriculum development, teaching learning materials be developed to provide necessary support.  

**Differentiation of Curricula for Boy & Girls (DCBG – 1964)**

The committee headed by Smt. Hansa Mehta reviewed the curricula of school education for boys and girls. The committee recommended that no differentiation should be made in the curricula for boys and girls at the primary stage. Women should be appointed at all primary schools. The existing gap between the education of boys and girls should be rapidly bridged.”

**The National Policy on Education (1968)**

The first policy document on education was adopted in 1968. The National Education Policy (1968) had an aim of promoting national progress,

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31 National Policies on Education since 1911 – The Primary Teacher – October 2001 – P-10,11
32 Elementary Education In Golden Anniversary Of Independence, The Primary Teacher, April 1999-No 2, p 35
developing a sense of common citizenship and culture and building national integration.

It laid stress on the need for a radical reconstruction of the education system to improve its quality at all stages and gave much greater attention to science and technology, the cultivation of moral values and a closer relation between education and the life of the people.

Since the adoption of the 1968 policy, there has been considerable expansion in educational facilities all over the country at all levels. More than 90 percent of the country's rural habitations now have schooling facilities within a radius of one kilometer.

But the draft (of 1968) of the educational policy failed to deliver concrete results. However, some of the achievements of NPE (1968) could be summarized as follows:

- Introduction of 10+2+3 system by most of the states.
- Inclusion of science and mathematics as compulsory subject.
- Restructuring of the courses at the undergraduate levels for more understanding.
- Establishment of centers of advance studies for post graduation and research.

**Minimum Levels of Learning (1976) (MLL)**

The Minimum Levels of Learning (MLL) strategy is an attempt to combine quality with equity. The objective of this strategy is to access to education irrespective of sex, caste, creed and location. The focus of MLL is development of competency based teaching at learning. It had been stressed that emphasis should be laid on MLL in respect of three subjects namely language, Mathematics and Environmental studies. This programme had been initiated throughout the country with the help of voluntary agencies and research institutions.
The National Policy of Education – 1986

The new National Policy of Education was approved by Parliament in May 1986. This policy is based on a document known as “A challenge of Education.”

The National policy on Education – 1986 strives to fulfill the following objectives:

It is realized that education is an investment in the development of human resources. The policy aims to design the curriculum at all stages to create a rich cultural heritage to formulate schemes for the scheduled castes, scheduled tribes and to be provide incentives in keeping with their needs.

There would be basic facilities in the primary schools under Operation Blackboard. For school dropouts, a large number of programmes of non – formal education shall be implemented. A massive organization of training for five lakh school teachers each year was organized in 1986, 1987, 1988 and 1989.

In the National policy on Education it is stressed that Government and the community should endeavor to create conditions, which help to motivate and inspire teachers on constructive and creative lines.

Teachers should have the freedom to innovate to devise appropriate methods of communication and activities relevant to the needs and capabilities of the concerns of the community.

Since education, which aims at defining values such as creativity, objectivity and curiosity shall be encouraged. With the introduction of computers in schools, children shall be able to understand the relationship between cause and effect and the role of other variables. The examination system shall be redesigned to bring about qualitative improvement in education and would eliminate the element of chance and discourage rote memory.
The teacher's recruitment shall be reorganized and efforts would be made to motivate and inspire teachers on constructive lines so that they devise new and appropriate methods of communication and materials for the learners.

The National Policy on Education also provides for reviewing and updating of curriculum. It is in this context that the National curriculum framework for school education was developed by NCERT.

The new National policy on Education was landmark in Indian education. It advocated a dual track approach designed to promote simultaneously adult literacy and primary education, with a focus on girls and other disadvantaged groups. It also postulated aspects of planning.

Programme of Mass Orientation of School Teachers (PMOST –1987)

"The National Policy on Education (1986) felt the need for the training of the teachers for effective implementation of UEE. With a view to improving the quality and competence of teachers, a programme of restructuring and reorganizing of teacher education was launched. The main objective of this programme was to orient primary teachers in the main priorities and directions envisaged in the new NPE 1986".  

The National Policy on Education (1992)

The NPE (1986) was revised in 1992. It set the target of achieving a diversion of 10 percent of the students at 10+2 level to vocational courses by 1995 and diversion of 25 percent by 2000 AD. A Joint Council of Vocational Education (JCVE) was setup in April 1990 for policy formulation. The other important feature of NPE (1992) were as follows:

- Good equipment and facilities would be provided for college and universities.
- Researches would be promoted in all the academic disciplines.

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33 Elementary Education In Golden Anniversary Of Independence, The Primary Teacher, April 1999, No 2 p34
The complete literacy programme would begin from schools and would go up to the university level.

The school children would be trained to develop sensitivity towards beauty, harmony and abstract things in life.

Teachers would be recruited and trained for the Herculean task of countrywide educational programme. They would be selected strictly on merit basis.

District Institute of Education and Training (DIET) would be set up for the organization of pre-service and in-service courses for elementary schools teachers and for teachers involved in adult education.

The new educational policy asked for funds from the centre, state government and donations from across the nation. The Union government budgets, over a period of years, have shown rising outlays for education. The government also started Free Meal Scheme for primary school children throughout the nation. In all the government schools, education is free till class VIII.

The new policy was accepted by the nation wholeheartedly as it had a noble cause. However, as we are aware, the concrete results on educational front have yet to be achieved.

**National Council for Teacher Education (NCTE – 1993)**

A National Council for Teacher Education was set up to revamp the teacher education programmes and to achieve planned and coordinated development of the entire teachers education system, particularly the primary teacher education throughout the country. The regulation and proper maintenance education system is the responsibility of the NCTE.

**National Elementary Education Mission – (NEEM – 1995)**

To achieve UEE by the year 2000 A.D. a national Elementary Education Mission has been set up. The aim of this mission is to mobilize all the
resources – human, financial and institutional and the partnership with the states, local bodies, teachers and other concerned. This mission ensures free and compulsory education of satisfactory quality to all children up to 14 years of age by the turn of the century.

**Universalization of Elementary Education (U E E)**

At present every effort has been made by the government to achieve the goal of education of all by 2000 year through formal, non-formal and adult education programmes in India. The issue of U.E.E. has gained highest priority during the Eighth five-year plan only. The National policy on Education laid emphasis on the universal enrolment and retention of children upto the age of 14 years. The revised Policy on Education (1992) also envisaged on the launching of a National Mission for the Universalization of Elementary education Pamamurh committee (1990) urged the government to examine the scope for making universal Elementary education a fundamental right. Now, the National Elementary Education Mission (NEEM) aims at achieving the constitutional objective of providing free and compulsory primary education to the children upto the specified age by the turn of this century with the District Primary Education Programme (DPEP) as its core. But inspite of all these endeavors the aim of UEE will not be possible unless it is accompanied by universal facilities. Because. “ School in India vary widely in terms of facilities available, content of education and quality of instruction imparted. Government schools are devoid of the most basic facilities. The lofty aims of learning and education are obviously difficult to achieve in such institutions…”

Gopal Krishna Gokhale sowed the seed for the universalization of elementary education in 1912 in the Imperial Legislature. Unfortunately the bill was defeated due to many reasons. In this context, the adequatee rules and

34 Elementary education in Golden Anniversary of Independence - The Primary Teacher – April 1999 – No. 2 P – 34.
regulations had been framed as Article 45 in Indian constitution after Independence. Among the many promises that we as a nation made to our citizens, it the declaration under article 45 of the constitution of India, “The state shall endeavour to provide with in a period of 10 years from the commencement of the constitution, free and compulsory education for all children until they complete the age of 14 years.” Though the aim of universal Primary education should have been attained upto 1960 in India, it has not yet been able to provide even the functional literacy to all her children. That does not mean efforts are not on. Many efforts are made in India.”

**THE SCHEME OF OPERATION BLACKBOARD**

The scheme of Operation Blackboard (OB) was launched in 1987 to improve facilities in schools by providing for more teachers, rooms and teaching learning equipments. The OB Scheme seeks to bring both the quantitative and qualitative improvements in primary education. The scheme had two components, namely (i) an additional teacher to single teacher primary schools; and (ii) providing teaching-learning equipment to all primary schools. The scheme in implemented through the State Governments with 100 percent assistance from the Central Government towards the salary of additional teachers and teaching learning equipments. It was proposed to cover all primary schools under the OB scheme that were in existence as on September 30, 1986.

Construction of schools buildings is the responsibility of the State Governments but funds were arranged for this purpose from other Ministries like the Rural Development. However in the revised scheme, assistance is made available to State Governments on 75:25 share bases. For construction of schools buildings, an amount of Rs. 2,308 crores (about 550 Million US $) has been invested on OB scheme. About 185 thousand classrooms are constructed,

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35 The primary teachers – April 1999 – No. L – NCERT.
1.49 thousand teachers appointed and 520 thousand schools were provided teaching-learning equipments. Recently the OB scheme has been extended to upper primary level and sanction of third teacher to primary school having enrolment more than 100 has also been provided. During the Ninth Plan, third teacher was provided to more than 22 thousand schools and about 78 thousand upper primary schools were covered and teaching-learning material supplied.

Despite all these significant achievements, all is not well in schools, large number of primary schools still have only one teacher and do not have adequate physical facilities and other teaching-learning material. In addition, a few schools do not have buildings and those who have, may not be in good condition and need repairs. The instructional rooms are also not adequate in a good number of primary schools. Even if the teaching-learning material is available that itself is not a guarantee that teachers are equipped to utilize these aids, which is noticed recently even in a state like Kerala also, The OB support is one time affair and the material provided under the scheme may not even be traceable in a good number of schools. Even teachers in schools spread over four states were not aware of such equipments in schools. Teachers in other schools where the OB kits are available are of the view that they are inadequate.

It has also been noticed that teachers appointed under the OB scheme are not efficiently deployed in schools. That is why we still have single-teacher schools. On the other hand, a few schools have got more than adequate number of teachers. This is more so true in case of schools located in urban areas or in rural areas located nearer to towns and cities. The OB scheme envisaged that one of the two teachers appointed under the scheme would preferably be a female teacher. No doubt, OB interventions have improved number of female teachers but in many locations their share is still poor. On an average we have one female teacher for every 2 & 3 male teachers respectively at primary and upper primary level. Detailed evaluation of the scheme is presently carried out
by NIEPA and the report is expected soon.

**DISTRICT PRIMARY EDUCATION PROGRAM (DPEP)**

DPEP is a major educational program currently in India. It was started in 1994 to supplement the efforts of the state and central government for universalisation of primary education. Funding is mostly from external sources such as western governments, World Bank, UN organizations etc.

The main thrusts of DPEP are –

- Decentralization
- Improved pedagogy through localization of the curriculum and teacher training programs and
- Active improvement of index of gender equity (a measure of enrollment of girls) and index of social equity (a measure of enrollment of SCs and STs).

**Coverage:**

The programme was initially launched in 1994 in 42 districts spread over 7 states – Assam, Haryana, Karnataka, Kerala, Madhya Pradesh, Maharashtra and Tamilnadu. Later, it was extended to Uttar Pradesh, Bihar, West Bengal, Andhra Pradesh, Orissa, Gujarat and Himachal Pradesh.

At present, the programme is spread over 176 districts in 15 states. In Uttar Pradesh DPEP spread over 18 districts. They are Maharaj Ganj, siddhartnagar, Gonda, Badaun, Kheri, Lalitpur, Pillibhit, Basti, Moradabad, Shahjahanpur, Sonbhadra, Deoria, Hardoi, Bareilly, firozabad, Rampur, Bahraich, Bara Banki.

**Objectives:** The objectives of DPEP are to –

- Provide all children with access to primary education (Class 1 to V).
- Reduce Primary dropout rates for all students to less than 10 percent.
- Reduce differences in enrolment, dropout rates and learning achievement among gender and social groups to less than 5 percent.
• Raise the average achievement levels of students by at least 25 percent in language and mathematics and at least 40 percent achievement levels in other subjects.

• DPEP also seeks to strengthen the capacity of national, state and district institutions and organisations for planning, management and evaluation of primary education.

**Financial Sustainability:**

Financial suitability has been ensure with the states regularly contributing 15% of the project cost and ensured cost effectiveness by shunting any sign of lavishness without compromising quality.

**Financing Parameters:**

• The total budget (baseline) for one district should not exceed Rs. 40 crores for the entire project period.

• Rs. 2000 per school per annum to procure consumables and to develop, prepare and acquire teaching learning aids.

• All new schools constructed under DPEP in the first instance would be provided with furniture as per functioning, they would also qualify for the grant for teaching learning aids.

**SARVA SHIKSHA ABHIYAN**

Sarva Shiksha Abhiyan is an effort to universalise elementary education by community-ownership of the school system. It is a response to the demand for quality basis education all over the country. The SSA programme is also an attempt to provide an opportunity for improving human capabilities to all children, through provision of community -owned quality education in a mission mode.

**WHAT IS SARVA SHIKSHA ABHIYAN:**

• A programme with a clear time frame for universal elementary education.
• A response to the demand for quality basic education all over the country.

• An opportunity for promoting social justice through basic education.

• An effort at effectively involving the Panchayati Raj Institution, School Management Committee, Village and Urban Slum level Education Committees, Parent’s 'Teachers' Association, Mother Teacher Associations, Tribal Autonomous Councils and other grass root level structures in the management of elementary schools.

• An expression of political will for universal elementary education across the country.

• A partnership between the Central, State and the local government.

• An opportunity for States to develop their own vision of elementary education.

AIMS OF SARVA SHIKSHA ABHIYAN:

The Sarva Shiksha Abhiyan is to provide useful and relevant elementary education for all children in the 6 to 14 age group by 2010. There is also another goal to bridge social, regional and gender gaps, with the active participation of the community in the management of schools.

Useful and relevant education signifies a quest for an education system that is not alienating and that draws on community solidarity. Its aim is to allow children to learn about and master their natural environment in a manner that allows the fullest harnessing of their human potential both spiritually and materially. This quest must also be a process of value-based learning that allows children an opportunity to work for each other's well being rather that to permit mere selfish pursuits.

Sarva Shiksha Abhiyan realized the importance of Early Childhood Care and Education and looks at the 0-14 age as a continuum. All efforts to support learning in ICDS centres or special pre-school centres in non ICDS areas will
be made to supplement the efforts being made by the Department of Women and Child Development.

**OBJECTIVES OF SARVA SHIKSHA ABHIYAN:**

- All children in school, Education Guarantee Centre, Alternate School, "Back-to-school" camp by 2003;
- All children complete five years of primary schooling by 2007.
- All children complete eight years of elementary schooling by 2010.
- Focus on elementary education of satisfactory quality with emphasis on education for life.
- Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010.
- Universal retention by 2010.

**WHY A FRAMEWORK FOR IMPLEMENTATION (AND NOT A GUIDELINE):**

- To allow states to formulate context specific guidelines within the overall framework.
- To encourage districts in State and UTs to reflect local specificity.
- To promote local need based planning based on broad National Policy norms.
- To make planning a realistic exercise by adopting broad national norms.

The objectives are expressed nationally though it is expected that various districts and States are likely to achieve universalisation in their own respective contexts and in their own time frame 2010 is the outer limit for such achievements. The emphasis is on mainstreaming out-of-school children through diverse strategies, as far as possible, and on providing eight years of schooling for all children in 6-14 age group. The thrust is on bridging of gender and social gaps and a total retention of all children in schools. Within this framework it is expected that the education system will be made relevant
so that children and parents find the schooling system useful and absorbing, according to their natural and social environment.

SERVA SHIKSHA ABHIYAN AS A FRAMEWORK AND AS A PROGRAMME:

Sarva Shiksha Abhiyan (SSA) has two aspects – I) It provides a wide convergent framework for implementation of Elementary Education schemes;II) It is also a programme with budget provision for strengthening vital areas to achieve universalisation of elementary education. While all investments in the elementary education sector from the State and the central Plan will reflect as part of the SSA framework, they will all merge into the SSA programme within the next few years. As a programme, it reflects the additional resource provision for UEE.

BROAD STRATEGIES CENTRAL TO SSA PROGRAMME

- Institutional Reforms- as part of the SSA, the central and the state governments will undertake reforms in order to improve efficiency of the delivery system. The states will have to make an objective assessment of their prevalent education system including educational administration, achievement levels in schools, financial issues, decentralisation and community ownership, review of State Education Act, rationalization of teacher deployment and recruitment of teachers, monitoring and evaluation, status of education of girls SC/ST and disadvantaged groups, policy regarding private schools and ECCE. Many States have already carried out several changes to improve the delivery system for elementary education.

- Sustainable Financing – The Sarva Shiksha Abhiyan is based on the premise that financing of elementary education interventions has to be sustainable. This calls for a long-term perspective on financial partnership between the Central and the State governments.
Community Ownership – The programme calls for community ownership of school-based interventions through effective decentralisation. This will be augmented by involvement of women's groups, VEC members and members of Panchayati Raj institution.

Instructional Capacity Building – The SSA conceives a major capacity building role for national, state and district level institutions like NIEPA / NCERT/NCTE/ /SCERT/SIEMAT/DIET.

Improvement in quality requires a sustainable support system of resource persons and institutions.

Improving Mainstream Educational Administration – It calls for improvement of mainstream educational administration by institutional development, infusion of new approaches and by adoption of cost effective and efficient methods.

Accountability to Community – SSA envisages cooperation between teachers, parents and PRIs, as well as accountability and transparency to the community.

Priority to Education of Girls – Education of girls, especially those belonging to the scheduled castes and scheduled tribes and minorities, will be one of the principal concerns in Sarva Shiksha Abhiyan.

Focus on Special Groups – There will be a focus on the inclusion and participation of children from SC/ST, minority groups, urban deprived children disadvantaged groups and the children with special needs, in the educational process.

Pre-Project Phase – SSA will commence throughout the country with a well-planned pre-project phase that provides for a large number of interventions for capacity development to improve the delivery and monitoring system. These include provision for household surveys, community-based microplanning and school mapping, training of
community leaders, school level activities, support for setting up information system, office equipment, diagnostic studies, etc

- Trust on Quality – SSA lays a special thrust on making education at the elementary level useful and relevant for children by improving the curriculum, child-centered activities and effective teaching learning strategies.

- Role of teachers – SSA recognizes the critical and central role of teachers and advocates a focus on their development needs. Setting up of Block Resource Centres/Cluster Resource Centres, recruitment of qualified teachers, opportunities for teacher’s development through participation in curriculum-related material development, focus on classroom process and exposure visits for teachers, are all designed to develop the human resource among teachers.

**FINANCIAL NORMS UNDER SARVA SHIKSHA ABHIYAN:**

- The assistance under the programme of Sarva Shiksha Abhiyan will be on a 85:15 sharing arrangement during the IX Plan, 75:25 sharing arrangement during the X Plan, and 50:50 sharing thereafter between the Central government and State governments. Commitments regarding sharing of costs would be taken from State governments in writing.

- The State governments will have to maintain their level of investment in elementary education as in 1999-2000. The contribution as State share for SSA will be over and above this investment.

- The Government of India would release funds to the State Governments / Union Territories only and installments (except first) would only be released after the previous installments of Central government and State share has been transferred to the State implementation Society.

- The support for teacher salary appointed under the SSA programme could be shared between the Central Government and the State
government in a ratio of 85:15 during the IX Plan, 75:25 during the X Plan and 50:50 thereafter.

- All legal agreements regarding externally assisted projects will continue to apply unless specific modifications have been agreed to, in consultation with foreign funding agencies.

- Existing scheme of elementary education of the Department (except National Bal Bhawan and NCTE) will converge after the IX Plan. The National Programme for Nutritional Support to Primary Education (Mid-Day-Meal) would remain a distinct intervention with food grains and specified transportation costs being met by the Centre and the cost of cooked meals being met by the State government.

- District Education Plans would inter-alia, clearly show the funds/resource available for various components under schemes like PMGY, JGSY, PMRY, Sunishchit Rozgar Yojana, Area fund of MPs/MLAs. State Plan, foreign funding (if any) and resources generated in the NGO sector.

- All funds to be used for up gradation, maintenance, repair of schools and Teaching Learning Equipment and local management to be transferred to VECs/School Management Committees/Gram Panchayat/or any other village/school level maangement for decentralization adopted by that particular State/UT. The village/ school-based body may make a resolution regarding the best way of procurement.

- Other incentive schemes like distribution of scholarships and uniforms will continue to be funded under the State Plan. They will not be funded under the SSA programme.

- All legal agreements regarding extremely assisted projects will continue to apply unless specific modifications have been agreed to, in consultation with foreign funding agencies.
<table>
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<tr>
<th>S.No.</th>
<th>INTERVENTION</th>
<th>NORMS</th>
</tr>
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| 1.    | Teacher                          | • One teacher for every 40 children in Primary and upper primary.  
   |                                  | • At least two teachers in a Primary school.  
   |                                  | • One Teacher for every class in the upper primary.                                                                                |
| 2.    | School/alternative Schooling facility | • Within one kilometer of every habitation.  
   |                                  | • Provision for opening of new schools as per State norms or for setting up EGS like schools in unserved habitations.               |
| 3.    | Classrooms                       | • A room for Head-Master in upper Primary School/section.                                                                           |
| 4.    | Free textbooks                   | • To all girls/SC/ST children at primary & upper primary level within an upper ceiling of Rs. 150/- per child.  
   |                                  | • State to continue to fund free textbooks being currently provided from the State Plans.                                              |
| 5.    | Maintenance of repair of school buildings | • Only through school management committees/VECs  
   |                                  | • Upto Rs. 5000 per year as per specific proposal by the school committee.                                                           |
| 6.    | School grant                     | • Rs. 2000/- per year per primary/upper primary school for replacement of non functional school equipment.  
   |                                  | • Transparency in utilisation.  
   |                                  | • To be spent only by VEC/SMC                                                                                                         |
| 7.    | Teacher grant                    | • Rs. 500/- per teacher per year in primary and upper primary.  
   |                                  | • Transparency in utilisation.                                                                                                         |
| 8.    | Teacher training                 | • Provision of 20 days in-service course for all teachers each year, 60 days refresher course for untrained teachers already employed as teachers, 30 days orientation for freshly trained @ 70/- per day. |
| 9.    | Interventions for out of school children | • As per norms already approved under Education Guarantee Scheme & Alternative and innovative Education, providing for the following kind of interventions.  
   |                                  | • Setting up other alternative schooling models  
   |                                  | • Bridge Courses, remedial courses, Back-to-school Camps with a focus on mainstreaming out of school children into regular schools. |
EXPENDITURE ON EDUCATION

The statement made in the National Policy on Education –1986 and 1992 that from the Eighth Five Year Plan (1992 – 1997) onwards the outlay on education would uniformly exceed 6 percent of GNP is being invested in education. The central expenditure on education has increased substantially over the last ten years. The central plan expenditure increased from Rs. 30,260 million in seventh five year plan (1985-90) to Rs. 74,430 million in the eighth five year plan (1992 – 97). The government is committed to raise the expenditure on education to six percent of GDP, as against the level of 3.9 by the end of the Ninth Plan. Fifty percent of the enhanced allocation is expected to be spent on primary education. This increasing financial participation of the central government through central and centrally sponsored schemes for promotion of primary education is in keeping with the spirit of partnership between the central and the state governments. Table 1.1 gives information about primary education and its funding as a percentage of current public expenditure on education.

<table>
<thead>
<tr>
<th>Year</th>
<th>Current Public Expenditure As %age of total public current expenditure on education</th>
<th>Current Public Expenditure As % age of GNP</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990</td>
<td>34.30</td>
<td>1.25</td>
</tr>
<tr>
<td>1991</td>
<td>34.22</td>
<td>1.18</td>
</tr>
<tr>
<td>1992</td>
<td>33.69</td>
<td>1.14</td>
</tr>
<tr>
<td>1993</td>
<td>34.20</td>
<td>1.02</td>
</tr>
<tr>
<td>1994</td>
<td>34.05</td>
<td>1.00</td>
</tr>
<tr>
<td>1995</td>
<td>35.30</td>
<td>1.05</td>
</tr>
<tr>
<td>1996</td>
<td>36.50</td>
<td>1.05</td>
</tr>
<tr>
<td>1997</td>
<td>37.1</td>
<td>1.08</td>
</tr>
</tbody>
</table>

Source: Analysis of budgeted expenditure, MHRD (for various years)
One of the most significant factors related to change in the pattern of expenditure on education in recent years is the gradual increase in the proportion of funds spent on primary education in comparison to secondary and higher education sectors. The last three Five Year Plans have witnessed a significant shift in the expenditure of the department of education in the central government towards primary education. This highlights the proactive role that the central government is playing towards achievement of the goal of EFA. It is important in the sense that plan expenditure allows investment in development activities like improvement of school infrastructure, recruitment of new teachers, preparation and supply of teaching-learning materials, capacity building of educational personnel etc.

Until recently, primary education in India was almost free from large scale external funding. The 1990’s witnessed introduction of several externally funded primary education projects, in particular the district primary education programme. Mobilizing of community resources for primary education on a larger scale has also received considerable attention during this period, especially for improving physical infrastructure of schools.

Current expenditure on education in 1995 accounted for 99% of total expenditure, 38.4% was allocated to pre-school and primary education, 25.1% to secondary education and 13.6% to tertiary education.

Government expenditure on primary education as proportion of national income declined from 1.6 percent in 1990-91 to 1.4 percent in 1996-97.

During the last five years the total investment on elementary education has almost doubled from Rs. 14,430 million in 1995-1996 to Rs. 28,521 million in 1999-2000. The Ninth Plan allocation on elementary education was Rs. 1,18,420 million, which is in addition to allocation or Rs. 45,268 million on mid-day meal scheme.

The four major programmes namely the OB scheme; NFE, Mid-day meal, and teacher education have been allocated Rs. 4000/-, Rs. 3000/-, Rs. 10,900 and Rs 2200/- million respectively in the year 2000
EXPENDITURE

Expenditure in percentage terms of primary Education in Five Year Plan

<table>
<thead>
<tr>
<th>Five Year Plan</th>
<th>Expenditure on Primary Education</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st Five Year Plan (1951 – 56)</td>
<td>56%</td>
</tr>
<tr>
<td>2nd Five Year Plan (1956 – 60)</td>
<td>35%</td>
</tr>
<tr>
<td>3rd Five Year Plan (1961 – 66)</td>
<td>34%</td>
</tr>
<tr>
<td>Plan Break (1964 – 74)</td>
<td>24%</td>
</tr>
<tr>
<td>4th Five Year Plan (1969 – 74)</td>
<td>30%</td>
</tr>
<tr>
<td>5th Five Year Plan (1974 – 79)</td>
<td>35%</td>
</tr>
<tr>
<td>6th Five Year Plan (1980 – 85)</td>
<td>33%</td>
</tr>
<tr>
<td>7th Five Year Plan (1985 – 90)</td>
<td>37%</td>
</tr>
<tr>
<td>Annual Plan (1990 – 92)</td>
<td>37%</td>
</tr>
<tr>
<td>8th Five Year Plan (1992 – 97)</td>
<td>47%</td>
</tr>
</tbody>
</table>

Budgeted Expenditure on Primary Education in U.P.


<table>
<thead>
<tr>
<th>Year 1997 – 98</th>
<th>Plan</th>
<th>Unplanned</th>
<th>Total</th>
<th>%, Total Exp. In Education</th>
</tr>
</thead>
<tbody>
<tr>
<td>2916586.00</td>
<td>19605001.00</td>
<td>22521587.00</td>
<td>54.43%</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Year 1998 – 99</th>
<th>Plan</th>
<th>Unplanned</th>
<th>Total</th>
<th>%, Total Exp. In Education</th>
</tr>
</thead>
<tbody>
<tr>
<td>3796062.00</td>
<td>29371998.00</td>
<td>33168060.00</td>
<td>56.76%</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Year 1999 – 2000</th>
<th>Plan</th>
<th>Unplanned</th>
<th>Total</th>
<th>%, Total Exp. In Education</th>
</tr>
</thead>
<tbody>
<tr>
<td>4545112.00</td>
<td>28987623.00</td>
<td>33442735.00</td>
<td>54.81%</td>
<td></td>
</tr>
</tbody>
</table>

OBJECTIVES OF STUDY

1- To study the socio-demographic characteristics of primary school teachers.
2- To study the role of the primary school teachers in development of society through development of primary education.
3- To identify problems and assess the status of primary school teacher.
4- To study the knowledge-attitudes and practice of primary school teachers about primary education.
5- To study the various issues in relation to primary school education.
6- To analyse the job and responsibilities of primary teachers.
7- To review the status of school health programme.

* Dr. R.V. Vidhyanath Iyer : Education Planning And Administration In India, Retrospect Department of Education, Ministry of H.R.D.

* Source: Govt. of India: Ministry of H.R.D. Planning & Monitoring Unit New Delhi (2001)