CHAPTER TWO – THE ORGANIZATIONAL CONTEXT

2-1 Introduction
This study was undertaken in the state of Jharkhand. Ten educational institutes were involved in the study: five schools and five colleges. Two stratified samples: Teaching staff and non-teaching staff were drawn randomly from each institution. It is useful to provide a brief context to the state (Jharkhand) and particularly East Singhbhum, in terms of its geographical location, population, revenues and development, education resources, funding education institutes, structure and management, human resource management, and education management development.

2-2 The Geographical Location
Jharkhand is a state in Eastern part of India. The name "Jharkhand" means "The Land of Forests".

It was carved out of Bihar on 15th of November 2000. It has an area of 30,778 sq mi (79,710 km²). Jharkhand shares its border with the states of Bihar on the north, Uttar Pradesh and Chhattisgarh to the west, Odisha to the south, and West Bengal to the east. The city of Ranchi is its capital and Dumka is the sub capital while Jamshedpur is the largest and the biggest industrial city of Jharkhand. Some of the other major cities and industrial centers are Bokaro, Dhanbad, and Hazaribagh.

East Singhbhum is one of the 24 districts in Jharkhand. A district of an Indian state is an administrative geographical unit, headed by a deputy commissioner or a district magistrate, an officer belonging to the Indian Administrative Service.

The East Singhbhum district is bounded on the east by Midnapore district, both of West Bengal, on the north by Purulia district, on the west by West Singhbhum district of Jharkhand state, and on the south by Mayurbhanj district of Odisha.

It was created on 16 January 1990. The literal meaning of Singhbhum is land of lions. More than fifty percent of the district is covered by dense forests and mountains, where
wild animals once roamed freely. The area of East Singhbhum is 1364 sq. mi (3533 Sq. Km). The sex ratio is 964 female against 1000 male.

2-3 The Population

The population of Jharkhand is 32.96 million, consisting of 16.93 million males and 16.03 million females. The sex ratio is 947 females to 1000 males. The population consists of 28% tribal peoples, 12% Scheduled Castes and 60% others. The population density of the state is 414 persons per square kilometre of land; it varies from as low as 148 per square kilometre in Gumla district to as high as 1167 per square kilometre in Dhanbad district.

<table>
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<tr>
<th>Srl. No.</th>
<th>Demographic Indicators</th>
<th>Jharkhand-2011</th>
<th>India-2011</th>
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<tr>
<td>1</td>
<td>Total Population (in Million)</td>
<td>33</td>
<td>1210</td>
</tr>
<tr>
<td>2</td>
<td>% contribution to national population</td>
<td>2.72</td>
<td>100</td>
</tr>
<tr>
<td>3</td>
<td>Sex Ratio (females per 100 males)</td>
<td>947</td>
<td>940</td>
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Table 2-3-1: UNDP report 2011: Jharkhand – Economic and Human Development Indicators

According to the 2011 census East Singhbhum district has a population of 2,291,032, roughly equal to the nation of Latvia or the US state of New Mexico. This gives it a ranking of 199th in India in terms of population (out of 640 states). The district has a population density of 648 inhabitants per square kilometre (1,680/sq mi). The population growth rate in the state over the decade 2001-2011 was 15.53%. East Singhbhum is also known as Purbi Singhbhum has a sex ratio of 949 females for every 1000 males.

2-4 Revenues and Developments

Jharkhand's gross state domestic product\(^2\) for 2011 was estimated at Rs 70309 crores (Table 2-3-1) at current prices. Since it is rich in minerals, the state per capita income is likely to increase in the coming years.
Jharkhand has a concentration of some of the country’s highly industrialised cities such as Jamshedpur, Ranchi, Bokaro Steel City, Dhanbad and Ramgarh. It also has several firsts in India, including:

- Largest fertiliser factory of its time in India (since shut down) at Sindri, Dhanbad
- First Iron & steel factory at Jamshedpur
- Largest Steel plant in Asia, Bokaro steel plant, Bokaro.
- Biggest explosives factory at Gomia, Bokaro.
- Tata Steel has established country’s first coal washery at Ghato, Ramgarh district in the year 1951.
- First methane gas well at Parbatpur, Bokaro.

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<tr>
<th>Srl. No.</th>
<th>Economic Indicators</th>
<th>Jharkhand-2009-10</th>
<th>Indi-2009-10</th>
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<tr>
<td>1</td>
<td>Net Domestic Product (at factor cost) (Rs crores) (For State)</td>
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<td></td>
<td>Net Domestic Product (at factor cost) (Rs crores) (For India)</td>
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<td>4493743</td>
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<td>Contribution of Agriculture to NSDP/GDP (%)</td>
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<td>3</td>
<td>Contribution of Industry to NSDP/GDP (%)</td>
<td>35.82</td>
<td>20.16</td>
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<tr>
<td>4</td>
<td>Contribution of Services to NSDP/GDP (%)</td>
<td>47.50</td>
<td>65.22</td>
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<td>5</td>
<td>Per Capita Net State Domestic Product (factor cost) (Rs) (For State)</td>
<td>22780</td>
<td></td>
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<tr>
<td></td>
<td>Per Capita Net National Product (factor cost) (Rs) (For India)</td>
<td></td>
<td>33731</td>
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<td>6</td>
<td>NDP Growth rate (%) (For State)</td>
<td>6.35</td>
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<td>GDP Growth Rate (%) (For India)</td>
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<td>8</td>
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Table 2-3-1: UNDP report: Jharkhand – Economic and Human Development Indicators

East Singhbhum district has a leading position with respect to mining and other industrial activities in Jharkhand state. Jamshedpur, a leading industrial city of India, is the district headquarters. Ghatshila is home to the five decade old Copper Refinery of Hindustan Copper Limited. The Singhbhum Shear Zone, a geological feature lying between river Subarnarekha on North-East and Dhanjauri ranges of South-West houses the mines of Copper and Uranium. The noteworthy copper mines are Banalopa, Badia, Pathargora, Dhobni, Kendadih, Rakha and Surda. Out of these only Surda is operational. Important Uranium mines are in Jadugora, Narwapahar, Bhatin, Turamdih and Baghjanta. Chakulia
is an important town in the Southeastern part of the district and is famous for its Rice Mills, Oil Mills, Washing Soap Factories and Bamboo production.

In 2006 the Ministry of Panchayati Raj named East Singhbhum one of the country's 250 most backward districts (out of a total of 640). It is one of the 21 districts in Jharkhand currently receiving funds from the Backward Regions Grant Fund Program (BRGF).

2-5 The Indian Education System

2-5-1 Introduction

“Swadesh Pujyate Raja, Vidwan Sarvatra Pujyate”

Which means a king is respected only in his kingdom, but a scholar is worshipped everywhere.

This verse widely quoted in India demonstrates the significance of education in India.

The education system which was developed first in ancient India is known as the Vedic system of education. The ancient system of education was footed on the Vedas and therefore it was said to be the Vedic Educational System. Some scholars have partitioned Vedic Educational period into Upanishada period, Rig-veda period, Brahmani period, Sutra (Hymn) period, Smriti period etc, but all these period, due to the dominance of the Vedas did not affect the aims and ideals of educations. That is why, the education of these periods, is covered under Vedic period.

The education system of Vedic period has exceptional characteristics and qualities which were not instituted in the ancient education system of any other country of the world. According to Dr. F. E. Key—to achieve their aim not only did Brahmans put together a system of education, which survived even during the fall of empires and the changes of society, but they also during all those thousands of years, kept a flame of higher learning. In the words of Dr. P. N. Prabhu—Education in ancient India was liberated from any

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3 The Vedas are a large body of texts originating in ancient India. Composed in Vedic Sanskrit, the texts constitute the oldest layer of Sanskrit literature and the oldest scriptures of Hinduism.

4 A member of the highest Hindu caste, originally that of the priesthood
external control like that of the state and government or any party politics. It was the king’s responsibility to see that educated Pundits\(^5\) pursued their studies and carried out their duty of communicating knowledge without interference from any source whatsoever”.

Takshasila\(^6\) is the earliest recorded centre of higher learning in India from nearly 5th century BC and it is debatable whether it could be observed as a university or not. The Nalanda University\(^7\) is the oldest university-system of education in the world in the exact meaning of the university. Western education became implanted into Indian society with the establishment of the British Raj.

2-5-2 Present Status
In the current scenario, ensuring access to quality education is important for India if it wants to take the advantage of its demographic dividend. An educated population not only steers the economic growth, but also has a positive force on human development indicators such as life expectancy, birth and death rates, infant mortality rate, and nutrition levels of children. Currently, about 74 percent of the country’s total population above 7 years of age is literate— a considerable improvement from 18 percent in 1951\(^8\). However, the industry faces many challenges such as low quality research, inadequate basic physical infrastructure, teacher apathy, poor quality of education at all levels, low quality of training, and lack of autonomy and accountability.

India’s educational system broadly includes school education (elementary, secondary and higher secondary), higher education (general and professional) and vocational education. The nodal ministry for the sector is Ministry of Human Resource Development (MHRD). The other bodies engaged in regulating and maintaining standards in the sector comprise the All India Council of Technical Education (AICTE), National Council of Educational

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\(^5\) A learned person

\(^6\) Takshasila was the world’s first centre of learning of excellence that existed around 2700 years ago, as early as 700BC, located in the northwest region of India.

\(^7\) Nalanda was an acclaimed Mahavihara, a large Buddhist monastery in the ancient kingdom of Magadha (modern-day Bihar) in India.
Research and Training (NCERT), National Council for Teacher Education (NCTE) and the University Grants Commission (UGC) at the central level.

At the state level, the Department of Education and the State Council of Educational Research and Training (SCERT) have important functions to play with. The National Policy on Education (NEP) emphasised universal access and retention, correcting regional and social imbalances and education for women, Scheduled Castes/Scheduled Tribes (SC/STs) and minorities. The expenditure on education as percentage of GDP is 3.4 percent in 2014-15.

Private participation is permitted in all levels of the education sector, but at all levels, these institutions have to work on a not-for-profit basis. The Supreme Court\(^9\) has ruled that these institutions are allowed, a ‘reasonable surplus to meet the cost of expansion and augmentation of facilities’\(^{10}\), but prohibited from charging capitation fee\(^{11}\) or profiteering (the judgement does not define ‘reasonable surplus’)\(^{12}\).

There has been major progress in enrollment of students at the elementary level, but it falls sharply at higher levels. The Gross Enrollment Ratio (GER)\(^{13}\) at the elementary level is 102 percent, 63 percent at the secondary level, 36 percent at the higher secondary level and 15 percent in the higher education (MHRD 2011d). The Parliament has enacted the Right to Education (RTE) Act, 2009, which enforces the fundamental right to elementary education up to Class VIII. The government is currently considering a number of bills to reform the regulatory framework for higher education (at the university level).

2-5-3 Elementary Education

There are various categories of schools providing elementary education: (a) government and government-aided (b) schools under autonomous organisations under the government.

\(^9\) A supreme court is the highest court within the hierarchy of many legal jurisdictions.

\(^{10}\) Islamic Academy of Education & Anr vs. State of Karnataka & Ors (2003) 6 SCC 697.

\(^{11}\) Capitation fee means any amount, by whatever name called, paid or collected directly or indirectly in excess of the education institution fee.

\(^{12}\) Supreme Court cases such as the 1993 Unnikrishnan case, the 2002 T. M. A. Pai Foundation case, the 2003 Islamic Academy of Education case, and the 2005 P. A. Inamdar case (see Agarwal 2006).

\(^{13}\) GER (Gross Enrolment Ratio) Gross Enrolment Index (GEI) is a statistical measure used in the education sector and by the UN in its Education Index to determine the number of students enrolled in school at several different grade levels (like elementary, middle school and high school), and use it to show the ratio of the number of students who live in that country to those who qualify for the particular grade level.
(such as Kendriya Vidyalayas and Navodaya Vidyalayas), (c) schools controlled by government departments directly (such as those under the defence and railways), (d) schools run by public sector undertakings, and (e) unaided schools which are privately run. Central or the State government control the government schools.

During the period 2000-01 to 2013-14, the total number of primary schools (schools with only primary section) has increased by 34.5 percent (from 638,738 to 858,916 schools). The total number of schools imparting upper primary education has increased by 185.9 percent (from 206,269 to 589,796), while the total number of schools imparting elementary education (schools with primary or upper primary sections, schools with primary and upper primary sections, and secondary/higher secondary schools with primary and or upper primary section) has increased by 71.4 percent (from 845,007 to 1,448,712) during the same period.

Aided schools are privately managed, but are eligible for grants-in-aid from central, state or local governments. Unaided schools (private) are non-profit organizations established by trusts or as educational, charitable or religious societies registered under the State Acts or Societies Registration Act, 1860. ‘Education’ is a concurrent subject in the Constitution permits both the Centre and states to make laws. Prior to 2002, Article 45 of the Directive Principles of State Policy directed the state to ‘provide within a period of 10 years from the commencement of [the] Constitution, for compulsory and free education for all children till the age of fourteen years’. Many states have passed laws to make education free and compulsory. For example, the Gujarat Compulsory Primary Education Act, 1961, the Delhi Primary Education Act, 1970;; and Tamil Nadu Compulsory Elementary Education Act, 1994. Over the years, enrolment rates picked up, but dropout rates still remained high. The GER of children between 6–14 years in 2002–03 was 82.5 percent. 35 percent was the dropout rate at the primary level of education (Planning Commission 2008a). In 1993, the Supreme Court declared that the right to education was a fundamental right as it was an inherent part of the right to live.

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14 The Directive Principles of State Policy are guidelines or principles given to the central and state governments of India, to be kept in mind while framing laws and policies.
The Constitution\textsuperscript{15} was amended in 2002 to include this right and Article 21A was added, which requires the State to offer free and compulsory education to all children between the age of 6 and 14 years. The RTE Act became effective in April 2010. The Act helped to implement the fundamental right to education for all children (including children with disabilities) between 6 to 14 years.

The government had budgeted 2.3 trillion for five years (2010–11 to 2014–15) to put in force the Act. The fund sharing model between the centre and the state is in the ratio of 65:35 for five years.

Key features of the act-

a) The Act states that every child has the right to free and compulsory education in a neighbourhood school. A school may be government-run or private (aided or unaided).

b) The Act makes it mandatory for all schools to follow certain minimum norms. Recognition shall be granted subject to satisfaction of certain norms such as Pupil-teacher ratio (PTR), infrastructure and qualification of teachers. Schools that do not meet these norms within the prescribed time frame (generally 3 years) shall be closed.

c) Government schools have to offer free and compulsory education to all admitted children. For aided schools, the degree of free education would be proportionate to the funding received, given that at least of 25 percent seats are reserved for disadvantaged students. All other types of schools (including unaided schools) have to reserve minimum 25 percent of seats for the students from low-income, ST, SC\textsuperscript{16}, and other disadvantaged or weaker groups including children with disabilities.

Unaided schools are reimbursed for either their tuition charge or the per-student expenditure in government schools, whichever is lower. If the per-student expenditure is higher than the government schools, the private school has to take the burden of that extra expenditure.

\textsuperscript{15} A constitution is a set of fundamental principles or established precedents according to which a state or other organization is governed.

\textsuperscript{16} The Scheduled Castes (SCs) and Scheduled Tribes (STs) are official designations given to various groups of historically disadvantaged people in India. The terms are recognized in the Constitution of India and the various groups are designated in one or other of the categories.
d) Physical punishment or mental harassment, screening procedures for admission of children, private tuitions by teachers, capitation fees and running schools without recognition are also prohibited under this law. Some other activities which are prohibited under this act are expulsion, children from being held back in class, or the requirement to pass a board examination until the completion of elementary education.

Approximately 26 percent of children in between six and fourteen years are enrolled in private schools (13 percent of upper primary schools and 7 percent of primary schools are private [aided and unaided]) (GoI 2012; MHRD 2011d). The only mandate for government schools is to meet the Pupil-Teacher Ratio norm. Also, there is no effect of failing to meet this basic norm, but private schools are subject to losing their recognition and shutting down if they do not comply with rules for Pupil-Teacher Ratio, infrastructure and teaching. The Act also specifies fines in case a school collects capitation fees or subjects the child to a selection procedure during admission. Furthermore, the Act places the responsibility on the government to ensure enrolment of all children, but does not name which government agency will be responsible for this task. The key focus of the Act is on the right to schooling and physical infrastructure. There is no rule to ensure that a school provides an acceptable quality of education. Even teachers’ duties are simply related to attendance, punctuality etc., and not on learning accomplishments of their students.

In spite of a number of government programs, including the Sarva Shiksha Abhiyan, a lot of students are performing below their class levels (GoI 2012). Further, making it a mandate that that no child shall be held back until the completion of elementary education could result in students reaching Class VIII without achieving certain basic learning outcomes. Some studies show that in spite of a high passing rate of 95 percent, the learning outcomes for children from Classes IV and V are much lower than the standard (NUEPA 2009). The Act does not deal with this problem, nor does it mandate schools to provide any remedial training for students achieving below their peer group. It also does not grant parents and guardians the choice of voluntarily holding their child back in school.
The problem of shortage of trained teachers also remains a problem. Approximately forty five percent of all elementary school teachers do not possess even a bachelor’s degree (NUEPA 2010). In this context, some states have taken the responsibility to define norms on quality standards. The RTE Rules notified by the state of Gujarat declared that the schools need not meet the infrastructure norms if they can demonstrate that they have achieved certain learning outcomes, both in terms of –

1. absolute levels and
2. as improvement from that of the previous years.

In 2008, the National Knowledge Commission, chaired by Shri Sam Pitroda, recommended the laying down a testing body at the national level for quality evaluation of both government and private schools. The monitoring body would evaluate schools on the basis of various types of indicators such as enrollment, learning levels and attendance (NKC 2007).

2-5-4 Secondary Education

Secondary and higher secondary education (Classes IX–XII) are primarily the responsibility of the state governments. As per a World Bank report, India has a much lower GER at this stage (forty nine percent) as compared to countries in east Asia (seventy percent average) and Latin America (eighty two percent average). There are 190, 643 education institutions providing secondary education in the country. The percentage of private schools (operating on a not-for-profit basis) at secondary level is 60 percent. To improve the secondary education, in 2009, the central government started the Rashtriya Madhyamik Shiksha Abhiyan. It intends to attain an enrollment rate of 75 percent in the next five years, universal access by 2017 and universal retention by 2020. To achieve universalisation of access, the operational group on secondary education has estimated that 19, 946 additional secondary schools are required to guarantee 100 percent GER by 2017.

Regulation of Secondary Education Schools is distinguished by respective state departments of school education. All the recognized school, which carries out a public examination at the end of Classes X and XII, must to be affiliated with a board or council carrying out such examinations. There are three central boards: (a) Central Board of
Secondary Education (CBSE), (b) Council for the Indian School Certificate Examination (CISCE) and (c) National Institute of Open Schooling; (NIOS). Each state also has boards such as the Madya Pradesh Board of Secondary Education, Jharkhand School Examination Board and West Bengal State Board of Secondary and Higher Secondary Education. The state boards are either statutory or under the control of the State Department of Education. They differ considerably in terms of their quality, what they are measured in terms of learning and how they are graded.

The school boards lays down the syllabus and conducts the final evaluation. Since 2010, the CBSE announced the Class X Board examination to be optional for students studying in schools affiliated with the CBSE. It also introduced the scheme of Continuous and Comprehensive Evaluation (CCE) to improve the quality of the affiliated schools. If the students continue their education in the same school after Class X, he/she can be promoted either on the basis of CCE or the result of the Class X board examination. If the student desires to leave the CBSE system after Class X he is then required to appear in the Board examination conducted by the CBSE. The CBSE scheme was offered to many state boards, but it is yet to be executed at the state level.

The central government does not control the fees charged from students by private schools. CISCE and CBSE’s affiliation bylaws state that the fees demanded by schools affiliated to these Boards should match the facilities provided by the schools. They cannot charge capitation fees or accept donations to admit students. Private schools under state boards have to follow rules of their respective state governments. Currently, most states allow private schools to set their own fees subject to certain restrictions (such as prohibiting charging of capitation fees) and requiring private schools to get their fee structure endorsed by the government.

, but there is evidence that some education providers have formed new arrangements to bypass the requirement that trusts and societies have to reinvest the surplus generated in the same school for its development. They function through a two-tier legal structure: a trust that controls the school and a company that possesses the assets (land, building) and offers services (management and technology). The school trust disburses lease rentals and management fees to the company. So the surplus of tuition fees over teacher salaries
flows to the company which is then distributed as dividends. Various committees have recommended ways to fortify the secondary education system. These include the Central Advisory Board of Education (CABE), NKC (National Knowledge Commission), the Committee’s Report on Universalization of Secondary Education and the Planning Commission’s Working Group Report on Secondary and Vocational Education.

2-5-5 Higher Education
The education offered after completion of school education (Class XII) is known as higher education, which contains education in general subjects, and professional and technical education. In 2013, India’s GER was close to 26 percent in higher education, the government plans to increase this to 30 percent by 2020. The number of unaided higher education institutions has substantially increased over the years (currently 63 percent of institutions are private). With about 50 percent divide in enrollment, private institutions have improved access, but they are concentrated in a few select disciplines such as management, medicine, engineering and information technology (IT). Also, the distribution of the private institutions is uneven, with some states witnessing more growth as compared to others.

Both at the centre as well as at the state level, the governments can enact laws related to education since it is in the Concurrent List of the Constitution. In addition, the centre has the authority to determine standards for higher educational institutions while the states can incorporate control and close down the universities. The MHRD frames major policies related to higher education and provides grants to the UGC. The central government sets up central universities. The UGC can also recognize institutions as deemed universities. The state governments are responsible for setting up of state universities and colleges, and they also give grants for their development and maintenance. Technical education is regulated by the AICTE. Apart from AICTE, there are 14 statutory professional councils that regulate courses related to areas such as medicine, law and nursing.

The UGC (established in 1956) is the apex body that regulates universities and colleges teaching general subjects. UGC has the power to decide and maintain standards and give grants. Universities can be central, state, private, or deemed. The UGC specifies, colleges
that provide degree courses have to be affiliated with a university. The UGC stipulates minimum qualification of teachers, directives for the award of various degrees and criteria that private universities have to maintain. It can also control fees of universities if it is in the public interest to do so and prohibits such universities from accepting any donations.

Technical institutions can offer degree programs if they are affiliated with a university (this condition is waived for some institutions). Affiliation is not required if the institution offers only diploma programs. The CABE, which includes representatives from the central and state governments and other experts from different sectors, coordinates between the centre and the states. There are also 14 professional councils such as the Dental Council of India, the Medical Council of India, the Bar Council of India, and the Council of Architecture that recognize courses, encourage professional institutions and give grants to undergraduate programs. The fees and the way in which admission is granted in unaided institutions are regulated by the state-constituted Fee and Admission Regulatory Committee, which decides the student intake and the fee that each private institution can charge. The Supreme Court has ruled on this subject in a number of court cases.

Accreditation of institutions is currently voluntary. The National Assessment and Accreditation Council (NAAC) and the National Board of Accreditation (NBA) are autonomous bodies that accredit institutions, set up by the UGC and the AICTE respectively. Presently, foreign institutions are permitted to operate in India through various modes. Indian universities can also grant degrees and diplomas in collaboration with foreign universities, but the foreign universities are not allowed to set up branch campuses without an Indian partner. The AICTE regulates foreign institutions, which offers technical education either directly or through collaboration with Indian partners.

2-6 Human Resource Development (HRD)

Education in India is provided by the private sector as well as the public sector, with control and funding coming from three levels: central, state, and local. The policies relating to education, except higher and technical education, comes under the purview of
the state governments. The quality of higher education and technical education is taken care by the central government. There are two separate bodies University Grants Commission (UGC) and All India Council for Technical Education (AICTE) which looks after these.

The Ministry of Human Resource Development (MHRD) was formed on September 26, 1985, through the 174th amendment to the Government of India (Allocation of Business) Rules, 1961. Currently, the MHRD works through two departments i.e. Department of School Education & Literacy and Department of Higher Education. While the Department of School Education & Literacy is responsible for development of school education and literacy in the country, the Department of Higher Education takes care of what is one of the largest Higher Education systems of the world, just after the United States and China.

The main ruling body at the tertiary level is the University Grants Commission, which implements its standards, advises the government, and helps manage between the centre and the state.

Before we embark on such a review, giving background information on each of these elements is considered essential in order to gain a clear understanding on how one should approach this topic. Thus, this chapter has been organized in the following order-

- Part One: HRD in Primary And Secondary Education
- Part Two: HRD in Higher Education

2-6-1 HRD in Primary and Secondary Education

At the higher end are English-language schools affiliated to the CISCE (Council for the Indian Schools Certificates Examination), CBSE (Central Board of Secondary Education) and IB (International Baccalaureate) examination boards, offering globally recognized syllabuses and curriculum. Those who are not able to afford private schooling go to English-language government-aided schools, affiliated to state-level examination boards. In the bottom of the pyramid are poorly managed government or municipal schools, which cater for the children of the poor population. Therefore, while education for all is protected by the Constitution, and a greater mass of people can now access
educational resources, the quality of the education that school going students in Indian receive varies widely according to their financial background, which is a worrying trend. In India’s 600,000 villages and the ever increasing urban slum habitats, ‘free and compulsory education’ is in fact basic education dispensed by barely qualified ‘para teachers’.

2-6-1-1 HRD in Government Schools
The funding for state schools is provided by tax revenues (tax is paid by the citizens). Government schools are run by the the central, state or local governments. All the students admitted in such schools are provided free education. The government education system faces grave challenges including a lack of infrastructure, insufficient funding, staff and facilities.

A significant finding of a World Bank project was that teachers are highly unlikely to be fired for being absent-- only 1 in 3,000 head teachers had fired a teacher for repeated absenteeism. Higher pay doesn't lower absenteeism, the research revealed. Elderly teachers, higher educated teachers and head teachers have higher salaries, but are also absent more often, according to a related research paper. Also, contract teachers are paid much lower than regular teachers, but have similar absence rates. Government officials told those doing the study that they could not inspect institutions because high crime rates made inspections hazardous, and they did not have sufficient funds for petrol for teams to go on inspection tours.

Absenteeism among teachers is cited widely in development literature as a barrier to improving education levels in developing countries. "Governments and donors may construct school buildings and supply textbooks, but if teachers are repeatedly absent students are unlikely to learn," says Halsey Rogers, senior economist at the World Bank's Development Research Group and one of the authors of the report, prepared in association with Harvard University.

Developing countries approximately spend between 80%-90% of their education budgets on teachers, without getting the most basic return that is getting teachers to show up for
work. For instance, India's Budget 2014-15 allocated Rs 500 crore for teachers' training, while the budgetary allocation for education was increased by 12.3% crore, to Rs 83771 crore. The budget (2014-15) advocated starting a school assessment program and aimed to instil new training tools and motivate teachers through another scheme called the Pandit Madan Mohan Malviya New Teachers Training Program. Finance Minister Mr Arun Jaitley allocated Rs. 500 crore toward this new initiative. He considers a lack of trained teachers a hurdle in improving schools and education outcomes. The school sector got Rs. 51, 828 crore, an increase in 9.9% over the revised budget estimate of 2013-14.

A research revealed that working conditions are more likely to influence teacher's absenteeism than fear of losing pay. They found a clear association between better infrastructure and lower absence. If the facilities are better, if they have, for example, functioning toilets and a roof, they are going to be more enthusiastic about going to work and working in those better conditions.

Around 25% percent of teachers at India's government primary schools absent themselves from work on any given day, and only about 50% of teachers present in schools are really engaged in teaching, says a recent World Bank research project on teacher absenteeism. About 42% of teachers at government-run primary schools in Jharkhand, and nearly 38% in Bihar, are missing from their classrooms.

In Jharkhand, there are various categories of high schools such as, government, government aided and upgraded high schools. The state plans to bring all the high schools under one regulatory body for fast recruitment of teachers. The regulation was likely to be passed by the cabinet in August, 2015.

Jharkhand has faced serious shortage of teachers in the government schools. In 2006-07, numerous middle schools were upgraded to high schools, but new recruitments were not made. The middle school teachers used to teach in these schools. 3, 718 posts of assistant teachers were approved. The state advertised for 2, 413 posts for which an examination was conducted by Jharkhand Academic Council (JAC) in 2012. but, due to anomalies, legal problems and cancellation of examinations, the result was published only in 2015.
As on Aug 2015, there were 15,000 vacancies in 2,248 high schools in the state. Most of the primary schools are running with a single teacher as there were not enough teachers.

The infrastructure state of the most government run schools is appalling. Basic facilities like electricity and toilets are also not there in most of the schools. The 2013-14 edition of the District Information System for Education (DISE) report shows that only over 16% of the schools in Jharkhand was having the electricity facility.

The student teacher ratio is also alarming. The Right to Education Act mandates a student-teacher ratio of 30 whereas in Jharkhand, the ratio is around 67 (Fig 2-5-1-1-A).

East Singhbhum district was considered as most one of the most developed district of Jharkhand, but the condition of government schools are in bad shape. Altogether, there
are 58 government high schools in the district, out of which 11 schools have been upgraded, recently as Plus two schools.

As per the government rules, each plus two school have sanctioned post of one head master and 10 teachers. On that count, there should have been 11 head masters and 110 teachers, but unfortunately, the district has only 56 teachers. None of the 11 plus two school have a full-fledged head master and are being managed by acting head masters.

The situation in the primary and middle school is no different.

As per the government’s rotation policy, the teachers discharging their responsibility at a place should be transferred every three years, but 60 teachers (primary, middle and high schools) working in naxal\(^{17}\)-affected Dumaria\(^{18}\) block of the district are continuously for last 13 years and they are yet to receive any transfer orders. The government has set some policies for the teaching staffs (Annexure I) for their welfare, but importantly now the government should immediately recruit sufficient teachers to fill the vacant positions.

2-6-1-2 HRD in Private Schools

According to a recent study, nearly 43% of school teachers in India are now working under privately managed schools. So that is about 4.2 million teachers, out of which 3.1 million teach are in elementary schools (classes 1 to 8) and the remaining 1.1 million in secondary and senior secondary schools.

The infrastructure of the private schools is generally better than the government run schools. Each school is affiliated with a board (State Board, ICSE, CBSE, or International Boards) and frames service rules for its employees, which are as per Education Act of the state/union territory.

Teachers appointed in most of the private schools across the country are experiencing a lot of challenges. They generally do not have any job security and enjoy very few benefits. Most of the schools do not have a proper set of policies that govern the working of the

\(^{17}\) A Naxal or Naxalites is a member of any of the Communist guerrilla groups in India, mostly associated with the Communist Party of India (Maoist).

\(^{18}\) Dumaria is a Block in Gaya District of Bihar State, India. It belongs to Magadh Division. It is located 83 KM towards west from District headquarters Gaya.
teachers. Different schools have different policies for teachers which are generally not checked by any regulatory body. Simple issues like “how long can a teacher be kept in probation” does not have a standard rule across a state. Noting that education would be "affected" if the teachers did not enjoy job security, the Delhi High Court issued a judgment expected to give relief to Delhi school teachers appointed on an ad hoc or probationary basis.

In its order, the bench of Justice Valmiki J Mehta recommended that the period of probation of a teacher under the Delhi School Education Act should be within the limits of a "reasonable period" and that the appointment should be deemed as confirmed if the "reasonable period" of three to five years had passed. The court of Justice Valmiki J Mehta has interpreted Rule 105 of the Delhi School Education Act and Rules, which specifies that any teacher appointed in a school would be kept on probation for a minimum period of one year, and the probation period may be extended by the school. The rule, however, does not state a maximum period of probation. "This issue of whether the period of probation can only be a maximum period of two years — one year with an extension of one year — and that whether after two years, there is an automatic confirmation of an employee is indeed a vexed question so far as the Delhi School Education Act and Rules, 1973 are concerned, " the court noted.

One of the biggest challenges for a teacher in a private school is the issue of salary. There is no formal salary structure in most of the private schools. While government school teachers have pay scales ranging between Rs 20,000 to Rs 40,000 per month depending on their level of qualification and experience, the majority of the private school teachers survive on a meager amount. A report found many teachers are working for salaries as low as Rs 2000 per month. The big private schools in cities probably do not indulge in such activities, but almost throughout the country, small private schools treat their teachers — and students — in this way. It is not surprising to see that the teaching profession is no longer attracting the best of talents.
A Division Bench\textsuperscript{19} of the Kerala High Court on September 14, 2012 directed the CBSE boards to put into effect as a condition for affiliation of unaided schools that managements should pay a minimum monthly provisional salary of Rs. 10,000 for primary and middle school teachers, Rs. 15,000 for secondary school teachers, and Rs. 20,000 for senior secondary teachers, and a minimum monthly salary of Rs. 6,000 and Rs. 4,500 respectively to clerical staff and peons and class IV employees.

The Bench comprising Justice C. N. Ramachandran Nair and Justice C. K. Abdul Rehim issued the directive as an interim measure till the Central government considered incorporating the condition in the affiliation rules regarding the payment of salaries to staff in unaided CBSE schools in the wake of the Right to Education Act. The State and Central governments should take a pronouncement in consultation with each other and the CBSE Board on the subject. The court passed the order while disposing of a group of writ petitions filed by various school managements challenging the norms recommended by the State government for issuing NoC for CBSE schools.

The petitioners had challenged the norm that the CBSE affiliated unaided schools should pay salaries and allowances on a par with the government school teachers and staff. The court viewed that it had received letters complaining that teachers and other staff working in CBSE affiliated schools in the State were paid meagre salaries.

The court said that unless fair wages were paid to both teaching and non-teaching staff and their service conditions reasonably fixed, the unaided schools would not get qualified teaching staff.

A full bench of the Madras High Court (year) held that teachers of private schools cannot get salary at par with their counterparts in government schools. The bench, comprising of Chief Justice Sanjay Kishan Kaul, Justice T. S. Sivagnanam and Justice Pushpa Sathyanarayana, in its order also cleared that the government cannot force the management of a private school to disburse salary to its staff at par with the state government-run school teachers.

\textsuperscript{19} A Division Bench is a term in judicial system in India in which a case is heard and judged by at least two judges.
Referring to various orders of the Supreme Court, the bench said that on several occasions the apex court had held that the government cannot regulate the salary structure of unaided institutions as "the salary structure is a matter of contract between the teacher and the school which is outside the domain of public law". It also said that there cannot be any rigidity in respect of salary to be paid to teachers and further said that any such stipulation would interfere with the overall administrative control by the management and would infringe its rights to establish and administer the educational institutions.

According to a report prepared under the Unified District Information System for Education (UDISE) by National University of Education Planning and Administration, one fourth of the teachers in private unaided schools are not even professionally qualified to become teachers. In unrecognized schools, of which the exact number is unknown and probably runs into thousands, only around 42% teachers are professionally qualified. This is in sharp contrast to private aided schools where 91% teachers have the desired professional qualification. In government schools it is around 83%.

CISCE and CBSE have developed their service which they provide to all schools (Annexure II and Annexure III). The copies of these policies are provided to the schools at the time of the affiliation.

2-6-2 HRD in Higher Education

Good Faculty is a must for any higher education institution aspiring Quality. It is high time that an Indian Higher Educational Service, along the lines of the IAS, is formed. This will have the advantage of quality control of the teaching faculty in higher education. A new Human Resource Development Policy should be evolved to facilitate this. This could assure that there is a continuous infusion of young blood into the talented teaching cadre; which is not happening at the moment. There can be some restrictions on faculty appointments, the present evil of inbreeding can be eliminated. The inbreeding has already destroyed many departments at Indian Universities.
Most of the private colleges do not follow the 6th Pay Commission; they have their own salary scales. Some colleges do not have any salary scales, it depends upon the negotiation between the management and the candidate during the time of the interview. Most of the institutions do not provide PF or gratuity as they give a consolidated payment to the faculties. The yearly increments are also at the discretion of the institution heads and the process is not transparent. So good faculties stay away from these colleges and the thousands of students in these colleges are deprived of quality teaching. During the hiring process also there is no transparency. If a potential candidate quotes more salary, the institution tends to reject that candidate and probably selects someone who demands less.

If a faculty leaves an institution during an academic session, there is no real intent of the organization to immediately find a replacement, they rather load this subject on another faculty who might have some kind of idea of that subject, but is not a specialist. It serves the immediate need of the institution, but does it provide quality education. Sometimes the mistake is not from the institution side as they advertise for the opening, but do not get a proper response because the advertisement fails to reach the target faculty group. , but if the institution had an access to a list of faculty who are specialist in that subject and teaching in nearby institutions, the faculty could have been hired on contract and would have finished the syllabus without compromising on the quality of teaching.

Only a handful of private institutions sends their faculties for training programs such as “Faculty Development Programs” (FDP) in premier institutions. Either the faculties are not aware of such programs or the institution are not ready to relieve the faculties for the training period or the institution displays inability to pay the expenses, whatever be the reasons, , but the opportunity for the faculty to develop doesn’t materialise in spite of the opportunity and the intent to do so. Some faculties who are interested to do so have to pay the fees and other expenses from their own pocket, though probably they are not getting salary during this period as the college/institution is not ready to pay salaries during this training program. Some of the faculties in fact have to leave their jobs as the institution is not ready to give them such long leaves.

The number of classes per faculty per week or per month is also not regulated though there are laid rules. The teaching content or study material needs to be updated every year, The
world is changing so fast that what is relevant today might not be relevant tomorrow. This demands a lot of time from the faculties.

All the above mentioned micro problems may lead to poor quality of higher education. The biggest issue is that these problems are never addressed and there is no platform where these problems can be addressed. Since the government plans have ambitious plans for both the public and the private sector for the massive development of higher education in India, they should develop a large and highly capable pool of scholars who could develop a map in teaching and research\textsuperscript{20}. Many of these scholars already exist or are moving into the ranks of the professionalism at the better Indian (and foreign) universities; many more such academicians will be needed to satisfy the ever growing demand and to take leadership positions in colleges and universities which are not up to the standards of an internationally competitive system of higher education.

Keeping an eye on the existing scheme of things, the achievement of this goal may require a combination of different strategies, including a change in the standard for academic recruitment and promotion, major improvement in the financial condition of the academic teaching profession, a large scale, countrywide, program for the identification, training, and placement of young scholars, and a mammoth effort at repatriating successful Indian scholars from abroad.

None of these actions is easy; all of them will have to overcome shortfalls where standards for academic recruitment have been rather arbitrary, where the compensation of teaching in higher education has been rather poor (compared to opportunities both abroad and in the private sector), where post-graduate and doctoral programs have been short on capacity, quality and financial support and where the increasingly intensive efforts to bring back Indian scholars from abroad have so far met with only limited success.

Sufficient staffing may well be the important bottleneck in India’s ambitious plans for growth and excellence. To cope with all these issues, the government will require a concentrated effort involving developing a academic culture, economic condition, teacher training, and bringing back the expatriate Indian scholars.
AICTE has framed service terms for faculties working in AICTE approved colleges (annexure IV). Similarly UGC has also framed regulations to be followed by all universities and colleges approved by the UGC.

A recent report in the month of November, 2015 in a leading newspaper states that most Jharkhand state-run colleges are operating with only half the number of teachers they are sanctioned, and surprisingly some colleges of Kolhan University don't have a single teacher. There has been no teacher recruitment in the Jharkhand in the last seven years. Vice chancellor of Kolhan University R. P. P Singh informed the state HRD department and Jharkhand Public Service Commission (JPSC) about the same and has requested urgent recruitment of teachers for 14 constituent colleges.

According to university sources, Baharagora College, about eighty km from Jamshedpur, is operating with seven faculties when it has twenty posts. At Ghatshila College, there are 11 faculties out of 34 entitled posts. There are only 8 faculties at Tata College, Chaibasa, which is entitled to 60. Mahila College, Chaibasa, has 21 vacant posts of faculties out of 42. At Singhbhum College, Chandil, 13 out of 26 faculties posts are lying vacant. Apart from this, various departments in several colleges have no teacher at all. Students are left with no choice, but to take the assistance of private tutors.

At Singhbhum College, Chandil, there is no faculty in the history department, at K. S. College, Seraikela, there is no faculty in philosophy and economics departments and at Ghatshila College, zoology and physics, the departments are operating without faculties.

The above numbers clearly show the higher education in Jharkhand is in doldrums and Kolhan is no exception. Majority of students do not come to college because there are no faculties. Students prefer sitting at home, taking private tuitions and referring to reference material to give the university examination.

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21 The Kolhan University was established on 13 August 2009 with 14 Constituent Colleges and 12 Affiliated Colleges in geographical jurisdiction of East Singhbhum, West Singhbhum and Seraikela Kharsawan District with more than 80,000 students strength.
22 Chaibasa is a city and a municipality in West Singhbhum district in the state of Jharkhand, India.
23 Chandil is a census town in Seraikela Kharsawan district in the state of Jharkhand, India.
24 Saraikela, also spelled Seraikella, is the administrative headquarters of Seraikela Kharsawan District of Jharkhand.