





# STUDY ON TEACHER MOTIVATION AND INCENTIVES IN BIHAR

FINAL REPORT

December 2011



**CENTRE FOR BUDGET AND POLICY STUDIES**

**Authored by: Jyotsna Jha, G.V.S.R. Prasad, Divya Krishnaswamy, Shubhashansa Bakshi**

## **DISCLAIMER**

The authors' views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.



## EXECUTIVE SUMMARY

### 1.0 Introduction and Background

Bihar, one of the least developed states in India, has taken many positive steps in many areas of development in recent years including elementary education. Despite making impressive gains, the state continues to face a number of challenges in achieving the goal of universal elementary education. These include the issues of low participation of girls, dalits and Muslims, especially at upper primary levels, the pressures of enhancing infrastructural and human resource needs, and above all the issues related with the quality of education, including teacher motivation and accountability, and training.

Teacher motivation, commitment and accountability are as important as teacher competence and subject knowledge. Although the researches emanating from developing countries establishing direct relationship between teacher motivation and accountability, and students' and school performance is not as wide as in the developed countries, sufficient evidence exists to demonstrate a clear and strong relationship. A number of studies from high-population, developing countries like Indonesia, Nigeria and Pakistan provide pointers in that direction. The middle income countries such as Poland, Portugal, Turkey, Chile and Brazil managed to improve their scores in Programme for International Students' Assessments (PISA) (2009), an international learning achievement survey for 15 year olds, through reforms that included measures to address teacher motivation and accountability. Higher salaries or monetary rewards coupled with stricter measures for establishing teacher accountability emerge as two most important interventions in this regard. These cases also suggest that it is a combination of increased financial investment, curricular reform, teacher training initiatives and institutional reforms that improves teacher motivation, accountability has proved to be effective and one cannot be sure of the impact if the interventions were introduced in isolation.

#### ***The present study***

This study, funded by USAID|India, is an attempt to understand challenges related to teacher motivation and accountability in Bihar through a short research carried out in one district, and aims to outline a range of policy options and approaches that could address the challenge of understanding what motivates teachers and how teachers can be made more accountable to the learning process. This study provides important feedback for policy and institutional reforms in Bihar, and many of these are significant for other states as well. The study used an analytical desk review combined with participatory rural appraisal techniques and survey methods to gather information from stakeholders in Nalanda district, and from state level institutions at the state headquarters, Patna.



## **2.0 Teacher Motivation and Accountability: Where does Bihar stand?**

The study tried to gauge the level of motivation of elementary level teachers in Bihar as per their own perception as well as perceptions of an experienced group of stakeholders including senior educational administrators, academics and teacher trainers working closely with the school or school system. Although the exact perceptions vary, there was almost a consensus that about 30-40 percent teachers are highly motivated, a similar percentage is motivated to a lesser degree and the remaining 20-30 percent teachers are de-motivated.

As is well known, teaching was once a most sought after and prestigious profession in India but the trend changed sometime in the 1980s when the focus shifted to medicine, engineering and more recently to management. Bihar has one of the highest teacher absenteeism rates in the country. Only 43 percent among the surveyed teachers stated teaching as their first choice of profession. That an increasing number of highly qualified men and women are joining the teaching profession is clear from the fact that a majority of them have graduate or higher level qualifications. Those with higher qualifications are more likely to have entered the teaching profession as a result of failure to enter a profession of their first choice. Nevertheless, 80 percent of the trainees viewed teaching as important due to its important role in society building; this shows that there exists the potential of using this perspective to turn teacher trainees into highly motivated teachers. The belief that all hope is not lost and that with the appropriate measures teacher motivation and accountability can be regained was very deep-rooted amongst all stakeholders.

## **3.0 Determinants of Teacher Motivation and Accountability: What is the situation in Bihar?**

Motivation theories and international studies suggest that it is a combination of intrinsic and extrinsic determinants that boost teacher motivation and accountability. Taking a cue from these, we tried to understand the incentives and disincentives that impact teachers' motivation at two levels: Institutional and Individual.

At the institutional level, the study attempted to look at incentives and disincentives at the level of the school as well as the larger school system. This included:

- i. *The school environment:* In general, Bihar has a heavy deficit of physical infrastructure in schools - teachers cite this as an important reason for low motivation. Relationships (teacher-teacher; teacher-head teacher; teacher-community) are not an area of concern for a majority, though in some cases like the teacher-community relationship appeared to be weak. This could have implications for the school environment as the community groups play an important role in school monitoring and support, especially since the adoption of the RTE.



- ii. *School leadership:* Only one-fourth of the schools covered had regular head teachers in place, while in about 59 percent schools someone else was acting as what is known as an 'in-charge' head teacher. A further 19 percent were on deputation from other schools. This is not an encouraging; head teachers in such situations do not feel confident and empowered to take major decisions. Although most of the head teachers had high educational qualifications, their preparedness for the role was inadequate. Only 9 percent of head teachers reported having received any prior training in handling leadership issues.
- iii. *Deputation to non-teaching jobs:* Deputation of teachers to assignments other than teaching, especially to the Block Level Office (BLO), was identified as a major hurdle. Nearly 85 percent of teachers reported being deputed to other tasks of which nearly 83 percent reported being attached to the BLO at some stage or the other. The general perception among educational administrators is that though the teachers complained about additional duties, in reality they enjoyed duties such as BLO attachments because it took them away from the more challenging task of teaching while also bringing in a little extra payment. However, this perception is not corroborated by teachers' responses with nearly two-thirds of them identifying the BLO attachment as a highly undesirable duty.
- iv. *Recruitment, salaries, payment processes and the nature of employment:* Like many other countries and states facing a resource crunch, Bihar also adopted a policy of hiring contract teachers on fixed salaries leading to the existence of a dual track system with vast differences in salary and compensation packages. More than 90 percent of contract teachers expressed dissatisfaction over both, the level, and disbursement process of salary. The main reasons for their dissatisfaction are: (i) difference in the monetary compensation - including salaries, increment and allowances - of regular and contract teachers, even though they work in the same school with similar work-loads and job-requirements, (ii) inadequate compensation, especially in view of the high cost of living, and (iii) the routing of salaries through the Gram Panchayat rather than through the state treasury, as in the case of regular teachers. This was considered more a case of a 'lack of legitimacy' where one not receiving the salary through treasury is not viewed as a government employee and therefore not 'legitimate'. All teachers complained about delayed payment of salaries. Teachers identified timely payment of salary and greater transparency in administrative decisions as two most important changes which would make them more interested and satisfied with their jobs.
- v. *Location and transfer issues:* Urban work locations are perceived to be more desirable with better facilities and living conditions, except in cases when the teacher belongs to the local area. In our interactions, many were of the opinion that the transfer policy adopted in the 1970s mandating all teachers to be posted outside their home areas eventually became one of the major reasons for teachers' low motivation. This forced these teachers to engage with several other issues of housing and children's education, and diverted their attention from teaching per se. Although this policy has now changed, the residual effect still remains. The



role of corruption, either in the form of bribery or patronage, in postings and transfers was also raised as an issue in Bihar.

- vi. *Departmental disputes and redressal:* Only 13 percent teachers' expressed full satisfaction with the present system of handling departmental problems, 32 percent expressed complete dissatisfaction, and the remaining 55 percent expressed only partial satisfaction. An overwhelming majority of teacher trainers and cluster resource centre coordinators (CRCCs) also felt that the processes for resolving departmental issues needed strengthening.
- vii. *Rewards and punishments:* India has few penalties for bad/ poor performance of teachers; Bihar is no exception to this. There is also little incentive to perform well and no disincentive for a lack of performance. There is no career path for an elementary education teacher in Bihar. In most cases, they retire at the same post after a long tenure. Although teachers get attached to cluster resource centre (CRCs) and block resource centres (BRCs), these are neither viewed nor treated as promotion. It takes them years, often decades, to become a head teacher, and this opportunity too comes to very few. There is no avenue to progress and utilize the experiences of primary/ elementary teachers.

The situation is worse for contract teachers who do not get even annual increments. However, the government has mandated conducting an evaluation/ aptitude test every three years for teachers recruited under this Rule, i.e. contract teachers, and linked it with a small increment received by those who attain above a particular percentage of marks. Those scoring below this percentage twice in a row are liable to be removed from their post. No such measure exists for regular teachers and this is another source of dissatisfaction among contract teachers. Contract teachers raised the issue of the insufficient and infrequent increments, and the provision of test being limited to contract teachers as being unfair. International experiences present evidence on both aspects of performance based awards and warn against bad design and implementation.

- viii. *Awards and Respect:* A limited number of teacher performance awards do exist but the general feedback is that these awards are mostly politically motivated. However, a formal award is not the only way of recognition: the community expressed satisfaction with teachers and the school in about half of the surveyed schools, whereas in the remaining half of the schools community members had some or the other complaint about teachers and the school. While in some cases the complaints were related to teachers' lack of interest and competence, they also referred to teachers' deputation to non-teaching tasks and their resultant absence from schools as problems. When asked what makes them feel respected, a majority of the teachers identified students' learning and development, followed by children's attendance, and finally community recognition, as signs of respect and recognition.



- ix. *Financial autonomy and decentralization:* In India, teachers hardly have any autonomy, least of all of the financial kind. However, Sarva Shiksha Abhiyan (SSA) has made provisions for some targeted, yet not completely tied, funds for schools that provide head teachers and teachers some autonomy of decision making about spending. There are three types of grants that are given to all elementary schools under SSA: (i) Maintenance grants; (ii) Development grants; and (iii) Teaching-learning material (TLM) grant. Studies tracking these grants in Nalanda district suggested that nearly one third of the schools had not received school grants even at the end of the financial year. For those which had received money, delays were common. However, the expenditure pattern for TLM grants, which has been afforded to individual teachers, was much better than the other two types of grants for which expenditure decisions are usually taken by the head teacher and the Vidyalaya Shiksha Samiti (VSS) president. Delays in grants make it tougher for them to act as motivation enablers.

Autonomy is linked with close monitoring and accountability measures. Though the VSS members were aware of their committee's role, they found it problematic to function effectively due to delays in funds reaching schools. Also, though the VSSs are assigned with the role of monitoring teacher accountability, they do not have any real control over teachers or school related decisions.

- x. *Monitoring mechanisms and processes:* There are three mechanisms for monitoring a school in Bihar: (i) departmental officials who are supposed to visit schools periodically and gauge all aspects of functioning, (ii) CRCs where several schools are clubbed together as a cluster and the CRCC is supposed to provide academic support through a monthly meeting and school visits, and (iii) VSS which is supposed to closely monitor the school on all major aspects. The feedback from recent studies suggests that all three channels are weak, or at least have been weak in the recent past. Most VSSs have been dysfunctional for the last three years since completing their three year term; no election has been held since 2008. Departmental monitoring has also been infrequent and ineffective in reducing teacher absenteeism. CRC meetings and CRCC visits focus more on the operational, rather than academic/ technical aspects of issues. The recent administrative reforms may help in changing the situation; but some international experiences also warn against the limited impact of management reforms.

At individual level, we tried at gauging the awareness, belief and competence issues related with motivation and analyse how teachers could be made more accountable:

- i. *Children's disadvantageous background:* Most teachers are aware that children in government schools come from deprived backgrounds. However, it is not clear whether they are also aware of the implications of this fact for teaching: minimal parental support at home means children depend wholly upon the teacher's guidance and inputs.



- ii. *Corporal punishment* is illegal under RTE, but a large proportion of teachers and other important players still considers it necessary and are not aware of positive disciplining methods.
- iii. *Girls' Education*: More than one third of all stakeholders consulted believed that girls should not be provided higher education. This displays a lack of understanding of equity issues, especially from the gender perspective, and questions the accountability of those teachers' who have the responsibility of implementing a number of incentives aimed at girls.
- iv. *RTE*: While about 62 percent teachers think that the RTE would bring about significant changes at least to some extent, the rest are not so hopeful. However, what is of concern is the lack of clarity regarding the main focus of the RTE: while most teachers knew some or the other feature of the RTE, they seemed unclear about the concept of basic education itself being a fundamental right.

#### 4.0 Teacher Training

Teacher training has a limited yet significant role in raising the motivation and accountability levels of teachers. Considering their attitude towards understanding of some equity issues that are vital for attaining quality, it is obvious that both pre-service and in-service training have had limited impact. In general, teachers working at the elementary level do not get many opportunities; they also do not display an aptitude to seek opportunities to interact with peers and researchers and to update themselves with the latest developments. Unlike many other countries teacher unions here do not play any role in professional development of teachers. An overwhelming majority of trainees expressed the need for change in training methodology. More than one third trainees want spiritual/ moral/ social learning to be included and a similar percentage want continual updating of the course. Twenty percent also wanted a greater focus on pedagogical aspects while 4 percent wanted continuous feedback from faculties being incorporated in the instruction in college; this is important feedback for the teacher training colleges.

A recent survey revealed that the status of teacher training colleges in terms of staffing and infrastructure is poor in the state. About 43 percent of teaching posts and 58 percent of principals' posts were vacant in 65 teacher training institutions in Bihar during 2010-11. The same survey also reveals the poor state of physical infrastructure and other facilities in most of these institutions. At present, there is no separate cadre for teacher training institutions and an overwhelming majority of faculty in the two institutions surveyed in our sample felt that a separate cadre is a necessity to bring about reforms. The State Council of Educational Research and Training (SCERT) faculty and District Institute of Educational Training (DIET) Principals believed that the new D.Ed. Curriculum would bring many desired changes. A perusal



of the new D.Ed. Curriculum shows that though it does try to build perspective on the philosophy of education and brings out the link between education and the society through a separate course on fundamental issues in education, it could be further improved by including discussions on how societal inequalities impact language teaching and learning of various subjects. Changing the routinised nature of in-service teacher training programmes to school-based monitoring and support is also desirable.

The number of teachers that need to be provided long term teacher training, as pointed out in the beginning, is also a serious challenge. Bihar is considering starting an open-education based mass teacher training course for teachers who have joined the system without any prior professional qualifications. While this is perhaps an unavoidable step in the light of the large numbers that need to be trained within a short time period, it is also important not to let the known shortcomings of an open system of education affect the quality of training.

## 5.0 Conclusions and Suggestions

Teacher motivation is vital to school functioning as it determines their level of engagement, desire to learn and apply skills, and accountability to children's learning and development. Though there are no shortcuts when it comes to investing in teachers, it would be important for any government to choose strategic, cost-effective measures that can have a trigger effect on the system. We suggest the following measures to raise teacher motivation and accountability in Bihar:

- i. *Raising the status of teachers through a mass media campaign:* Effective use of mass media to regain the lost status of teaching profession highlighting its national building and societal role could go a long way.
- ii. *Institutional incentives and disincentives - Career path, performance linked rewards and punishment:* It is important to chart out a career path that allows teachers to move to other positions such as CRCs, BRCs, DIETs, SCERTs, and even management, and these movements need to be considered as promotions. Once in their new posts, the teachers have to be treated at par with other faculties/ employees in terms of salaries, other compensations, as well as in terms of roles and responsibilities. Career advancement must be linked with performance in a major way with little role assigned for seniority alone. It would be important to develop performance appraisal criteria very carefully and transparently. The analysis of country cases suggests that individual performance and inter-school comparisons could prove counterproductive, and are therefore avoidable. Developing performance criteria that focuses on school performance and compares a school with its own past performance may be more useful. Such practices have been found to promote



cooperation and ownership amongst the teachers. Within this, there could also be space provided for individual recognition.

A process whereby contract teachers can be elevated to the levels of regular teachers, with full scale and other benefits should be mapped. It is worth looking at the Gujarat model where all primary teachers are first hired on contract and then converted to regular teachers after fulfilling five years of service and all other requirements expected of them during that period - this includes postings in remote areas. It is not necessarily the contractual nature of the job that acts as a de-motivator; it is rather the presence of a dual track system with significant differences in compensation and benefits with no difference in accountability levels, which causes the resentment.

- iii. *Close monitoring and monetary rewards to combat Teacher absenteeism:* Abdul Latif Jameel Poverty Action LabMIT (2009), based on a comparative analysis of several programmes to combat absenteeism of service providers in education and health in a number of developing countries, concluded that what worked best were impersonal, direct incentives for attendance. The analysis also clearly shows that incentive plans implemented by supervisors and tested by researchers have failed as supervisors gave rewards and failed to implement penalties even when absenteeism persisted. Community monitoring without teeth or relevant power does not work. However, if the bodies such as School Management Committee (SMC)/ VSS are given some powers to monitor and link monitoring to reward and punishment, these could be effective. Redefined school-cluster based support is more critical than investing on training modules.

A periodic, module-based training does not yield many results. Mentoring has been found to be more effective in such situations. Therefore, there is value in considering the advantage of a multiple mode of training on the following lines: (i) Cluster based training on general issues, concepts and skills; followed by, (ii) school/ panchayat based mentoring on school or area specific issues/ problems, and (iii) school based support and mentoring. Face-to-face training and mentoring could be combined with action research being undertaken by teachers, independent assignments based on reading materials, and other such innovative methods to make training more interesting as well as to enhance its impact.

- iv. *Catch them young:* It would be important for new teachers to start out with a sense of responsibility towards children, and accountability towards a public cause and finances. The teacher education course needs to be reexamined and revised from this perspective. The new D.Ed. curriculum raises some hopes, but the need to go deeper into these issues and weave them into the teaching learning process for all subjects still remains.
- v. *Systemic reforms in teacher education:* Reforms are required in all areas: structural, curricular, transactional and administrative. Considering the immense challenge that Bihar faces in terms of both the number and quality of training, it would be important to utilize all



possible types of institutions, including university departments of education, NGOs and teacher training institutions in addition to state institutions. The proposed open education based course should consider various examples worldwide before arriving at the most appropriate content, the choice of methods, delivery modes vis-à-vis content areas and learning objectives, and the certification processes.

- vi. *Silence of powerful teacher unions to be broken:* The teacher unions have never used their large membership and extensive influence to raise accountability levels and contribute to the professional development of teachers. Unions themselves could learn a few lessons by looking at other country examples such as the National Union of Teachers in UK. It may be worth investing in capacity building of teachers' unions to help realize their inherent potential and responsibilities, and then engage them in the process of reform.

### ***A few last words***

It is clear that teacher motivation is an intrinsic state that depends upon factors internal to individual and external factors that are largely institutional and systemic. Efforts are required to influence the intrinsic state of teachers as well as create an external environment that helps change their intrinsic state. The political economic constraints make it difficult to bring in institutional reforms required for introducing appropriate performance based systems of incentives and disincentives. However, given the current political situation in Bihar, where the ruling combination is expected to bring in radical measures to make delivery more efficient, the scenario is most appropriate for introducing the measures that are being suggested here. The RTE provides the conceptual framework that is required for such reforms. If these changes are not introduced now, it will be difficult to introduce them later. Some of these reforms have financial implications. To some extent, introducing these reforms would mean enhanced allocation, but making processes more efficient can also draw increased resources. From a long-term perspective, it might be more cost effective to make these investments now and have well-educated population contributing to the state's economy and society in a not-so-far future, than to continue with this low level cycle of development.



## ACKNOWLEDGEMENTS

We are thankful to USAID India for funding this study that helped us in enhancing our understanding of teacher motivation and accountability issues in India. In particular, we are thankful to Madhumita Gupta and Saurav Banerjee from USAID India for their support and feedback. We are also grateful to all the senior officials of the Government of Bihar, SCERT director and faculties, DIET principles and faculties, SSA officials, and all others including the BRC and CRC coordinators and resource persons for their time and support without which the study could not have been completed in a short period of time. Above all, we thank teachers, head teachers and teacher trainees for participating in our survey. The field team also deserves special mention that they geared up at a short notice and completed the fieldwork under pressure. At, CBPS, we thank our colleagues for their contribution and the advisory group for their feedback.

Needless to add that we are solely responsible for any omission or error.



## Contents

EXECUTIVE SUMMARY .....	iii
ACKNOWLEDGEMENTS .....	xii
LIST OF FIGURES AND TABLES .....	xvi
ACRONYMS AND ABBREVIATIONS .....	xvii
1.0 INTRODUCTION AND BACKGROUND .....	1
1.1. The Context of Elementary Education in India .....	1
1.1.1. Achieving UEE in Bihar: The challenges .....	<b>Error! Bookmark not defined.</b>
1.2. Teacher Motivation: Why is it important?.....	2
1.2.1. Teachers’ motivation, accountability and the quality of education .....	2
1.3. Efforts to enhance Teacher Motivation through Training in Bihar .....	10
1.4. The Present Study .....	9
1.4.1. Social and educational profile of the surveyed teachers and head teachers .....	14
1.4.2. Structure of the report.....	13
2.0 TEACHER MOTIVATION AND ACCOUNTABILITY: WHERE DOES BIHAR STAND? .....	14
2.1. Teacher Motivation.....	14
2.1.1. The level of teacher motivation: Perception of self and others .....	15
2.1.2. Interest in the job and striving for excellence .....	16
2.2. Teacher Accountability .....	20
3.0 DETERMINANTS OF TEACHER MOTIVATION AND ACCOUNTABILITY: WHAT IS THE SITUATION IN BIHAR? .....	22
3.1. Incentives and disincentives: The Institutional mechanisms, Processes and Environment .....	22
3.1.1. The school environment .....	23
3.1.2. School leadership .....	25
3.1.3. Deputation to non-teaching jobs .....	26
3.1.4. Teacher recruitment, compensation and payment processes .....	27
3.1.5. Placement and transfer issues .....	31



3.1.6.	Departmental disputes and redressal.....	31
3.1.7.	Performance appraisal, career path, promotion, respect and rewards .....	31
3.1.8.	Awards and respect .....	33
3.1.9.	Financial autonomy and decentralization.....	33
3.1.10.	Monitoring mechanisms and processes .....	35
3.2.	Individual Attributes: Are teachers aware and committed to the UEE Objectives and Goals?..	40
3.2.1.	Students’ home situation.....	41
3.2.2.	Corporal punishment .....	41
3.2.3.	Girls’ education .....	41
3.2.4.	Right to Education.....	42
3.3.	Determinants of teacher motivation: A Recap of Concerns and Challenges.....	42
4.0	THE ROLE OF TEACHER TRAINING IN RAISING MOTIVATION AND ACCOUNTABILITY.....	<b>Error!</b>
	<b>Bookmark not defined.</b>	
5.0	CONCLUSIONS AND SUGGESTIONS.....	44
5.1.	Measures for raising teacher motivation and accountability .....	44
5.1.1.	Raising the status of teachers: Mass media campaign .....	44
5.1.2.	Institutional incentives and disincentives: Career path, performance linked reward and punishment .....	45
5.1.3.	Teacher absenteeism: Close monitoring and monetary rewards.....	47
5.1.4.	Redefined school-cluster based support: More critical than investing on training modules	48
5.1.5.	Catch them young: Teacher trainees are important.....	45
5.1.6.	Teacher education: Systemic reforms are the key .....	49
5.1.7.	Silence of powerful teacher unions: What does it mean?.....	51
5.2.	A few last words.....	51
6.0	ANNEXURES.....	53
6.1.	Annex I: Tables .....	53



6.2. Annex II: Research Method, Approach and Sample ..... 62

    6.2.1. District background and the sample details ..... 64

Bibliography ..... 67



## LIST OF FIGURES AND TABLES

Table 1: Enrolment in Elementary Education in Bihar .....	53
Table 2: Proportion of Girls, SC, ST and Muslim children in total enrolment in Bihar .....	53
Table 3: Teachers in Primary Schools in Bihar .....	54
Table 4: Social and Educational Profile of interviewed Teachers .....	54
Table 5: Profile of interviewed Head Teachers .....	55
Table 6: Teachers' Motivation and Image: Teachers' Own Perception .....	55
Table 7: Teacher Motivation: Trainee Teachers' Perception .....	55
Table 8: Teachers' Interest in and Satisfaction with Teaching Profession .....	56
Table 9: Teaching as the First Choice of Profession as against Academic Qualifications of teachers .....	56
Table 10: Teachers' level of Satisfaction with their Job as against Academic Qualifications .....	56
Table 11: Training Received and its Applicability: Teachers' perception .....	56
Table 12: Basic infrastructure in primary schools in Bihar .....	57
Table 13: Teachers' Source of Motivation at School Level .....	57
Table 14: Relationships at the School Level .....	57
Table 15: Head teachers' Priorities and Challenges .....	58
Table 16: Teachers' Deputation to jobs other than teaching .....	58
Table 17: Teachers' level of Satisfaction with Compensation and Payment Processes .....	58
Table 18: Teachers' level of Satisfaction with Compensation and payment Processes by Nature of Employment .....	59
Table 19: Teachers' level of Satisfaction with Compensation and payment Processes by Professional Qualification .....	59
Table 20: Teachers' level of Satisfaction with Compensation and payment Processes by Gender .....	59
Table 21: Situations that make a Teacher feel Respected .....	60
Table 22: Teachers' Views on Corporal Punishment .....	60
Table 23: Teachers' Views on Girls' Education .....	60
Table 24: Teachers' view regarding Right to Education 2009 .....	61
Table 25: Teacher trainees' Views on Training Methodology .....	61
Table 26: Teacher Trainees' Views on Training .....	61
Table 27: Mapping of teacher education value-chain through survey tools .....	63
Table 28: List of selected and surveyed Blocks, CRCs and Schools in Nalanda .....	65
Table 29: Number of Stakeholders interviewed .....	66
Table 30: Number of Stakeholders interviewed at DIETs .....	66



## ACRONYMS AND ABBREVIATIONS

AOTR	Agreement Officer's Technical Representative
ASER	Annual Status of Education Report
ADRI	Asian Development Research Institute
B.Ed.	Bachelor of Education
B.El.Ed.	Bachelor of Elementary Education
BCF	Bihar Curriculum Framework
BEP	Bihar Education Project
BEPC	Bihar Education Project Council
BEEO	Block Extension Education Officer
BLO	Block Level Office
BRC	Block Resource Centre
BRC RP	Block Resource Person
CBPS	Centre for Budget and Policy Studies
CRC	Cluster Resource Centre
CRCC	Cluster Resource Centre Coordinator
DHRD	Department of Human Resource
D.Ed.	Diploma in Education
DEO	District Education Officer
DISE	District Information System for Education
DIET	District Institute of Educational Training
DPEP	District Primary Education Programme
PhD	Doctor of Philosophy (Higher doctorate degree)
EFA	Education for All
Ed. CIL	Educational Consultants India Limited
FGD	Focus Group Discussions
GCE	General Certificate of Education
GER	Gross Enrolment Ratio
HM	Head Teachers (or Head Masters or Head Mistresses)
HSC	Higher School Certificate
IMRB	IMRB International (formerly known as Indian Market Research Bureau)
IRT	Item Response Theory
JRM	Joint Review Mission



MIS	Management Information System
M.Ed.	Master of Education
MDM	Mid-Day Meal
M.S.	Middle School
MHRD	Ministry of Human Resource Development (Government of India)
NCERT	National Council of Educational Research and Training
NCTE	National Council of Teachers' Education
NCF	National Curriculum Framework
NFHS	National Family Health Survey
NSS	National Sample Survey
NUEPA	National University of Educational Planning and Administration
NER	Net Enrolment Ratio
NGO	Non-Governmental Organisation
NA	Not Applicable
OECD	Organisation for Economic Co-operation and Development
OBC	Other Backward Class
OoSC	Out-of-School Children
PRI	Panchayati Raj Institutions
PRA	Participatory Rural Appraisal
p.m.	Per Month
P.S.	Primary School
PTEC	Primary Teacher Education College
PISA	Programme for International Students' Assessments
PTR	Pupil-Teacher Ratio
RMSA	Rashtriya Madhyamik Shiksha Abhiyan
RTE	Right to Education
SSA	Sarva Shiksha Abhiyan
SC	Scheduled Caste
ST	Scheduled Tribe
SDP	School Development Plan
SMC	School Management Committee
SBT	School-Based Training
SCERT	State Council of Educational Research and Training
SCR	Student-Classroom Ratio
Rs	Symbol for Indian Rupee
TISS	Tata Institute of Social Sciences
TLM	Teaching/Learning Materials



UK	United Kingdom
UNICEF	United Nations Children's Fund
UNESCO	United Nations Educational, Scientific and Cultural Organization
USAID	United States Agency for International Development
UEE	Universal Elementary Education
U.M.S.	Upper Middle School
UP	Uttar Pradesh
VSS	Vidyalaya Shiksha Samiti
VEC	Village Education Committee
VSO	Volunteer Service Overseas



## 1.0 INTRODUCTION AND BACKGROUND

### 1.1. The Quality of Elementary Education in India

Since independence, India has made slow yet impressive progress in fulfilling its Constitutional commitment of providing free and compulsory education to all children in the age group of 6 to 14 years. Following the adoption of the 1986 Education Policy and the 1992 Programme of Action, the goal of universalising elementary education received increased attention. Since the 1990s, this found its reflections in the form of Government of India's programmes such as the District Primary Education Project (DPEP), Sarva Shiksha Abhiyan (SSA), Mid-Day Meal (MDM) scheme and finally in the adoption of the Right to Education (RTE) as a fundamental right. With the RTE becoming a fundamental right in 2009, creating suitable conditions for achieving universal elementary education (UEE) has become more of a necessity than a choice for any Indian state.

While the focus has been on the expansion of the coverage, the issue of quality has also received attention, especially since the 1980s. In this context, two aspects in particular have received greater attention: physical infrastructure and teacher training. Starting with the Operation Blackboard, which focused on providing a minimum of physical infrastructure, teaching aids and teachers to all primary schools in the country, District Primary Education Programme (DPEP) and later Sarva Shiksha Abhiyan (SSA) have tried to provide more context specific solutions though maintaining the emphasis on physical infrastructure, teaching aids and teacher training. Nevertheless, the quality of education continues to be a cause of concern with most evidences pointing out to the quality being poor across the country, of course with some regional variations.

Teacher motivation and accountability, an important constituent of educational quality, has received surprisingly inadequate attention in the debate on the quality of education in India. Although there are evidences available from some corners to suggest that teacher motivation and accountability is low, there is not much evidence of its recognition as an important issue that deserves specific policy solutions. In the federal Indian political context, education is a concurrent subject where teacher related policies are generally in the hands of state governments whereas most of these programmes such as DPEP or SSA are centrally sponsored programmes being implemented largely with the support of external aid. This means that these programmes per se do not have much say or control over teacher related policies other than providing some inputs for training. As a result, it is left to states to take initiatives in this regard and most states, especially those struggling with the need to fill the large number of teacher requirements, have largely remained indifferent to this issue. Information available on



this issue is also sporadic and this study attempts to fill this gap to some extent. Although the study is limited to one Indian state, Bihar, the findings and inferences are largely valid for many other states and countries facing similar issues.

## 1.2. Teacher Motivation and accountability

Low teacher motivation and accountability is believed to be one of the major reasons for the poor quality of education. As stated by Alcazar, et al (2006), *“In education, the quantity and quality of public service depends crucially on the motivation of frontline employees”*. This is because it is the nature of interaction between teachers and children that determines the quality of education (VSO Guyana, Valuing Teachers, 2003).

In plain terms, motivation simply refers to the desire to do something. Employees’ motivation was recognized as an important factor in individual as well as group performance leading to perceptible difference in productivity sometime around the early twentieth century and since then a large body of research has emerged on this issue. Motivation as defined by Merriam Webster is *“a motivating force, stimulus or influence”*; it is the incentive required to perform a desired action, i.e. to accomplish goals. An important distinction is made between intrinsic and extrinsic motivation: intrinsic motivation refers to being driven by an interest or enjoyment in the task itself whereas extrinsic motivation comes from outside of an individual and then motivates to perform. For instance, the expectation of an award or reward or recognition pushing an individual to work better can be referred to as extrinsic motivation.

Accountability in general refers to answerability though defined differently in different disciplines. It is often understood in terms of account giving or the obligation to report and be answerable. Accountability is increasingly become an important aspect of good governance – political, social, administrative and fiduciary. Merriam Webster defines accountable as, *“being the one who must meet an obligation or suffer the consequences for failing to do so”*. The measures for accountability are often seen as having a role in promoting extrinsic motivation. Educational research has often used the two terms together as closely related yet distinct concept. Teacher accountability has increasingly been seen as being responsible to teach and answerable for children’s learning. Most studies use teacher accountability as one of the indicators of teacher motivation and teacher absenteeism as an indicator of low accountability and therefore low motivation. We have followed the same approach.

## 1.3 Teachers’ motivation, accountability and the quality of education

Although it is difficult to find evidences of a direct relationship between learning outcomes and teacher motivation, especially in the context of developing countries, the literature on the quality of education makes sufficient reference to either teacher motivation directly or to the constituents that are known to impact teachers’ motivation. In this section, we present evidences from a wide spectrum of countries where direct relationship between teacher motivation and accountability, and students/ school performance have been established. A



number of other studies have looked at what helps in raising the level of teacher motivation and accountability, though not necessarily linking it to student's performance. We discuss these studies at relevant sections in the next two chapters.

UNICEF's manual on Child Friendly Schools(2009) identifies teacher motivation and commitment being as important as teacher competence and subject knowledge for children's learning. Olulube(n.d.)assessed the differences and relationship between the level of teachers' job satisfaction, motivation and their teaching performance in Rivers State of Nigeria and concluded that: (i) teacher job satisfaction and motivation has a high impact on school effectiveness, and (ii) teacher related sources of job satisfaction seem to have a greater impact on teaching performance. Teachers' job satisfaction is linked with the educational policies and administration, pay and fringe benefits, material rewards and advancement. The results of the analysis indicated that physiological needs, security needs, social needs, self-esteem needs and self-actualization needs are significant predictors of the job performance of Nigerian teachers (Olulube, n.d.).

Based on a study covering more than 200 teachers in Indonesia, Mustafa & Othman (2010) concluded that there was a clear correlation between work motivation and teacher's work performance. Regression analysis showed that work motivation contributes 61 percent to teacher's work performance. Teacher motivation was measured by looking at (i) will to work, (ii) initiative when working, (iii) professional accountability, (iv) working spirit and (v) working diligence. Teacher performance was measured by (i) teaching planning, (ii) learning process, (iii) evaluation implementation and (iv) remedial and reinforcement.

**Box 1.1: How One Teacher Can Make a Difference?**

The appointment of a teacher with a positive attitude, an interest in tribal life and culture, and a belief that, when taught properly, tribal children are educable made a big difference to an interior and backward region of Godavari district in Andhra Pradesh. When the teacher was transferred to a school in a village inhabited by one of the most "primitive tribal groups" (Kondareddi), only 8 of the 34 children enrolled regularly attended school. To bring the children to school the teacher was deliberately severe, but once they were in school, he encouraged their active participation. He visited each household in the village to obtain parents' consent for the children to attend school and then went around the village daily to call the children to school. Researchers reported that during their field observations the children arrived at school even before the teacher. All the students in grades 1 and 2 were able to write the alphabet and to read the textbook fluently. And they were very self-confident.

*Source: World Bank 1997, 139 (As cited in Chapman & Adams, 2002)*

A number of studies looking at the issue of teacher motivation in Pakistan have arrived at similar conclusions (Javaid 2009; Khan, n.d.). The international evidences coming from developing, high-population countries such as Indonesia, Nigeria and Pakistan are more relevant for India for obvious reasons of



similarity in the challenges faced. Chapman & Adams (2002) based on their review of the evidences available for quality of education in Asia, refer to and express serious concerns about low teacher motivation and high absenteeism as a deterrent to achieve higher quality in education in the region. The literature is also full of cases of individual teachers being able to deliver in adverse circumstances largely on account of high motivation. We cite here one such example from India (Box 1.1).

Duflo, Hanna, and Ryan (2008) evaluated a programme that tried to reduce teacher absenteeism in an NGO run school<sup>1</sup> through enhanced monitoring and monetary incentives in India. While looking at the effect of the programme on the teacher absenteeism, they also studied the impact of reduced teacher absenteeism on students' attendance and learning levels. They concluded that programme was successful in reducing the teacher absenteeism, and increased presence of teachers significantly improved learning of those students who attended regularly, through the impact on students' attendance was not so marked (Duflo, Hanna, & Ryan, 2008).

### **1.3.1 Country case studies**

The analysis of Programme for International Students' Assessments (PISA) results, one of the largest international surveys done periodically to assess learning outcomes of 15 year old students in all Organisation for Economic Co-operation and Development (OECD) and a number of non-OECD countries, identify a number of teacher related factors, especially the presence of incentives to keep their level of engagement and interest high, as playing critical role in students' high learning achievement. The analytical reports based on the analysis of PISA 2009 results provide a number of examples of reforms that have addressed issues pertaining to teachers' motivation, accountability and their level of satisfaction with their jobs for countries that have demonstrated significant positive change in the learning outcomes. We present five country cases as examples of those that had clearly demonstrated improvement in learning outcomes, which can be associated with some reforms in the sector, and the reforms included measures for raising teacher motivation and improving accountability measures. However, it would also be important to note that the learning outcomes were taken as trigger or one of the indicators of performance rather than the only objective or indicator of the quality of education. (OECD, 2010).

#### *Country Case: Poland*

In 2000, Poland's 15 yearold students averaged 479 score points on the PISA reading assessment, well below the OECD average of 500. In 2009, the average score was higher than

---

<sup>1</sup>The NGO was Sewa Mandir in Udaipur, Rajasthan



OECD average in Poland in mathematics, reading and science, the difference being significant for the latter two. Since the late 1990s, Poland's Ministry of Education was aiming at improving student learning outcomes. In their reform agenda which envisioned revamping the entire education system: reorganizing the school network and transportation, changing the administration and supervision methods, changing the curriculum, implementing a new central examination system with independent student assessments, reorganizing school finances through local government subsidies, and bringing in new teacher incentives, such as alternative promotion paths and a revised remuneration system.

Though not implemented in its entirety, the reform drastically changed the way schools in Poland were managed, financed and evaluated. Teaching methods and curriculum now met specific needs of children of different age groups and allowed teachers to develop their teaching style as per the child's needs. The revamped examination system allowed local governments to monitor student outcomes and assess teachers and schools. Teachers were now able to upgrade their skills as per the new requirements. The performance of the lowest achieving children improved measurably, as did the variations in performance levels between schools; thus, learning opportunities were more equitably distributed.

### *Country Case: Portugal*

The PISA 2009 results demonstrate that Portugal is making progress in achieving the goals set by the reformers. Among countries that are at or above the OECD average, Portugal was the only one that improved in all three PISA assessment areas, with most improvements occurring between 2006 and 2009. Reading performance has improved by 19 points since 2000; and over the same nine-year period, the changes for mathematics and science were of similar magnitude, although they were achieved over a shorter period of time. Some of these can be attributed to reforms initiated in 2005.

The reforms in Portugal aimed at improving learning opportunities for children (and adults) from relatively disadvantaged socio-economic backgrounds and to increase overall quality of education provided. The main problem identified was continual repetition of grades and eventual drop-out from the school for such children. To counter the problem, more resources (to provide books, meals, educational aids such as laptops and internet access etc.) from the government were directed towards supporting students from low-income families from the time they began primary school, until the end of secondary school. Annual national assessments were incorporated into the schooling system. Additionally, teachers were also provided subject-training and a new system of evaluation of teachers and schools was put into place. Special measures were taken to tackle issues of teacher absenteeism: absent teachers were replaced and many hours of classroom teaching were thus saved. Policies regarding management of schools were changed to give more power to school clusters; the school infrastructure was also built up.



Just four years after the reforms were implemented, a dramatic decline in the repetition rate was visible, indicating the link between socio-economic backgrounds and learning outcomes. As a consequence, the drop-out rate also declined. There were significant improvements in the performance of lowest-achieving students and their overall number also decreased.

### *Country Case: Turkey*

Turkey joined PISA in 2003. Results from that assessment showed that, with mean mathematics performance at around 425 score points and more than half of the students performing below baseline Level 2, Turkey's 15-year-olds were performing far below the OECD average. Turkey improved its mathematics performance by more than 20 score points between 2003 and 2009. That increase was accompanied by a 10percentage-point reduction, from 52 percent to 42 percent, in the percentage of students performing below baseline Level 2. In science, Turkey's performance improved by 30 score points since 2006, the equivalent of almost a full school year, with the share of students below Level 2 declining by 17 percentage points from 47 percent to 30 percent. This is the largest reduction among the 56 countries with comparable results in the 2006 and 2009 PISA assessments.

Turkey implemented various programmes to improve student performance. The objectives of the Basic Education Program of 1998 were based on international educational standards and aimed at expanding primary school education, improving quality of education and overall student outcomes, bridging the performance gap between boys and girls (100 percent girls to attend primary school), providing equal opportunities, matching performance indicators of the European Union, developing school libraries and providing free text books to primary school children, increasing the efficiency of the education system, employing qualified teachers, integrating information and communication technologies and creating local learning centers based out of schools that were open to all. The biggest change introduced was the compulsory education law.

Later reforms (2004 onwards) included developing new curricula and encouraging teaching via innovative teaching practices so as to affect a change in the prevalent teaching philosophy and culture in schools by way of a holistic and student centered approach. School management reforms included strategic planning and setting of developmental targets, as well as following a more democratic way of governance and involving parents in the process of learning. Transparent and performance-oriented methods of inspection were also developed. Training in education was made mandatory for teachers. Special initiatives were taken to include never enrolled and drop-out children. All these reforms were implemented by way of a large amount of government and private resources that were pumped into the system.

The reforms translated into improvement of the attendance rate to almost 100 percent (from 85 percent in the past) in the primary education system. The system now allowed more children to be a part of the educational process. Class sizes reduced to an average 30 children per class. School infrastructure was improved and computer laboratories were built. Overall conditions in



rural schools were improved. But most important of all, there was a dramatic improvement in learning outcomes of lowest performing children.

### *Country Case: Chile*

Chile's average reading performance increased by 40 score points from 2000 to 2009, the second largest improvement among PISA countries in this period. While Chile's average performance still lies below the OECD average, this improvement from 2000 has lifted Chile's performance above that of Argentina, Bulgaria, Mexico, Romania and Thailand, all countries with similar or higher performance in 2000.

Since the 1990s, Chile has worked towards ensuring educational quality and raising performance of all students by way of several policies and programmes targeting low-performing and disadvantaged schools, including increasing the investment in education and raising teacher salaries. These policies made provisions for community members to help teachers, provided educational resources (including text books), other material help, improved school infrastructure, trained teachers and school management, and built capacity of schools to develop their own education programmes. Teachers' salaries increased by more than 7.7 percent in real terms between 2000 and 2006.

As a result there was a visible improvement in educational performance among low-achieving/low-performing students (who are more likely to come from disadvantaged socioeconomic backgrounds) and the gap between high- and low-achieving students was reduced. Teachers' also benefitted from the rigorous assessment of classroom observation, classroom planning and a portfolio analysis evaluation as they could avail free teacher training. Other assessment programmes recognized teachers' excellence by way of salary increases. Better performing schools also received extra resources for teachers.

### *Country Case: Brazil*

Although Brazil's mean scores remained well below the OECD averages in 2009, it has shown significant improvement since 2000. In 2000, Brazil was the lowest-scoring country in PISA: over 50 percent of students scored below Level 1 in reading proficiency while less than 1 percent scored at the top level. Between 2000 and 2009, Brazil improved by 16 score points in reading performance, and in mathematics, since 2003, students in Brazil have improved their PISA performance by 30 score points. In science, Brazil raised its performance by around 15 score points and decreased the share of students performing below Level 2 by seven percentage points since 2006.

Brazil's geographical size and the existence of large illiterate rural populations meant that it was hard to convince parents of the importance of more and better quality education for their children (more hands, i.e. working children, meant more income for their families). There existed other challenges too: there existed fewer teachers per school thus affecting the quality of



teachers and education provided, low student achievement levels and high rates of drop-out and grade repetition resulting in student of different ages studying in the same class.

The country used international benchmarking to improve their education system and introduced innovative education policies and practices. More resources were allocated to education to increase spending on educational institutions as well as improve teachers' salaries. National level examinations were implemented and monitoring of the rate of student promotions to ensure that schools were not given incentives to hold back students or to encourage them to drop-out of school. Changes were made in the process of teacher training: support was provided by federal universities to assess school needs and provide teacher training and assistance. The National Education Ministry assisted teacher training at rural schools through open universities and resources in the form of equipment, materials, transport and technology. Financial resources were more equitably allocated between states, providing poorest states with higher shares so that they could be brought up to par with wealthier states and provide quality education. Each school's (both public and private schools) performance was compared not to others', but to its own past performance.

Each Brazilian state innovated to provide better quality education to all. In Acre (the smallest and least developed state), teacher salaries were increased and a teacher training programme developed; special programmes to assist drop-out students were also taken up. In Sao Paolo (the most populous and wealthiest state), mentors were assigned to teachers to improve their teaching; school performance was judged on the inclusion of children from different socio-economic backgrounds. Better school performance was rewarded with increased school autonomy, while schools that did not meet targets were provided technical assistance, infrastructural resources and assistance for teacher development.

The country has invested significantly more resources in education, increasing spending on educational institutions from 4 percent of GDP in 2000 to 5.2 percent of GDP by 2009, and allocating more of those resources to raising teachers' salaries. It is also spending that money much more equitably than in the past. Federal funds are now directed towards the poorest of the country's 26 states, providing schools in those states with resources comparable to those available to schools in wealthier states. All these reforms resulted in improving overall school performance in Brazil. Measurable improvements in student achievement were seen: performance of higher achieving students improved while there was a decrease in the number of lower performing students, especially girls.

### **1.3.2 Lessons emerging from country case studies and other evidences around the globe**

A set of general lessons can be drawn from the perusal of the case studies as well as other evidences mentioned earlier. These are:

1. Teacher motivation and accountability are clearly linked with students' learning. Measures



for improved accountability and teacher motivation lead to higher teacher presence and engagement leading to higher student's attendance and learning.

2. The successful measures dealing with teacher motivation and accountability are rarely introduced in isolation. A combination of increased financial investment, curricular reform, teacher training initiatives and institutional reforms that included measures of salary hike and effective accountability mechanisms have together acted in most cases finding their reflection in higher average learning outcomes as well as reduced disparities in learning outcomes.
3. Teacher motivation, accountability and competence are closely linked, and one cannot be impacted without touching the other.

## 1.4 The Present Study

There have not been many studies conducted in India to understand what motivates teachers and how teachers can be made more accountable to the learning process. This study is an attempt to understand the teacher motivation and accountability related challenges in Bihar through a short research carried out in one district in the state, and aims to outline a range of policy options and approaches that could address the challenges.

The study is funded by USAID|India, which is in the process of developing an alternate, innovative model of teacher education and development in Bihar that will address the qualitative and quantitative challenges of teacher training being faced by the state. This innovative model is then likely to be piloted in one district, Nalanda, to improve the professional capacity of teachers to teach effectively in Grades I-VIII. The primary purpose of this study is to assist USAID|India in this development process. However, the study is important on its own and provides important feedback for the policy and institutional reforms in Bihar as well as other states/ regions facing similar challenges. The specific objectives of this study are:

- To provide information on accountability and motivation at various levels of the teacher education value-chain in Bihar.
- To suggest practical and logistically feasible systemic improvements that could result in accountable and motivated teachers in the schools in a large school system such as Bihar.
- To provide evidence of a relationship between teacher qualifications, accountability and motivation, and the performance and learning outcomes of children from various parts of the globe.

The study mainly relied on the following three research methods:

- a. Analytical desk review of existing national and international studies/ works on teacher qualifications and motivation
- b. Participatory Rural Appraisal (PRA) techniques such as Focus Group Discussions (FGD) and Consultation meetings



c. Survey methods such as interviews (structured and semi structured interviews)

The field was limited to Nalanda district and the state headquarters, Patna. The choice of Nalanda was pre-determined. Those interviewed/ consulted in Nalanda included teachers, Head teachers, CRC coordinators, BRC coordinators, educational administrators at block (Sub-district), district and state headquarters, teacher trainers and trainees. The state headquarters, Patna, was primarily included for the sake of collecting feedback from state level institutions such as SCERT, the education department and other key institutions. However, in order to get a larger number of teacher trainees and trainers, the DIET at Patna was also included. This proved to be helpful in analyzing the results more meaningfully and also in understanding the training scene better.<sup>2</sup>

## 1.5 Bihar: The context and challenges

Bihar is one of the least developed states in India. However, in the recent past it has experienced a high economic growth rate and an enhanced public confidence. Although skeptics have raised questions about how much the change is 'real' and how much just a 'hype', there is an agreement that the state has made significant progress in the last few years (Das Gupta, 2010; Nagaraj & Rahman, 2010). In the education sector too, Bihar has been in news for taking some serious steps to improve the state of elementary education by making large scale teacher recruitments, starting a number of new incentive schemes, increasing enrolment of children in schools, decreasing the once vast gender disparity, expanding access to disadvantaged groups and improving infrastructural facilities. Positive results have also been seen in the rising rates of parental literacy, the rapid expansion of school infrastructure and increased connectivity in Bihar.

Since the inception of the Bihar Education Project (BEP) in the 1980s, and then through DPEP and SSA, Bihar has been striving to achieve the Education For All (EFA) goal through a series of interventions. The number of enrolled children as per school based survey data has gone up significantly in Bihar at both primary and upper primary stages in recent years (Table 1)<sup>3</sup>. However, certain trends need attention: (i) The enrolment ratio at upper primary level is still very low and, (ii) the number of overage and underage children in primary sections is very high. These are corroborated by the household based survey conducted IMRB in 2009. According to the IMRB survey, the state had more than 13 lakh OoSC in the 6 to 13 year age group. The proportion of OoSC in Bihar is 7.15 percent of all children in the age group as compared to 4.28 percent for the All India level. Only Uttar Pradesh (UP) and Rajasthan have similar proportions of OoSC.

---

<sup>2</sup> Attachment II explains the research method, approach and sample size in detail.

<sup>3</sup> Annex I contains all the Tables cited but not included in the main body of the text.



The issues of equity and inclusion demand deeper probing into enrolment figures to see what this growth means for the hitherto educationally disadvantaged groups. The proportional share of girls in total enrolment has gone up but still remains below the desirable level, especially at the upper primary level. The proportions of dalits (Scheduled Castes or SCs) and adivasis (Scheduled Tribes or STs) in total enrolment have also gone up during the period, but the participation of dalits at the upper primary level is low. The same is true for Muslims as well (Table 2).

Learning level data is not encouraging either, though varying sources present varying pictures. The recent achievement level survey for grade V by NCERT shows that the average score in the state in Reading Comprehension as well as Mathematics was significantly lower than the overall average for a number of large states (NCERT, 2011)<sup>4</sup>. However, Annual Status of Education Report (ASER) 2010 places Bihar above the All India average when it comes to children in classes V-VIII being able to do everyday calculations. According to ASER 2010 report, children in classes III-V in Bihar are above the Indian average in doing subtractions, and almost at par in reading. The learning levels of children in classes I to III was, however, lower than the national average in both reading and number recognition even in ASER study (Pratham, 2010). Both are sample-based surveys and it is difficult to comment as to which could be a better indicator of the general situation. Nevertheless, the NCERT survey is based on Item Response Theory (IRT) which is considered a superior approach than the traditional method being followed, and therefore could be taken as a reliable indicator, of course with caveats necessary for any such learning level studies.

One of the major challenges faced by the state relates to the number, commitment and competence of teachers. PTR has come down significantly from 71:1 in 2003-04 to 52:1 in 2008-09 reflecting a large-scale recruitment of teachers in recent past. However, it is still much higher than 30:1, as envisaged by the RTE. One positive development has been that the proportion of women teachers has improved significantly in recent years due to increased reservation. The proportion of primary schools with no female teacher has reduced by more than half in 2003-04 to about one-fifth in 2008-09. Women constitute nearly 36 percent of all teachers in primary schools and 35 percent in upper primary schools (Table3).

The number, gender balance and teachers' presence in the classroom are not the only issues: their competency and motivation also matter as much. Basic degrees and teacher education qualifications are assumed to play an important role in preparing teachers. According to the DISE report, nearly half of the teachers in elementary classes do not have any professional teacher qualification. This points out the serious challenges faced by the state in teacher education and training. Compliance with the RTE norm of having a PTR of 30 in every school

---

<sup>4</sup>This report is at draft stage and hence we have avoided quoting scores.



implies having at least 3 lakh additional trained teachers which is a tall task, given the current teacher education capacities – both in terms of quantity and quality. The state also needs to arrange long term training for those teachers who are already in service but do not have requisite professional qualification. This adds to the number making it almost four and a half lakhs.

### **1.5.1 Efforts to improve teacher motivation through training**

Quality of education has been a serious concern in Bihar. In that context, the state recognized teacher motivation as being crucial for improving the quality of education quite early. This was reflected in certain important initiatives started in the early 1990s such as the teacher-motivation focused teacher training approach through 'UJALA' (meaning light) teacher-training module undertaken during BEP and early DPEP years. This approach emphasized creation of enthusiastic and motivated teachers before focusing on curricular inputs. It focused on raising teachers' interest and equipping them with skills to enable 'joyful learning' for children as well as help to upgrade minimum levels of learning. The belief behind this training was that teachers could pick-up teaching-learning processes over the course of time, but if they were not willing or eager to put those in practice, then no amount of push or pressure would work. This clearly outlines the fact that Bihar, unlike most other Indian states, had considered teacher motivation as an important area of intervention; however, whether this led to any real impact on teacher motivation or not is another issue.

The general feedback from teachers and others involved in the UJALA experience suggests that though the training created a lot of enthusiasm and bonding during the residential programme, it failed to translate into sustained high teacher motivation. Lack of institutional reform based on a long-term vision coupled with the lack of effective monitoring and evaluation systems are identified as the main reasons for this failure. Even an institution such as the CRC (Cluster Resource Centre) located close to the school was unable to extend academic support to the teachers and schools. Monitoring of CRC performance by block level institutions (such as BRCs - Block Resource Centre) also did not take place as envisaged.<sup>5</sup> The tried and tested teaching-learning methods, techniques and approaches did inspire teachers, but not sufficiently enough to make them continue using the new ideas. What became evident was that though motivated teachers are essential to achieve goals, motivation does not sustain by only trying to build teachers' conscience through training; adequate change in the extrinsic conditions is also necessary.

---

<sup>5</sup> CRC refers to an institution usually located in an upper primary school that acts as the hub for 10-12 schools conceptualised to provide a forum for discussion among teachers, act as the local training reinforcement centre and facilitate close academic monitoring. BRC is the block level (sub-district unit) training and facilitation centre for teachers.



## 1.6 Structure of the report

The report is divided into four chapters. The present chapter is introductory and based on the analysis of secondary literature across the globe discusses the importance of teacher motivation in the quality of education, and provides some details about the method and approach adopted for this study including a brief background of the context of elementary education in Bihar. The next chapter providing results from the study related to the level of teacher motivation and accountability in Bihar forms the most important part of the report. This chapter is divided into two parts: the first one looks at the level of teacher motivation and accountability in Bihar, and the second part goes into the details of the factors that influence the level of teacher motivation and accountability. Chapter 3 discusses the institutional and individual factors that determine the motivation and accountability level of teachers, and their status in Bihar. The final chapter presents the conclusions and suggestions for measures that could help in raising the motivation and accountability levels of teachers anywhere in general and in Bihar in particular.



## 2 TEACHER MOTIVATION AND ACCOUNTABILITY: WHERE DOES BIHAR STAND?

This chapter presents the feedback regarding teacher motivation and accountability in Bihar. We use diverse sources to build the picture – self perception, perception of others directly related with teachers’ work as understood through our survey and field work as well as information drawn from other sources especially for the areas where we did not have adequate information from our own survey. In order to set the context, we first present a brief social and educational profile of the surveyed teachers and head teachers.

### 2.1 Social and educational profile of the surveyed teachers and head teachers

Of the 94 respondent teachers, 47 percent were females and 53 percent males. The average education level of male teachers was higher than that of female teachers. Eighty two percent of male teachers as against 50 percent of female teachers had academic qualifications equivalent to a graduate degree or above. Sixty five percent of all teachers had educational qualifications equivalent to a graduate degree and above. Thirty two percent female teachers as against only 8 percent male teachers had no professional teacher training.

Twenty one percent female teachers had teaching experience of ten years or less as against 31 percent of male teachers. A greater proportion of male teachers on the other hand had longer experience: 25 percent of male teachers as against only 10 percent of female teachers had more than 15 years of experience. This reflects that the majority of female teachers have joined the system more recently as compared to the male teachers. A 2003 policy decision to hire 50 percent women teachers in all categories had helped in raising the proportion of women teachers (The Times of India, 2003). Most respondents (43 percent of total) belonged to the Other Backward Classes (OBC) social group among both male and female teachers. There are also a sizeable number of Muslim teachers (22 percent among total), with 20 percent female and 22 percent males belonging to this social group.

The sample of 33 respondent head teachers (referred to as head masters or head mistresses) was made up of 21 percent females, and 79 percent males. As in the case of teachers, the average educational level was higher for male head teachers as compared to female head teachers. Seventy seven percent males, as against 29 percent females, had academic qualifications equivalent to graduates and above. Twelve percent of all head teachers had not completed even higher secondary schooling. Only 8 percent of male head teachers had not received any professional teacher qualification, while this proportion was as high as 29 percent for female head teachers. As in the case of teachers, a majority of the head teachers belonged to OBC social group, this being true for both males and females. Dalit head teachers constituted nearly 27 percent of all head teachers.



## 2.2 Teacher Motivation

The level of motivation depends both on the intrinsic nature or personality of an individual and a number of factors working around her or him. We tried to gauge how motivated the teachers are at the elementary level in Bihar through their own perception as well as perceptions of others working closely with the school or school system.

It is important to note that Bihar does not have full time CRC or BRC coordinators. While the BEEO doubles up as the BRC coordinator, a working teacher acts as the CRC Coordinator (CRCC) in addition to his/ her regular job. At BRC level, two teachers act as BRC Resource Persons (BRC RPs). Although we have analysed the feedback from CRCCs and BRC RPs separately, they also belong to the teacher cadre and as such reflect the experiences of a teacher as well. Similarly, the BEEO provided perspective of an administrator as well as that of the head of a decentralized academic institution.

### 2.2.1 The level of teacher motivation: Perception of self and others

An experienced group of stakeholders including senior educational administrators, academics, teacher trainers with close association with schools and teachers in Bihar arrived at the consensus that nearly 40 percent teachers teaching at the elementary level in the state can be considered as highly motivated in the sense that they come to schools regularly, are interested in their jobs and feel accountable to children's learning. Nearly 40 percent is considered having low level of motivation; this group is interested in their jobs but is not taking active interest for some reason or the other. The remaining 20 percent is considered de-motivated as they are not necessarily interested in their jobs and even if they attend school it is merely to fulfill the responsibility of the job in which they have landed.

Another group that is closely interacting with teachers in the selected district of Nalanda, and comprises of individuals who themselves have been teachers in the past, vary in their perception regarding the proportional distribution of teachers as highly motivated, lowly motivated and de-motivated. The BRC RPs and CRCCs are of the opinion that nearly 60 percent teachers are highly motivated. While BRC RPs place nearly 5-8 percent as de-motivated and the remaining 32-35 percent as having low motivation, CRCCs opine that no one is completely de-motivated; the remaining 40 percent has low motivation.

Teachers' own perception about the general level of motivation among teachers in Bihar is somewhat close to those of CRCCs and BRC RPs. While 49 percent of teachers think that the motivation level is high and 44 percent consider it low, a small percentage of teachers (3.2 percent) think it is very low, and another small percentage (4.4 percent) thinks it to be very high. When it comes to teacher's own perception about their image in the community, which can be



taken as reflective of their own motivation level to an extent, the answer changes. Close to 60 percent of teachers feel that the community regards them as a 'good' teacher and 16 percent feels that he or she is 'highly respected'. Quite significantly, another 23 percent feels that the community views her or him only as an 'average' teacher and 1 percent chose not to respond to the question. This can be interpreted as about one fourth of teachers admitting low level of motivation as a teacher. (Table 6)

The perception of teacher trainees (who are receiving pre-service education and are almost sure to become teachers once they complete their professional education) regarding the present level of teacher motivation in Bihar, is close to the group of senior educational administrators, senior academics and teacher trainers. While 40 percent of the trainees feel that the presently working teachers in Bihar are highly motivated, 29 percent feels they are somewhat motivated, the remaining 30 percent opine that the teachers' motivation levels are either low or very low. When it comes to their own motivation level as probable teachers, a much larger proportion (70 percent) identifies himself/ herself as being highly motivated. Although none of them views himself/herself as de-motivated, about 30 percent sees themselves as average or low in motivation (Table 7). The faculties at teacher training colleges perceive about 55 percent of students to be highly motivated and the remaining 45 percent as somewhat motivated. This is not an encouraging sign for future.

### 2.2.2 Interest in the job and striving for excellence

Frase (1992) describes motivated teachers as “*one who not only feels satisfied with his or her job, but also is empowered to strive for excellence and growth in instructional practice*”<sup>6</sup>). A sense of purpose is an important characteristic for raising the motivation in any profession. If one is in profession of one's own choice, the motivation level is likely to be higher as compared to the situation where one was compelled to choose a particular vocation. A perusal of literature shows that teaching was once a most sought after and prestigious profession in India but the trend changed sometime in the 1980s when the focus shifted to medicine, engineering and more recently to management. The need and importance of driven teachers has continued to increase even though the profession is often taken up as the last resort or due to familial pressure and circumstances which place conflicting demands on the teacher's time; this is resonant with the situation in Pakistan (Javaid, 2009) and other developing countries (Ramachandran et al, 2005).

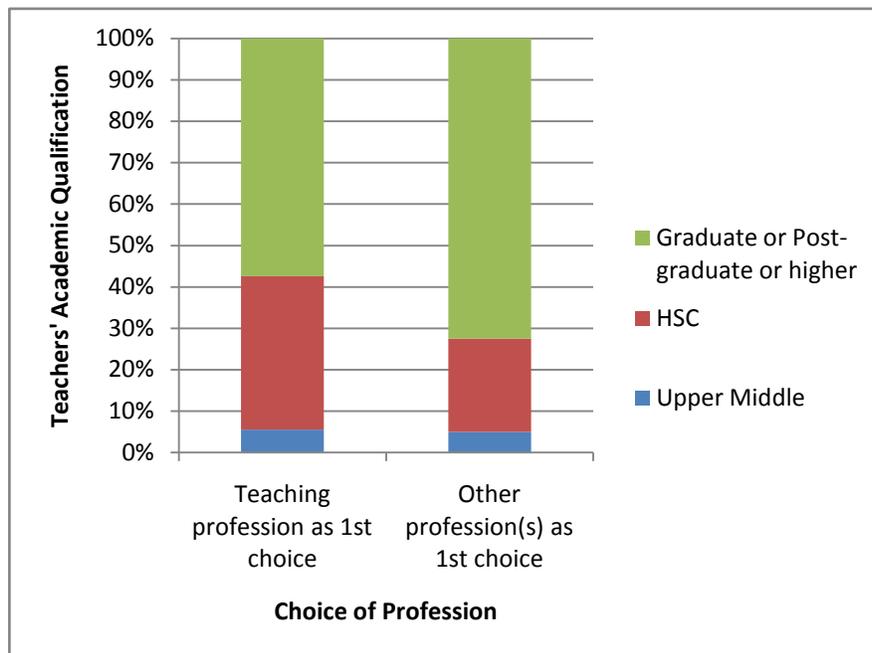
Feedback from Nalanda confirms this trend. Seventeen percent of teachers shared that the pressure of doing a job compelled them to accept the teaching profession. It is interesting to note that while 77 percent of teachers said that they joined the profession because of self-

---

<sup>6</sup>As cited on the website of Oregon School Boards Association, resource page on Motivating Teachers to Improve Instruction.

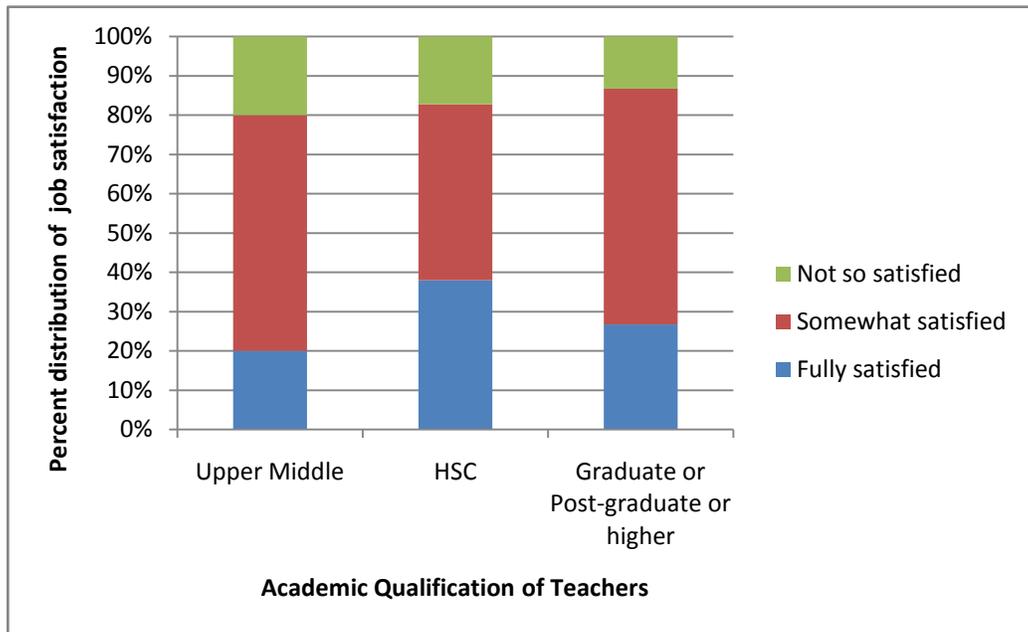
interest, only 43 percent said that being a teacher was their first choice. Fifty seven percent said that they were willing to go into some other profession such as Engineering (18.4 percent), Medicine (11 percent), Business (19 percent) and other professions (9 percent) but somehow they could not. Once accepting the teaching profession, only 31 percent have said that they are very happy with the profession they have chosen. However, an additional 56 percent of the teachers have expressed satisfaction and only 12 percent considered it not really satisfying (Table 8).

**Diagram 1: Academic Qualification of Teachers and Teaching as the First Choice of Profession**



An increasingly number of highly qualified men and women are joining the teaching profession as is clear from fact that the majority of them have graduate or higher degrees. This should be a desirable trend if it raises the level of the quality of subject knowledge and teaching. However, it could also be associated with higher level of dissatisfaction with their profession if they have not entered the profession by choice. Table 9/ Diagram 1 reveals that those with higher degrees are more likely to have entered the teaching profession as a result of failure to enter the profession of their first choice. This has obvious implications for their interest in and commitment to teaching. However, when it comes to job satisfaction, the level of academic qualification does not seem to be having any special role. In fact, a greater percentage of those with higher degrees expressed full or partial satisfaction with the job as compared to those who had only higher secondary or lower school certifications (Table 10 / Diagram 2).

**Diagram 2: Academic Qualification of teachers and Level of Satisfaction with their Job**



It was clear that a majority of currently serving teachers opted for this profession because they could not enter a profession of their choice. During the consultation process, this was identified as a major issue by many senior officials felt that a majority of teachers start their job with a low morale as they have failed to enter in the vocation of their choice. The motivation level is relatively higher among the trainees but a significant percentage does not appear to be highly motivated. Nevertheless, 80 percent of the trainees view teaching as important as it has an important role in society building and this shows that there is a potential of using this situation in turning them into highly motivated teachers.

There is also a difference in the manner in which teachers who teach the primary/elementary levels and those who teach the secondary and higher levels are perceived. Primary teachers are perceived as less qualified, working fewer hours and putting in less effort. However, the view of these primary teachers is that they spend more time and effort in teaching young children to learn and that they do this not just for lower pay, but also they do not get the requisite respect as accorded to those teaching higher grades and training children who already know how to learn. This disparity is also reflected in the lower pay and lower grade that is assigned to primary school teachers. Nevertheless, despite these complaints, 91 percent of the teachers wanted to continue teaching in primary and upper primary classes with only 9 percent expressing a desire to teach in secondary classes.



The next question is whether teachers are striving to excel in their work. We tried to understand this as well through the teachers' own perceptions as well as through perceptions of others working with teachers and schools. When asked what interests the teachers most during monthly BRC and CRC meetings that serve as discussion forums for teachers, CRCCs and BRC RPs were united in their views that about 40 percent of teachers show keen interest in the subject-matter and other teaching-learning related discussions whereas the rest are more enthusiastic about new programmes and other issues. BRC RPs and CRCCs, however, vary in their opinions regarding teachers' sense of accountability to their job as observed during school visits. While majority of the CRCCs think that nearly half of the teachers do not show much sense of responsibility and somehow do their jobs, the BRC RPs feel that the proportion of such teachers would not go beyond 40 percent.

In general, it can be surmised from the responses of these two groups in selected blocks of Nalanda district that roughly 10-20 percent teachers show high interest and a sense of responsibility towards teaching-learning issues, another 30-40 percent show some interest but are not highly involved and still another 40 -50 percent do not show much interest at all. Nevertheless, they feel that there is high potential to raise the motivation level; BRC RPs think that 90 percent of teachers can be made fully responsible whereas CRCCs feel 80 percent have the potential to reform fully through appropriate measures.

Majority of the teachers (58-60 percent) also expressed full satisfaction with the training received in the pre-service training institutions and even a higher proportion (84 percent) felt that they are able to practice what they learnt during the training in the training colleges (Table 11). This is in contrast with the views held by most senior officials, academic and teacher trainers who think that the pre-service education has not kept pace with the changing needs of schools, and it does not prepare the teachers for the real situations that they face in the classroom. Given the nature and state of training, and their limitations, this high level of satisfaction could be indicative of either ignorance - in the sense that they are not even aware that the training received is not really adequate, or lack of interest - where they are happy with what they received and there is not much desire to learn more. This would mean that the desire to excel and seek new knowledge for that purpose does not appear to be very common or high among teachers. This also can be taken as a sign of low motivation among them.

On the whole, what emerges clearly is that there is a variation in the level of teachers' motivation and at least one fourth to one third, if not more, of the teacher population is low on motivation. However, at least 40 percent also appears to be highly motivated and probably these are the ones that are managing to run the schools. Teaching was not the first choice for the majority of the serving teachers and it is a compromise that they have opted for. Majority is also not striving to learn more and bring in changes, an indicator of low motivation. However, most believe that all is not lost and it is possible to change this situation through appropriate measures.



## 2.3 Teacher Accountability

Bennell & Akyeampong (2007) demonstrate that there is not much of a culture of teachers' accountability in India. Teacher absenteeism is a manifestation of this lack of accountability and compromises quality of teaching and learning outcomes. Teacher absenteeism is often seen as an indicator of the lack of accountability among teachers, especially prevalent in government schools located in rural areas. Absenteeism can be of various types - absent with reason provided, absent without information, officially present - but away on government duty (duty like electoral work, census surveys etc.), officially present - but not in class (likely away on personal work), absent as the school itself is closed, and present in class but not teaching.

A national study on students' attendance undertaken in 2006-07 looked at teachers' attendance in a number of states in India and reported that in Bihar nearly one-fourth of the teachers remained absent on an average in both primary and upper primary grades (SSA & EdCIL, 2007). Pratichi Trust/ ADRI (2010), another study that covered this aspect, also reported that 'the average degree of absenteeism among the teachers in the week prior to the survey team's visit was 17 and 24 percent respectively for primary and upper primary schools'. Teacher absenteeism has been due to both authorised and unauthorised absences. Deployment of teachers for non-teaching responsibilities is a major issue in Bihar as well, being discussed at a later stage.<sup>7</sup>

Teachers' being absent is not a unique issue for Bihar or India. It is a problem common to countries such as Peru, Pakistan, India, and the general South Asian region (Javaid, 2009; Alcazar et.al, 2006; Chapman & Adams, 2002) and occurs more in schools that are located in smaller towns, remote and poorer areas. This is because other than the obvious logistical problems such as distance of school from the teachers' residence and lack of a dependable public transport system, the school itself is seen as a less attractive posting. Studies also indicate that men teachers tend to be more absent than women teachers and those teachers (both men and women) who have college degrees tend to be less absent than those who don't. Women teachers face additional hurdles: if they belong to the local area, due to social/ cultural reasons, their families may not prefer to allow them the independence to walk or cycle alone and it may not always be convenient for a male family member to escort them to and from work (neither may the male family member be willing to do so); if the woman teacher does not belong to the local area, appropriate rental accommodation is not always available and even when such accommodation is available, their families do not want them to live alone and far away.

---

<sup>7</sup> Our study did not include the data on teacher or children's attendance due to two reasons: (i) Only one visit is not considered reliable, and (ii) the number of holidays was very high because of a series of festivals during the period in which we conducted our fieldwork (October 2011). This could present a situation of higher than average absences both for teachers and students.



Whatever the reason, teacher absenteeism is a major issue in Bihar, especially in rural areas. The practice of deploying teachers to various kinds of duties makes it also difficult to assess the extent of unauthorized absence with certainty. However, the absence of teachers, whether due to authorized or unauthorized reasons, disrupts learning process and affects the achievement levels of students. The community also loses confidence in the school if the practice is common and rate of absence high with implications for children's attendance.



### 3 DETERMINANTS OF TEACHER MOTIVATION AND ACCOUNTABILITY: WHAT IS THE SITUATION IN BIHAR?

This chapter discusses the factors that impact teacher motivation and accountability – identified on the basis of available literature - and assesses the situation vis-à-vis these factors that exist in Bihar. Maslow's hierarchy of needs theory (1943) states that people first need to meet their basic needs first before they are motivated to achieve higher level needs such as security, belongingness, self-respect, self-esteem, gaining respect of others, recognition, appreciation. It is not a given that all individuals whose basic needs are met are motivated individuals; it is rather that such individuals are more likely to be motivated than those whose basic needs have not yet been met. According to Johnson (1986), measures developed to boost teacher motivation are based on three theories of motivation and productivity (cited on the Oregon School Boards Association, resource page on Motivating Teachers to Improve Instruction):

- *Expectancy theory*: Individuals are more likely to strive in their work if there is an anticipated reward that they value, such as a bonus or a promotion, than if there is none.
- *Equity theory*: Individuals are dissatisfied if they are not justly compensated for their efforts and accomplishments
- *Job enrichment theory*: Workers are more productive when their work is varied and Based on an analysis of the issue in twelve developing countries including India, Bennell, P. and Akyeampong, K. (2007) identified the key determinants of teacher motivation in developing countries as - teacher and school accountability, the policy environment, teacher competence, vocational commitment and occupational status, pay, working and living conditions, and teacher and system management etc. Researchers often contrast intrinsic motivation with extrinsic motivation. As Deci et al.(1999)observe, “*intrinsic motivation energizes and sustains activities through the spontaneous satisfactions inherent in effective volitional action. It is manifest in behaviors such as play, exploration, and challenge seeking that people often do for external rewards*”. Intrinsic motivation is motivation that is animated by personal enjoyment, interest, or pleasure whereas extrinsic motivation is motivation governed by reinforcement contingencies (Lai, 2011).

Taking a cue from these, we tried to understand the incentives and disincentives that impact teachers' motivation at two levels: Institutional and Individual. Most stakeholders including BRC RPs, CRCCS and educational administrators at district and state levels were united in their view that teacher motivation and accountability depend on both the individual attributes and institutional/ departmental factors. Most also agreed that the departmental efforts in this respect have at best been limited and a lot more can be done to improve the situation.

#### 3.1 Incentives and disincentives: The Institutional mechanisms, Processes and Environment



At the institutional level, we attempted to look at the incentives and disincentives at the level of school as well as the larger school system. This includes: the school environment, school leadership, deputation to non-teaching jobs, financial autonomy, recruitment and the nature of employment, salary levels and processes, location and transfer issues, reward and punishments, performance appraisal systems, career path and monitoring mechanisms. The analysis shows that Institutional mechanisms and processes either at micro level, i.e., school environment and processes, or at macro level, i.e., monetary and non-monetary compensation, rewards, career path, accountability mechanisms neither incentivise good performance nor disincentivise the lack of performance. In fact, the presence of dual salary structure and low level of security coupled with near absence of any career path and effective monitoring mechanisms further reinforce the already low motivation and promote lack of accountability. Even those teachers who join the job with a higher motivation usually face indifference and apathy, which impacts their motivation adversely. This gets reflected in the fact that trainees' level of motivation and sense of commitment to the profession is higher than those who are already serving teachers. Teacher training processes have not necessarily equipped teachers to handle a number of challenges that they face in real situations, and the lack of performance itself perpetuates low motivation. Teacher training institutions are ill-equipped in terms of people, facilities or competencies to address the challenges involved. The details are presented in detail below:

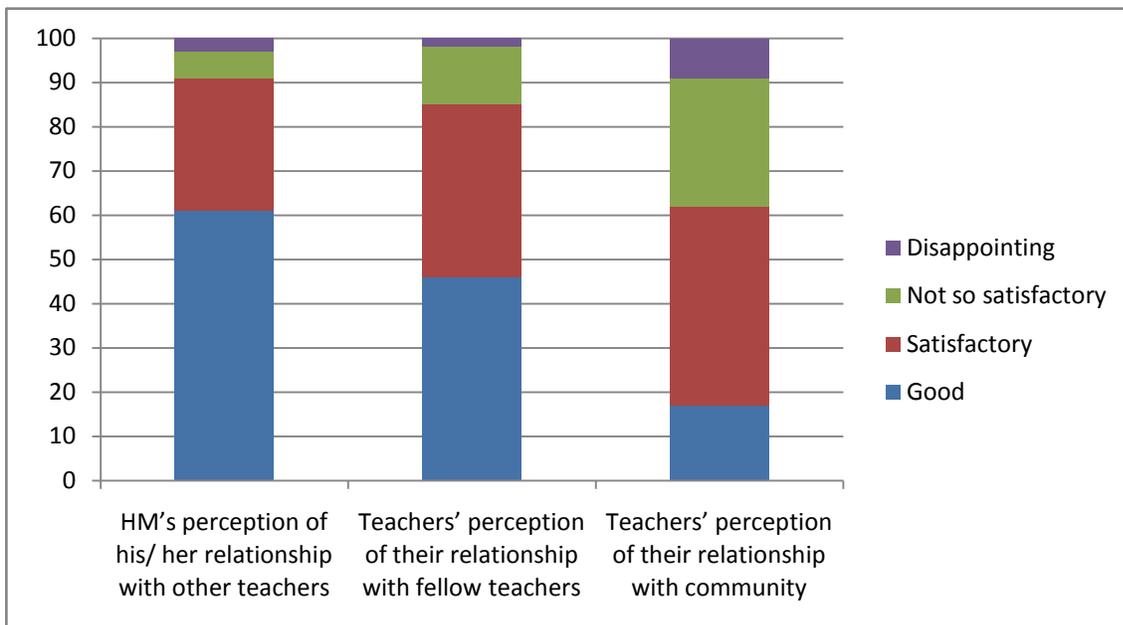
### 3.1.1 The school environment

Experiences in different countries show that child-friendly schools provide motivation for teachers (UNICEF, 2009). The presence of adequate school infrastructure such as sufficient classrooms for each grade, presence of teaching resources and teaching learning materials, such as a school library and science lab and other teaching aids, allow for more creative and innovative ways of teaching to be incorporated as it allows for a better classroom experience which is necessary for teachers motivation (Bishay, 1996). The RTE norms can be used as a measure for gauging the adequacy of physical facilities. The physical norms and standards for a school as per RTE definition includes an all-weather proof building with one separate classroom for every teacher, one office cum store cum head teacher's room, separate toilets for girls and boys, safe and adequate drinking water for all students, barrier-free access, playground, boundary wall and a kitchen shed for midday meal.

Currently a large proportion of schools in Bihar do not fulfill a number of RTE norms for physical infrastructure. The growth in physical infrastructure has not kept pace with the increase in enrolment leading to a high rise in student-classroom ratio (98:1) raising the level of challenge that the teacher faces (Table 12). In our survey, though the majority of teachers - 58 percent - viewed children's attendance and their pace of learning as the main motivating sources at the level of school, a sizable 42 percent considered the presence of better teaching-learning facilities at schools important in raising their motivation (Table 13).

The relationships at school level play an important role in creating an enabling environment. When the dynamics with colleagues and head teachers are mostly positive, teachers tend to be happier with their schools and jobs in general as it make them feel valued as team members (VSO Guyana, Valuing Teachers, 2003). Fifteen percent of teachers in the present study cited the head teacher as their main source of inspiration at school (Table 13). Nearly 91 percent of head teachers described their relationship with teachers as good or satisfactory. Eighty five percent of teachers described their relationship with fellow teachers as good or satisfactory, and the remaining 15 percent felt it was either not satisfactory or even disappointing (Table 14). Head teacher-teacher or teacher-teacher relationships might not be a big issue in a majority of schools, but a small percentage of schools do face the issue of poor relationships with colleagues (Diagram 3).

**Diagram 3: Relationships at the School Level**



What is more worrying is that 38 percent of teachers describe their relationship with the community as either disappointing or unsatisfactory and only 17 percent considered the relationship as good. This position exists despite the strong role given to the Vidyalaya Shiksha



Samitis (VSSs) and the large amount of emphasis on community involvement with schools in Bihar. The RTE has given the School Management Committee (SMC)<sup>8</sup> significant role and power that would require the school to work very closely with the VSS. The community, on the other hand, in most places perceived teachers as making efforts to improve the situation in the school and only in some cases did they feel that teachers were not committed and not doing enough.

### 3.1.2 School leadership

School leadership is another important factor at the level of school having an impact on teacher morale and motivation, and also on school culture and ethos. VSO (2002), GCE (2006) and Bennell & Akyeampong (2007) cited in CfBT and VSO's Managing Teachers, 2008 report, suggest that there is also a need for effective and efficient school management by the school leaders (i.e. head teachers) due to its direct influence on teacher morale and indirect impact on the learning outcomes for children. The report states that school leadership is important because on one hand it builds the knowledge and skills of teachers and on the other hand it boosts teachers' commitment to apply their learnt knowledge and skills by way of work situations and support systems.

In the absence of effective leadership, the accountability of teachers is not ensured and they get away with underperformance resulting in compromised quality of education and learning outcomes. Only one-fourth of the schools covered had regular head teachers in place, while in about 59 percent of schools someone was acting as what is known as "in-charge" head teacher. Still another 19 percent were on deputation from other schools that continues to be their place of employment for salary and other purposes. This is indeed not an encouraging situation, as head teachers in such situations do not feel confident and empowered to take major decisions.

Although most of the head teachers were graduate and above (67 percent) and had either the primary teachers training diploma (76 percent) or B.Ed. degree (12 percent) with years of experience ranging from 1 to 39 years, their preparedness for the role was not adequate. Only 9 percent of head teachers reported having received any training dealing with leadership issues. Although the majority (89 percent) consider themselves fully competent to handle the job and a good percentage described their job experience as satisfying, a good percentage described the experience as very challenging (37 percent) and some as full of problems (21 percent). Almost 40 percent of them find the administrative tasks including paper work and accounting difficult (Table 15). 18 percent of head teachers identified the aspect of greater communication among head teacher, teachers and students – an important but neglected area - as their first priority. Almost one-third of them identified construction and related aspects as the most critical focus of

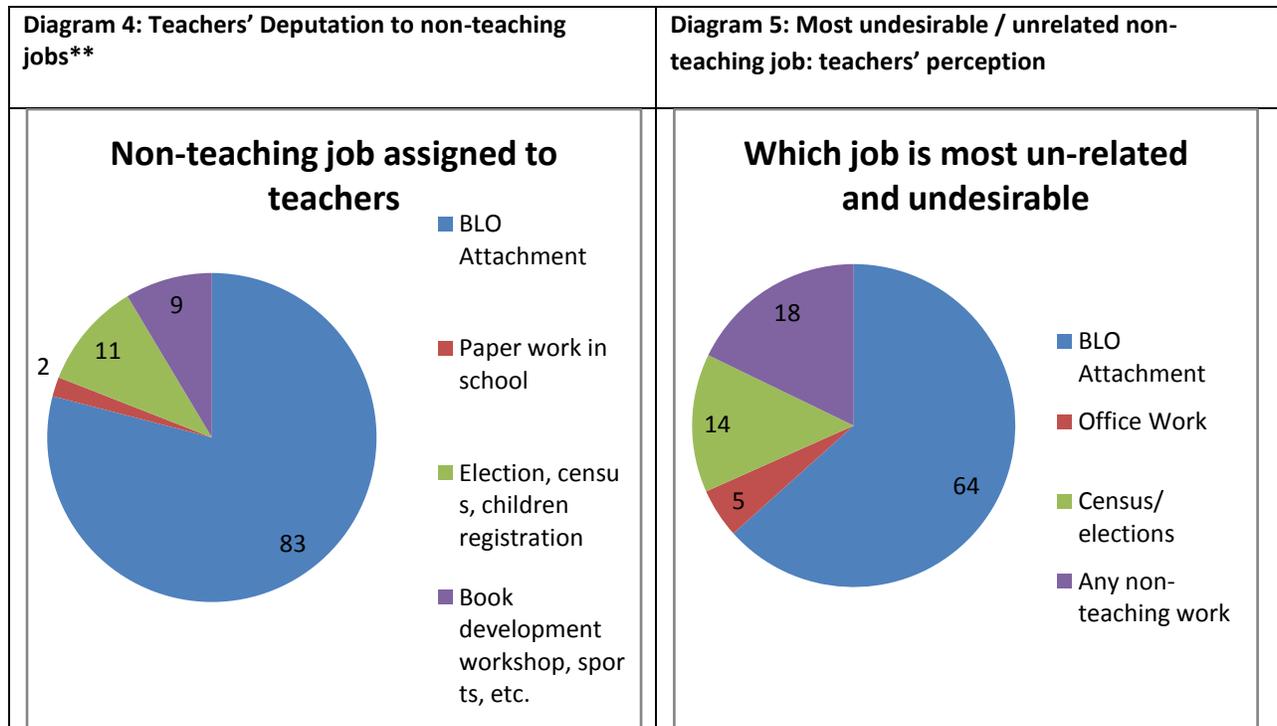
---

<sup>8</sup> The Bihar RTE rules designate VSS as SMC in Bihar.

attention since they took over as head teacher. It is obvious that the lack of regular head teachers and absence of appropriate training on leadership is a major handicap.

### 3.1.3 Deputation to non-teaching jobs

Deputation of teachers to assignments other than teaching, especially to the Block Level Office (BLO), was identified as a major hurdle. Nearly 85 percent of teachers reported being deputed to other tasks out of which nearly 83 percent reported being attached to the BLO at some stage or the other (Diagram 4). Engagement in election related duties come as the next most common engagement. While the government’s direction is that they must do the extra work before and/or after school hours, in reality teachers undertake these tasks mostly during the school hours at the cost of teaching in the school. Considering the locations of the schools, in most cases, it might be difficult to combine the two kinds of tasks on the same day and therefore the belief that teachers can fulfill their school responsibilities and then do their work at BLO is not practical.



Note: This diagram shows the percent distribution of 85 percent of the total number of teachers’ responses. 15 percent reported that they have not been assigned any non-teaching duty.

\*\*It does not add to 100 percent as some teachers reported more than one non-teaching task



The general perception among educational administrators is that though the teachers complain about additional duties, in reality they enjoy duties such as BLO attachments because it takes them away from more challenging task of teaching and also brings in a little extra payment. This perception, however, is not corroborated by teachers' responses, as nearly two third of them identified the BLO attachment as the most undesirable duty (Diagram 5). In fact, during discussions, teachers expressed this as a sign of disrespect for the duty of teaching. Also, it is perceived that the administrators prefer more competent teachers for these attachments since they are also usually good in the tasks of format filling.

If we look at how many times a teacher is being allowed or deputed for an academic workshop, then we find 20 percent of teachers have never been invited to any such workshop. Another 58 percent teachers said that they get very rare opportunities to attend workshops/seminars and only 22 percent teachers felt that they frequently attend workshops and seminars to enhance their knowledge level. Most of them (48 percent) seldom get opportunity to update their knowledge level by reading or attending seminars or workshops.

The RTE 2009 has banned deputation of teachers to non-teaching tasks other than for academic, national census and elections. However, it is obvious that this is not really being followed. A number of independent observers blame the monitoring requirements of filling various formats for this state of affairs where teachers end up spending more time in filling those than in teaching. However, it is hoped that the recently introduced new administrative structure would help in this regard. The state has gone for major reforms in the structure, which if applied well, can have implications for the delivery of educational services. A number of positions, especially those with limited relevance, have been abolished to facilitate the creation of this new structure. This is being discussed in greater detail at a later stage.

### **3.1.4 Teacher recruitment, compensation and payment processes**

All teachers in India till a decade ago were largely regular teachers appointed by the governments and receiving salaries with full benefits such as annual increments, pension and other allowances. However attempts to attain universal primary education and the high pace of expansion resulted in a lot of pressure on the governments to recruit a large number of teachers in a short period of time. A number of states found it difficult and faced resource crunch, as was the case with many other developing countries (Javaid, 2009). As in many other states and countries facing resource crunch, Bihar also opted to shift to the policy of hiring contract teachers on lower salaries in 2006. This helped in bringing down the PTR but created a dual structure with direct impact on teacher cadre management and motivation.

The teacher recruitment process has been decentralized in the state. While primary school teachers are recruited by gram panchayats, block panchayats recruit upper primary teachers, and zilla parishads recruit secondary teachers. In urban areas, the urban local bodies: Nagar Nigams and Zilla Parishads have this responsibility. However, this also means creating a hierarchy of teachers, as they are paid differently with primary level teachers being paid the



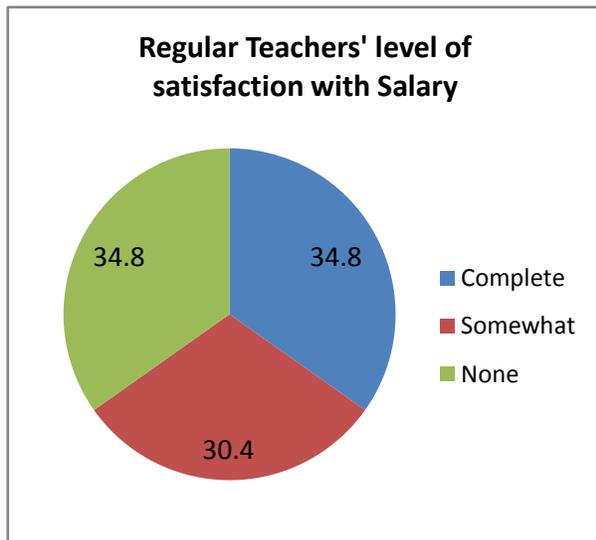
minimum. Regular teachers on the other hand are entitled to both financial and non-financial incentives. The financial incentives include remuneration as per governmental norms - pay scales/ pay reviews, yearly increments, pensions, gratuity and vacation pay.

The state has made its own norms for the contract teachers keeping in view the norms/guidelines suggested by National Council of Teachers' Education (NCTE). The minimum qualification is kept as Intermediate (equivalent to grade XII pass) with either a diploma or a degree in Education. These panchayat Shikshaks are of two categories: (a) trained and (b) untrained, and their salaries depend on this status. The minimum qualification required for high school teachers is Graduate, with a degree in Education. They are also divided into two categories similar to elementary school teachers - trained and untrained. The minimum qualification for Zilla Parishad Madhyamik Shikshak (secondary school) is a bachelor's degree from any university with 45 percent marks having B.Ed. as professional degree, and for Higher Secondary it is a post-graduation degree with 45 percent marks from any university in Science, Arts or Commerce along with B.Ed. as professional degree. Their salary structure is as given next:

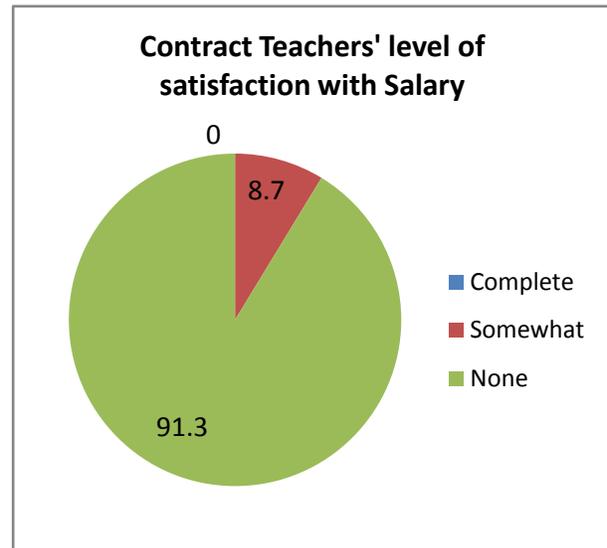
S. No.	Appointing Authority	Panchayat Shikshak's Salary	
		Trained	Untrained
1	Panchayat headed by Mukhiya	Rs 5,000/- p.m.	Rs 4,000/- p.m.
2	Block level committee headed by Block Pramukh	Rs 7,000/- p.m.	Rs 6,000/- p.m.
	<b>Appointing Authority</b>	<b>Salary of Secondary Teachers</b>	
3	Zilla Parishad Madhyamik Shiksha	Rs 6,000/- p.m.	Rs 5,500/- p.m.
		<b>Salary of Sr. Secondary Teachers</b>	
		Rs 7,000/- p.m.	Rs 6,500/- p.m.
Regular primary teacher's starting salary is 13500/- per month with an assured annual increment plus periodically revised Dearness Allowances as per price index. Teachers at senior levels- upper primary or secondary - receive higher salaries.			

The state views hiring of contract teachers as an interim measure to meet the high number of vacancies lying unfilled for many years. Large-scale irregularities were reported in panchayat level appointments forcing the state to bring an amendment to the recruitment rules(HRD Dept. Government of Bihar, 2009). The Amendment attempted to establish a redressal mechanism, leave entitlements and a performance-based incentive system. A committee comprising one member or more formed by the government has the powers to hear appeals related to recruitment and service condition matters. The members can be taken from retired Bihar Judicial Services, retired Bihar administrative or Bihar education services officials. The Department of Human Resource Development (DHRD) decides the formation of committee and their service conditions. Women teachers of all these categories could avail 135 days' maternity leave while all the teachers would get 12 days' casual leave, 20 days' sick leave and 30 days' leave without pay as per the amended rules(The Times of India, 2008).

**Diagram 6: Teachers' level of Satisfaction with Salary by Nature of Employment**



**Diagram 6 A: Regular Teachers' level of Satisfaction with Salary**

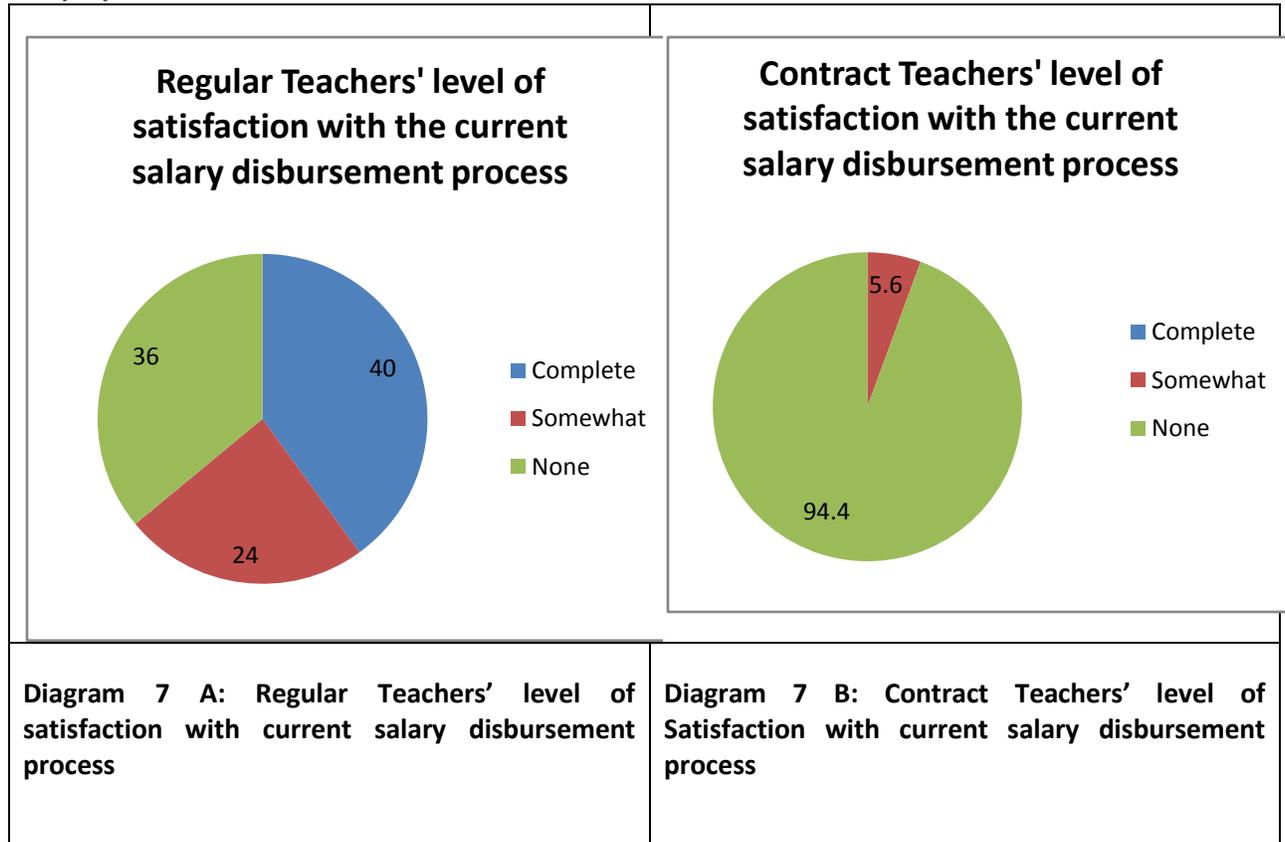


**Diagram 6 B: Contract Teachers' level of Satisfaction with Salary**

Three-fourths of the surveyed teachers were regular teachers on full salary while the remaining one fourth were contract teachers on fixed salaries. Only a little more than one-fourth of the teachers have expressed full satisfaction with salary levels and disbursement processes. The majority is either dissatisfied or only moderately satisfied (Table 18). However, among contract teachers, the level of discontent was much higher. More than 90 percent of contract teachers expressed dissatisfaction over both the level and disbursement process of the salary (Diagrams 6 and 7)

Majority of those expressing complete dissatisfaction with the present level of salary are contract teachers. They cited three main reasons for their dissatisfaction: (i) difference in the monetary compensation including salaries, increment and allowances of regular and contract teachers, especially as they tend to work in the same school with similar work-load and job-requirements, (ii) inadequacy of the compensation, especially in view of the high cost of living, and (iii) the routing of salaries through the Gram Panchayat rather than through state treasury, as in the case of regular teachers. This was considered more a case of 'lack of legitimacy' where one not receiving the salary through treasury is not viewed as a government employee and therefore not 'legitimate'.

**Diagram 7: Teachers' Level of Satisfaction with Current Salary Disbursement Process by Nature of Employment**



The level of dissatisfaction both with the salaries and their disbursement process is higher among untrained and women teachers (Tables 19 and 20). These are also reflective of the contractual nature of the job as the proportions of untrained and women teachers are higher among contract teachers. All teachers complain about delayed payment of salaries. Teachers identified timely payment of salary and greater transparency in administrative decisions as two most important changes that would make them more interested and satisfied with their jobs.

These results are somewhat similar to the results seen elsewhere. The case studies from 12 countries (Bangladesh, Kenya, Malawi, Nigeria, Pakistan, Ghana, India, Nepal, Tanzania, Sierra Leone, Zambia, Lesotho) analysed by Bennell & Akyeampong (2007) concluded that the though nature of employment, whether regular or contract, does not make much difference in the motivation levels of teachers, low salaries are a big demotivator wherever teachers were grossly underpaid. Tasnim, 2006 based on a study on regular teachers in Bangladesh concluded that



job security also contributes significantly in the level of job satisfaction. Job security in this case was linked to the job being permanent and having post-retirement benefits.

### 3.1.5 Placement and transfer issues

Most teachers prefer to work in urban areas where better living conditions and facilities are seen. This is an issue that is widespread in almost every developing country today (Javaid, 2009). In India, *“There is no special incentive or any special provision for teachers willing to serve in rural areas”*(Indian National Commission for co-operation with UNESCO, MHRD, Government of India, 2001). In fact, teacher posting and transfers are often fraught with illegal payments and bribes as well as putting pressure by way of political connections (Ramachandran et al, 2005). However, when teachers are from local areas and have their family nearby, rural postings can also be lucrative as they already have strong links and a good relationship with parents and community members (VSO Guyana, Valuing Teachers, 2003). That has been one rationale for hiring contract teachers at panchayat levels as they are mostly from the same area.

In our interactions, educational administrators, senior academics and teacher trainers were of the opinion that the transfer policy adopted in the 1970s mandating all teachers to be posted outside their home areas eventually became one of the major reasons for teachers’ low motivation. This forced these teachers to engage with several other issues of housing and children’s education, and diverted their attention from the teaching per se. Although this policy is now changed, the effect still remains and it is not easy to re-build the same sense of accountability. The role of corruption either in the form of bribery or patronage in posting and transfer was also raised as an issue during discussions at various levels.

### 3.1.6 Departmental disputes and redressal

Education departments are infamous for having the largest number of legal cases pending in most Indian states and lacking a good redressal mechanism. Although the situation has improved tremendously in the last one decade with a large number of cases being handled through fast track routes, redressal mechanisms still continue to be weak. Only 13 percent teachers expressed full satisfaction with the present system of handling departmental problems whereas 32 percent expressed complete dissatisfaction and the remaining 55 percent expressing only partial satisfaction. An overwhelming majority of teacher trainers and CRCCs also felt that the processes for resolving departmental issues need strengthening.

### 3.1.7 Performance appraisal, career path, promotion, respect and rewards

There are few penalties for bad/ poor performance of teachers in India; Bihar is no exception to this. There is also little incentive to perform well: there is no extra monetary or other incentive for good performance. This also means there is no disincentive for bad performance. Increments



are annual and not related to individual performance. Even teacher promotion is not linked with performance and instead generally is based on number of years of service. Such processes allow both motivated performers and consistent non-performers to be treated on the same platform.

There is no career path for an elementary education teacher in Bihar. As in the case in rest of the Indian states, promotional opportunities are very limited for teachers, especially at elementary level. In most cases, they retire at the same post after years of service. Although the teachers get attached to CRCs and BRCs, these are neither viewed nor treated as promotion. It takes them years, often decades, to become a head teacher, and this opportunity comes to very few. Only a small percentage of teachers manage to become head teachers. These with requisite qualifications at times move to secondary schools but this too comes to very few as the cadres are different. There is no avenue to move up and utilize the experiences of primary/ elementary teachers.

The situation is even worse for contract teachers as they do not even get annual increments. However, the amendment in their recruitment rules mentioned earlier also mandated an evaluation/ aptitude test every three years for teachers recruited under this Rule, i.e., contract teachers. Trained teachers who score at least 45 percent in general category and 40 percent in reserved category would receive a one-time raise of Rs 500.00 in the monthly salary. Untrained teachers would receive a raise of Rs 300.00 per month. For those scoring less than 45 and 40 percent respectively, another chance is given within six months. After six months a re-evaluation is done, and still if they score less than the cut off, they would then be removed from the services. No such measure exists for regular teachers and this is also a source of dissatisfaction among contract teachers who raised the issue of the increments being too small and infrequent, and the provision of test being limited to contract teachers as being unfair. Contract teachers are also unlikely to be considered for posting as head teachers or BRC/CRC/DIET attachments. This has created a duality in the system, which is leading to a lot of resentment among the contract teachers with direct implications for their motivation and accountability.

It would be interesting to see whether such tests or certification processes linked with monetary incentive leads to any change in the quality of education. Fahmi, Maulana, & Yusuf (2011) tried to estimate the impact of an Indonesian policy initiative started in 2006 on students' learning achievement scores. The certification is linked with enhancement in remuneration that is supposed to act as an incentive for teachers to attain certification. The study found that certification has not led to any improvement in students' leaning achievement and therefore no impact on the quality of education. The study concludes that monetary remuneration should be linked to a teacher performance indicator, which is as close as possible to student's performance as key evaluation criteria rather than just the certification. The study also suggests that a system of reward and punishment should be such that it motivates teachers to continuously perform well. The Bihar scheme of tests has both the reward and punishment



elements but it not directly linked with students' performance and the increments are too small whereas the punishment is too severe. Abdul Latif Jameel Poverty Action LabMIT (2009), based on their analysis of a number of programmes in Africa and Asia, warns against linking monetary rewards to teachers to students' test scores. It is obvious that there is no straight answer and one needs to take a number of factors into account.

### 3.1.8 Awards and respect

A limited number of teacher performance and awards do exist (Ministry of Human Resource Development, Government of India, 2011) but the general feedback hat these awards are mostly politically motivatesand not given to those who 'teach', but rather to those who 'administrate'. This resonates with feedback from other countries (Javaid, 2009). Only 6 out of 92 teachers have received some kind of an award, one of them received it at state level, two at district level, two at panchayat level and one at school level. However, 43 percent of teachers and 30 percent of CRCCs expressed satisfaction over the selection process of national award; the remaining was either not satisfied or only partially satisfied.

Formal award is not the only way of recognition. Respect from community, students and colleagues, and children's interest and development also play a major role in the teacher feeling respected. The community expressed satisfaction with teachers and the school in about half of the schools covered whereas in the remaining half of the schools they had some or the other complaint about teachers and the school. While in some cases the complaints were related to teachers' lack of interest and competence, they also referred to teachers' deputation to non-teaching tasks and the resultant absence from schools, and bad management of midday meal as the reasons for dissatisfaction with the school.

When asked what makes them feel respected, majority of the teachers identified students' learning and development followed by children's attendance and then community recognition as followed by as signs of respect and recognition. We have earlier stated that teachers had also identified irregular attendance of students as an important de-motivating factor. This raises an important issue that the state faces. A national study based on repeated visits to a large number of sample schools visited in 2006-07 shows that Bihar at 42.2 percent had the lowest student attendance rates. It was 15 percent points behind UP, which was the next lowest at primary level. According to the ASER 2010, the percentage of schools with more than 75 percent children attending has dropped steadily from 21 percent in 2007, to 16 percent in 2009 and 13 percent in 2010 in the state; this is an issue of concern. However, whether low students' attendance rates are a cause or consequence of low teacher motivation and accountability is difficult to establish.

### 3.1.9 Financial autonomy and fiduciary accountability

School autonomy especially financial autonomy is considered important for improved school functioning, especially in the context of availability of educational resources in schools (OECD,



2005). The schools in most European countries enjoy varying degree of autonomy(Eurydice, 2007). Absence of autonomy is often a source of dissatisfaction among teachers, as was evident in a study from Cyprus(Zembylas & Papanastasiou, n.d.). In India, teachers hardly have any autonomy, least of them the financial in nature. However, the primary education projects such as BEP and DPEP and now SSA has made provision for some targeted yet not completely tied funds for schools where the head teachers and teachers have some autonomy in deciding where and how it should be spent.

There are three types of grants that come to all elementary schools under SSA: (i) Maintenance grant; (ii) Development grant; and (iii) Teaching-learning material grant. Maintenance grant is for infrastructure upkeep, development grant for operation and administration, and TLM is for extra instructional aids that may be required for improving the quality of learning. These grants account for less than 10 percent of SSA allocations. While the School Development Grants and Maintenance Grants are to be spent by Village Education Committee or Vidyalaya Shiksha Samiti (VSS) in Bihar's case, the teachers' grants meant for teaching learning material and amounting to an annual Rs 500.00 per teacher are to be spent by the teachers only.

We present here the results from PAISA study that has tracked the school grants to Nalanda district in 2009 in a systematic manner. PAISA began its first round of investigations with a district wide study in Nalanda district, Bihar in March 2009. The survey was timed to catch the end of the financial year (the financial year closes on March 31st) to enable tracking and analysis of the progress of funds through the year. Data was collected from a sample of 100 schools in the district over a 3-day period. Nearly one third of the schools had not received school grants even at the close of the financial year. For those that had received money, delays were common. Most schools reported receiving the first tranche of funds only in October whereas the financial year starts in April. Irrespective of when funds arrived, expenditures were incurred somewhere between January and March - the last trimester of the school year. However, the expenditure pattern for the TLM grants which in the hands of individual teachers, was better than the other two where the decision is usually taken by the head teacher and the VSS president(PAISA, 2009). When the grants reach as late, it is difficult for it to act as a motivator.

Autonomy is linked with close monitoring and accountability measures. The VSS which is an elected body of parents, other community members, panchayat representatives and the head teacher, has the responsibility of providing this monitoring, and their list of responsibilities also includes fund generation. Bihar has designated the VSS as the SMC fulfilling all the norms of its constitution and responsibilities as per the RTE Act<sup>9</sup>. A recent study based on primary survey in 100 schools spread over 4 districts and two urban areas provide important feedback regarding

---

<sup>9</sup> VSS has been dysfunctional for at least three years due to various reasons including the pending elections; therefore, they have not been part of the sample for the present study.



their functioning(Adhikari).Overall, the picture is not very discouraging but needs significant improvement. Sixty six percent of all VSS members interviewed (about 500) were aware of the role of the committee in increasing student enrolment in schools and 60 percent of its role in monitoring teacher attendance. The awareness of other roles was lower: teacher motivation (24percent), mobilizing resources (31percent) and preparing the school work-plan (30percent).

It is important to note that though the VSS has been given a significant role in teacher accountability and monitoring of school level finances, they hardly have any teeth or control over teachers/ school related decisions. Financial autonomy for teachers is linked with issue of fiduciary accountability – teachers also must be made accountable regarding the appropriate use of money. The only mechanism that makes teachers accountable about the use of this money at present is the VSS.Almost all (93 percent) the respondents in the study cited above were aware that the VSS had a bank account and the school principal did the financial record keeping for the VSS. Eighty six percent of all respondents said that financial transactions, accounts and other financial records of the VSS were discussed in monthly meetings. However barely half of all respondents (54percent) said that a school plan and budget had been prepared. Since grants are not reaching schools in time, it is difficult for the VSS to meaningfully engage with making plans and monitoring expenditure.

The issue of linkages of the VSS with the Panchayati Raj Institutions (PRIs) also gains importance in this context. While VSS or SMC is a school-based committee, the area covered by a panchayat usually goes beyond one school, this being one of the reasons for weak institutional linkage between the two. Also important is to take note of the negative views that overwhelming majority of contract teachers in our sample have against Mukhia, as the Gram Panchyat president is referred to in Bihar, distributing their salary. This could also be due to the fact that Mukhias, the head of the Gram Panchayats, rarely engage themselves with the school issues and in most cases they do not even bother to form an education committee mandated by the state government(Pratichi&ADRI, 2010).But this could also be due to a much deeper, widely prevalent, social attitude that respects everything that emanates from government/ bureaucracy but not necessarily those emanating from lower levels of elected representatives. It could be a mix of both these reasons. As long as the VSS does not have any real power, it would be difficult to make teachers accountable to them, fiduciary or otherwise. Teachers also need to realize that increased financial autonomy is linked with increased accountability, and they cannot wish away the local bodies in a federal and decentralized political / administrative setup.

### **3.1.10 Monitoring mechanisms and processes**

Monitoring of schools and support to teachers also helps in enhancing accountability and raising the level of motivation among teachers. The Peruvian study (Alcazar et al, 2006) indicated that when parents of children are educated, teacher absence decreases as there are more chances of the parents being able to judge the quality of teaching and questioning the same. Considering that majority of children in government schools in Bihar come from disadvantaged groups with



parental literacy being quite low, this kind of community vigilance may not be easy. Alcazar et al, 2006 also concludes that the presence of other local private schools in the vicinity improves teacher absence due to competition. This, however, becomes true where the job and performance is linked with the enrolment and attendance of children. Although the creation of teaching positions is linked with enrolment in India including in Bihar, the official enrolment figures seldom reveal the reality of high absences and therefore teachers rarely view the shift of students to private schools as a major threat.

There are three mechanisms for monitoring a school in Bihar: (i) departmental officials who are supposed to visit schools periodically and gauge all aspects of functioning, (ii) CRCs where several schools are clubbed together as a cluster and the CRCC is supposed to provide academic support through a monthly meeting and school visits, and (iii) VSS is supposed to undertake the closest monitoring of school on all major aspects. The feedback from recent studies suggests that all three channels are weak, or at least have been weak in recent past. Most VSSs have been dysfunctional for the last three years as they have completed their terms of three years and no election has been held since 2008. As mentioned earlier, their awareness of their responsibility itself is low and they hardly have any real control over teachers in terms of being able to give them reward or punishment.

Pratichi/ Asian Development Research Institute (ADRI) report (2010) revealed that 10 percent of the sample primary and 18 percent of the sample upper primary schools were not visited by any department officials including CRCCs during the previous one year. One primary school, on an average was visited only twice or thrice once a year, and an upper primary school was visited only two to three times once a year. The primary focus of these visits was on the inspection of registers, as 80 percent or more reported this aspect being covered. These occasional visits do not help much in reducing teacher absenteeism.

CRC meetings and CRCC visits are conceptualised to serve the dual purposes of providing academic support to teacher so as to help her/him find solutions at local level and to make close monitoring of school functioning a reality. A UNICEF, Bihar study covering all districts of Bihar on what goes on in the monthly CRC meetings reflected that non-academic issues dominated the meetings and the discussions in only a little more than one third meetings could be termed as related to academic issues, though not necessarily on academic issues. In most cases, they related to operational rather than academic/ technical aspects of the academic issues (UNICEF (Patna), 2009):

The recent administrative reforms may help in changing the situation. The entire school education has been brought under one umbrella at the district level with the District Education Officer (DEO) as its head. The DEO will have five programme officers for various sectors including one for elementary education and SSA, one for midday meal and another for training, literacy and Rashtriya Madhyamik Shiksha Abhiyan (RMSA). In addition, six positions of programme coordinators have been created who will be directly responsible for monitoring and



other such jobs. The DEO will have the power for distributing responsibility among these programme coordinators depending upon the need and priority. However, it is expected that one coordinator each will be responsible for girls' education and quality enhancement, and there will be more flexibility in the work allocation for the remaining four<sup>10</sup>.

The structure is similar to one that has been operational in BEP/ SSA for the past many years, and has been found effective. Bihar was one of the first states to run an exclusive primary education project in the early 1990s. This structural reform could be viewed as one of the first mainstreaming measures where the project experiences are being used for systemic reforms, and therefore reflective of the government's seriousness about reforming the sector. However, the challenge now is to make it operational in its true sense by defining the job responsibilities, feedback and accountability loops, and changing the mindsets otherwise changed structure may not lead to any real change in functional efficiency and delivery.

In this context, it would be important to learn from the experiences of management reforms in other developing countries. The evaluations of an educational management reform programme in Madagascar have not thrown any encouraging results. Glewwe and Maïga (2011) did not find any significant impact on students' test scores and change. This lack of an impact holds for all types of teachers: permanent and contract/ temporary. An earlier evaluation by the World Bank had also found that the impact on teacher absenteeism insignificant. However, the evaluations found the school level reforms having greater impact than district and sub-district level management reforms. It may be that two years is not enough time for the program to have had a measurable impact, but it is also possible that the program is ineffective, at least in the context of Madagascar's educational system(Glewwe & Maïga, 2011). However, it still shows the limitations of the management reforms in raising teacher motivation and accountability, and therefore important for Bihar.

### **3.1.11 Teacher training: Institutional Capacities and Processes**

Teacher training has a limited yet significant role in raising the motivation and accountability levels of teachers. 89 percent of teachers had a primary teacher education diploma and a majority of them have received various kinds of in-service training focusing on inclusive education and other aspects, and yet they demonstrated very poor understanding of equity issues that are important for building their commitment. This reflects that these training programmes – both pre-service and in-service have not been very successful. However, it is also important to note that in general, teachers working at elementary level do not get many opportunities and also do not have much aptitude to seek opportunities that would allow them to read, interact with fellow teachers and teacher researchers and keep pace with the latest developments.

---

<sup>10</sup> Based on an analysis of the Executive Orders for 2011 accessed through website of the Department in Bihar.



In many countries, teacher unions play an important and facilitative role in professional development and exchange, with a positive impact on teacher motivation. Seventy percent of teachers interviewed were attached to some or the other union with the association being close for 20 percent of all teachers. Nearly 44 percent of teachers expressed that have benefitted from the association whereas the remaining 59 percent considered the impact either negligible or minimal. However, the unions have not done anything for the professional development of teachers.

The discussions with the faculties reflected that the fact that majority of children in government schools come from poorer backgrounds and belong to disadvantaged groups with needs that are very different from the needs of a middle class child, has not entered the arena of teacher training courses. Unlike middle class homes, children coming from disadvantaged backgrounds do not have a literate environment at home; they do not get the same parental attention and exposure to learning through multiple means (such as TV/ books/ interactions and exposures etc.) so as to reinforce the inputs received in schools. Almost all their learning opportunities have to come from school, and schools as well as teachers are not prepared to face this challenge. Other facets of exclusion especially those related with gender and caste further make the task more challenging for the teacher. The school needs to provide counter socialization experiences to children. Although this situation is not unique to Bihar, it is more marked here because of the large-scale influx of children from such circumstances to schools in recent past (Jha, 2011). In order to be able to respond to such needs, it is important to build perspective along with imparting knowledge and skills, and also focus on building a positive attitude among teachers.

We tried to gauge the teacher trainees' level of reading and awareness taking two important resources: National Curriculum framework (NCF) 2005 and Bihar state's Curriculum document 2008 as illustrative of the reading level: a majority had not seen the NCF 2005. Although the majority had seen the state curriculum document, a good proportion had not seen either of the two. Consultation with faculties in two institutions showed that a majority of them feel well-prepared for their role and are happy with the training programmes being imparted in their institutions. But an overwhelming majority of trainees expressed the need for change in training methodology. More than one third trainees want spiritual/ moral/social learning to be included and a similar percentage want continuous updating of the course. Twenty percent also wanted a greater focus on pedagogical aspects while 4 percent wanted continuous feedback from faculties being part of the instruction in the college. This is important feedback for the training colleges. Also important is the fact that though the majority trainees consider the training environment, overall experience and faculty competence as satisfactory or highly satisfactory, a good percentage finds it only moderately satisfactory or unsatisfactory.

Some experiences from other contexts become significant in this context. Carrinusa & Fokkens-Bruinsma (n.d.) in their empirical study found that the decrease in the pre-service teachers' self-efficacy beliefs in the first year of the job regarding their work in the broader school context was



found to be significant. They surmise that this could be related to the gap between teachers' beliefs before they start their training and their experiences when finally working in the field. They may have been too optimistic regarding the possibilities of functioning in the broader school context which in reality they may find it far more difficult. (Canrinus & Fokkens-Bruinsma)

The SCERT faculties as well as the DIET Principals felt that the new D.Ed. Curriculum would bring many desired changes. A perusal of the new D.Ed. Curriculum shows that it indeed tries to build perspective on philosophy of education and linking education with the society through a separate course on fundamental issues on education. It clearly states that the principles of equality and diversity are central in teacher preparation. This includes analysis of the contemporary society in Bihar. However, it would still have been more relevant if the language, environment and mathematics curriculum also had included discussions on how societal inequalities related with wealth, livelihood security, caste, religion, gender, etc., impact language teaching and learning of respective subjects. That would help the teachers translate the understanding to real teaching, and not feel frustrated when faced with challenges in real life either in classroom or in the broader school context that includes community.

Changing the routinised nature of in-service teacher training programmes in the context of the present profile where teachers are used only to teaching the textbooks and then testing the same through terminal examinations also poses a challenge. Right since the BEP days, the state has focused on developing suitable teacher training modules but has gained very limited success in influencing the school functioning and classroom practices. This calls for introspection and more fundamental change in the training approach. It also has implications for monitoring because of its close linkages with support to teachers and the quality of teaching.

The number of teachers that need to be imparted long term teacher training as pointed out in the beginning is also a serious challenge. The state is considering starting an open education based mass teacher training course for teachers who have joined the system without any previous professional qualification. While this is perhaps an unavoidable step in the light of the large numbers that need to be trained in a short period of time, it is also important not to let the known shortcomings of an open system of education affect the quality of training.

A relevant issue in this context is how well-equipped the teacher training institutions are and how much opportunities the faculties in such institutions have. A recent survey revealed that the status of teacher training colleges in terms of staffing and infrastructure is poor in the state. About 43 percent of teaching posts and 58 percent of principals' posts were vacant in 65 teacher-training institutions in Bihar in 2010-11. The same survey also reveals the poor state of physical infrastructure and other facilities in most of these institutions (UNICEF, 2011). At present, there is no separate cadre for teacher training institutions and the overwhelming majority of the faculties in the two institutions covered in our sample felt that a separate cadre is a must to bring reforms. The presence of a separate cadre for teacher training would indeed make it easier to invest in their education, training and preparation.



### 3.2 Awareness, Information and Beliefs: Individual attributes of teachers

At individual level, we have tried to gauge the awareness, information and belief issues that have relationship with the level of motivation and could make teacher more accountable. Low level of teacher motivation at times has its roots in low level of awareness and lack of capacity to understand and address diverse challenges. For instance, research has established that teacher student relationship plays an important role in for learning, especially when children are coming from disadvantaged circumstances:

Positive teacher-student relations are crucial for establishing an environment that is conducive to learning. Research finds that students, particularly socio-economically disadvantaged students, learn more and have fewer disciplinary problems when they feel that their teachers take them seriously (Gamoran, 1993) and when they have strong bonds with their teachers (Crosnoe, et al., 2004). One explanation is that positive teacher-student relations help transmit social capital, create communal learning environments and promote and strengthen adherence to norms that are conducive to learning (Birch & Ladd, 1998)(cited in OECD, 2010, p.98)

Whether teachers in government schools in Bihar are aware of the special importance of this relationship as the majority of students are first generation school goers coming from an illiterate home environment with minimal parental support and conducive home environment is an important issue impacting their motivation level. The social distance between teachers and students in government schools in many Indian states is large as majority of children coming there belong to disadvantaged social groups (Ramachandran et. el., 2005). In our survey also, all stakeholders agreed that the proportion of dalits, Muslims and girls have increased in recent past. This requires teachers to have the right attitude and competence to handle diversity issues effectively. Lack of awareness and competence could make teacher unaccountable to the learning of children coming from disadvantaged groups.

We tried to gauge teachers' as well as other stakeholders' views on certain aspects that could be indicative of their awareness level and competence to some extent. These include awareness about understanding the reasons for low attendance among students and solution to those, awareness of gender issues, awareness of the positive discipline methods and views regarding corporal punishment. We also considered teachers' response vis-à-vis RTE as an indicator of their awareness of child rights.

The analysis presented here in the following paragraphs makes it clear that the level of awareness regarding issues that would help in raising teacher motivation and accountability levels is low. In fact, in many cases, teachers' own beliefs are in contradiction to the kinds of efforts that are required of them to make them accountable to children's learning. This means that the reasons that are intrinsic to the individual are playing a major role in keeping the level of



teacher motivation low in the state. The absence of a comprehensive institutional policy and institutional practices add to it.

### 3.2.1 Students' home situation

Most teachers are fully aware of the fact that the majority of children in government schools come from deprived backgrounds. However, it is not clear if they are also aware of the implications for teaching. The fact that these children have no home support and they depend on the school fully for all the inputs makes the teachers' task very challenging. Teacher trainers and senior academics agreed that the current teacher education and training programmes in most cases do not address such issues in an appropriate manner.

### 3.2.2 Corporal punishment

The RTE 2009 has made corporal punishment illegal. A recent study in Bihar by UNICEF covering more than 4000 children, teachers and parents in 69 schools in 23 districts concluded that it was commonly practiced. The majority of teachers were aware of the RTE norm but considered it necessary to discipline children. Eighty one percent of students acknowledged physical punishments and 91 percent of the students said that the teachers scold or use emotional abuse to teach discipline. Use of cane or rod is common and 63 percent of the students said they have been caned.

The UNICEF study revealed that teachers are unaware of positive discipline based techniques for classroom management, which in many cases force them to resort to corporal punishment. The study also provided evidence on how corporal punishment teaches violence to children (UNICEF, Patna, 2010). The Pratchi/ ADRI report (2010) corroborated these findings by revealing that some form of corporal punishment was in practice in more than two-thirds of the surveyed schools, reflecting the environment of fear. Our study confirms that the majority of the teachers are in favour of some form of corporal or mental punishment to maintain discipline though 44 percent also consider it wrong (Table 22). A small percentage considers it fully justified and another small proportion considers it wrong simply because it has been banned by the law. The teacher alone is not unaware on this issue: A majority of CRCCs and nearly one-fourth of teacher trainers were of the view that it is fine to practice corporal punishment if the situation desires it. This reflects the lack of awareness about positive methods of disciplining children and also a lack of awareness regarding consequences of corporal punishment at all levels.

### 3.2.3 Girls' education

As discussed in the first chapter, the proportional share of girls in total enrolment has gone up but still remains below the desirable level, especially at upper primary level. Teachers' positive attitude towards girls' education is critical for ensuring that schooling practices are free from



biases and to provide additional support to girls in view of the fact that they usually have much higher domestic responsibilities and therefore no time for studies at home.

The results indicating the view of diverse stakeholder regarding the need for high level of education for girls is shocking. One fourth to half of all stakeholder groups consulted were of the view that it might not be a very good idea to educate girls at higher levels. When asked if they agree with the societal perception that girls should not be taught at higher levels, 34 percent of teachers expressed agreement and 40 percent expressed partial agreement. Only about one fourth of teachers expressed complete disagreement. This is a serious issue in view of the RTE and the Government of Bihar's justified focus on girls' education. Teachers' lack of commitment to girls' right to freedom and higher education reflects a lack of understanding of the equity issues, especially from the perspective of gender. This also means that the accountability of at least some teachers who have the main implementing responsibility of distributing a number of incentives especially aimed at girls in Bihar is questionable.

### **3.2.4 Right to Education**

RTE 2009 brought through a Constitutional Amendment to Article 21 by inserting Article 21A has made the schooling of children between the age group of 6 to 14 years of age in a neighbourhood school a fundamental right. Fundamental right is a justiciable right. This means every child in this age group can demand schooling as per defined norms from the State, and go to Court in case of denial of that right. It defines the basic parameters of a school in terms of infrastructure, teachers, working hours, school environment, treatment of children and child rights. The RTE places major responsibilities on the school and school systems.

The teacher is going to be playing a major role in making RTE a reality. The question is whether the teachers feel committed and have hopes that the RTE can bring a significant difference. Only when they have hopes they would work towards making it a reality. The answer we got in Nalanda shows that the situation is mixed. While about 62 percent teachers think that the RTE would bring in significant changes at least to some extent, the rest are not so hopeful. A larger proportion (77 percent) think that this would help empower the teachers but the remaining 27 percent remain skeptical about even this. However, what is a matter of concern is the lack of clarity regarding main focus of the RTE. While most of them knew about some or the other feature of the RTE, they did not seem to clearly understand the concept of basic education being a fundamental right very clearly.

## **3.3 Determinants of teacher motivation: Beyond individual attributes and institutional processes**

So far we have discussed the teacher as an individual: his or her own awareness / beliefs that impact the intrinsic motivation and the institutional practices that again impacts the individual's behaviour. However, it is important to go beyond individual and look at the issue also from the



perspective of teachers as a large collective on one hand and the teacher being a significant yet small player in the large school education sector on the other.

Teachers, especially elementary level teachers, are often the largest workforce on any Indian state government's roll simply because of the population size and spread of schools across. They form an important interest group in an electoral democracy. Teachers' collectives have often opposed strict accountability measures and there have been instances when the governments have succumbed and withdrawn reforms that would have made teachers more accountable. Bihar has been no exception where teachers' strikes have been a common feature.

On the other hand, it is also important to note that any intended reform often includes measures only for teachers' accountability with almost no or minimal accountability mechanisms for others who sit above the teacher. The teacher does not function in isolation – the whole education sector has to function differently in order to make schools or teachers more accountable and motivated. With the middle class having pulled out their children from state schools and the poor forming the largest mass of student population there, the stakes of the more influential ones are reduced. It is not only the teacher but others in the education sector too do not necessarily reflect the commitment to the need for and motivation to face the challenge of educating children coming from poor and deprived backgrounds. What is visible at the level of teacher and school is in reality a culmination of the lack of motivation, commitment and accountability at all levels of functioning and delivery.

In the end, one could safely conclude that the factors that determine teachers' motivation and accountability are more complex than they appear at first instance. The macro contexts and the general sectoral environment matter as much as do the individual's own orientation, knowledge and belief systems or the institutional practices, mechanisms and processes.



## 4.0 CONCLUSIONS AND SUGGESTIONS

Teacher motivation and accountability is low in Bihar on account of several reasons. Some of these relate to the departmental functioning but some are outside the direct ambit of departmental control. However, given the critical nature of the function of teachers and the crucial role that education has in ensuring the rights of the people and in meeting the goals of equitable development, this issue cannot be ignored. Nor can this be seen from the narrow perspective of the departmental functioning alone. It is important to get out of that thinking which limits the solutions to what a particular department can or cannot do. The government as a whole has a responsibility towards the people when it comes to basic services and rights, and education is definitely one of those. The Government of Bihar, which is in an upbeat mood and is functioning in a situation where people's hopes are raised, needs to act and respond comprehensively.

Teacher motivation is vital to school functioning as it determines their engagement, desire to learn and apply, and accountability to children's learning and development. It is also important to realise that there are no shortcuts when it comes to investing in teachers. Shortcuts at best give short-term results that remain un-sustained and usually prove more costly in the long run. Nevertheless, it would be important for any government to choose strategic, cost-effective measures that can have a trigger effect on the system. Based on consultations and an analysis of the literature, we propose some of the options that could help in raising the teacher motivation and accountability in Bihar. Although it is difficult to categorise the suggestions in watertight compartments, we can broadly say that the first two suggestions are largely Individual oriented while the rest are oriented towards institutional practices and reforms.

### 4.1 Measures for raising teacher motivation and accountability

#### 4.1.1 Raising the status of teaching as a profession: Mass media campaign

The societal status of a profession is one of the most important factors in determining the motivation level. It also plays a role in attracting more, and more competent people towards the profession. The teaching profession, especially the elementary school teaching, has lost its status for a variety of reasons. It is important to note that educated young boys and girls from all parts of the country including Bihar are even opting for non-challenging and repetitive jobs such as working in call centres in preference to teaching, which is considered less respectable. Although the status of a profession depends on a number of societal reasons, an effort can be made to raise the public perception and attitude towards the job.

Mass media can play a role in this context. The reach of mass media has increased manifold in recent past, and its impact on creating a social norm is also significant. Indian armed forces seem to have successfully used a mass media campaign to attract youth by highlighting the



crucial role that they play in nation building and the great sense of national duty that young men and women would be carrying out by joining the armed forces. Teaching is indeed known as a noble profession that plays a massive nation-building role. This can be highlighted in a campaign using role models from history as well as the contemporary world. Bihar itself can provide a number of such role models. It would, therefore, be worthwhile to design a mass media campaign that promotes teaching as a challenging profession and attracts competent young men and women to take up this challenge.

#### **4.1.2 Catch them young: Teacher trainees are important**

Teacher motivation is an issue that should be seriously addressed at the very initial period when teachers are still at a formative stage. Teachers coming into the system 'by choice' or 'by chance' or 'by force' would decide the fate of the students. Both short and long term strategies should be worked out to create a better ecosystem for generations to come. In this context, it would be important for new teachers to start with a sense of responsibility towards children, and accountability towards a public cause and money. The teacher education course needs an examination and revision from this perspective. The new D.Ed. curriculum raises some hopes, but the need to go deeper into these issues and weave them into the teaching learning process of all subjects still remains.

Responsibility towards children would also come from an awareness regarding the socio-economic backgrounds from which children are coming, the constraints they face, and the requirements they have for effective learning. The approach and method needs to go beyond lecture and perfunctory projects, to real action research, field exposure and exercises that help them find solutions to the identified problems. Greater exposure to equity and rights issues would also be critical. However, the attitude and beliefs do not change if the messages come only in the form of information and they are not consistent. It is important that formal and informal messages are consistent and appropriate reflective methods are used for this purpose.

Teacher training also needs to prepare teachers for accountability towards local bodies and accepting the importance of parents / elected based representatives based bodies. The fact that village panchayat is also a level of duly elected government and both panchayats and SMC/VSSs have statutory roles to perform is still not very clear to the state run public service delivery systems including education. Training alone is not sufficient and the message needs to be reinforced through several means. However, it is still difficult to achieve this till the time the rest of the education sector functionaries, especially the higher bureaucracy, also do not consider themselves accountable to respective level of elected bodies.

#### **4.1.3 Institutional incentives and disincentives: Career path, performance linked reward and punishment**

A campaign could motivate people to opt for a profession but that alone would not be able to sustain their interests. Similarly, good training can prepare them for the challenge but not



necessarily sustain their motivation for long in absence of other factors. One way of sustaining their interest and also raising the status of teachers is to have an attractive but accountable compensation and reward package. Economic rewards are important but it is also important to keep them linked with performance. Some of the country cases cited earlier provide important pointers. The earlier cited Brazilian case in particular is very relevant as it is a populous country that faced similar problems in the past. It is important to get out of a bureaucratic system and think creatively if one is really serious about bringing change and making state-run schools effective centres of learning for all children, especially those who come from disadvantaged backgrounds. It is a combination of well-knitted measures that bring change.

One of the important gaps in the system is almost total absence of any career path for elementary school teachers. This impacts all teachers including those who are regular employees and receive a fair compensation; and indeed those who are on contractual jobs and work on lower salaries. It is important to chart out a career path that allows them to move to other places such as CRC, BRC, DIET, SCERT, and even management, and these movements need to be taken as the promotion and not only horizontal movement, as is the case currently. Once positioned in their new posts, the teachers have to be treated at par with other faculties/employees in terms of salaries, other compensation, as well as in terms of roles and responsibilities.

Presence of a career path is also linked with the issue of performance. Career advancement must be linked with performance in a major way with little role for the seniority alone. It would be important to develop performance appraisal criteria in a very careful and transparent manner. The analysis of country cases, as well as other researches cited earlier, suggests that a focus on individual performance in a small institution like a primary school may make the teachers within a school compete and prove counterproductive, and therefore avoidable. Also, comparing one school with the other may not help. Therefore, developing performance criteria that focuses on school performance and compares a school with its own past performance may be more useful. Such practices have been found to promote cooperation and ownership amongst the teachers. Within this, there could also be space for individual recognition.

The rewards could be linked with school as well as individuals, and the criteria could include a range of indicators taking equity and quality as central goal, and recognizing individual initiatives as well as collective efforts. Career path (as in case of Poland) and various forms of individual recognition could come to individuals and schools could be granted increased autonomy (as in case of Brazil).<sup>11</sup> Several studies also recommend incentives for rural placements and regular attendance of teachers in Sub-Saharan Africa and Asia considering remoteness and associated issues.

---

<sup>11</sup> A number of other countries have well-established system of career path for primary school teachers. We are citing cases that have successfully changed from a rigid bureaucratic system.



An OECD study based on the review of the performance based award systems for teachers and the arguments for and against such practices provides useful insights (Harvey-Beavis, 2003). While the arguments for such policies are based on its impact on teacher motivation and students' performance, some of the main arguments in opposition to performance-based rewards include: (i) Objective evaluation of teachers is difficult, (ii) It would create hierarchies within school administration which would detrimentally affect student outcomes, which is particularly the case for individual forms of performance-based rewards; (iii) There would be reduced co-operation between teachers, which is presented as an argument primarily in opposition to merit-pay; (iv) A range of unwanted and perverse outcomes would be promoted, which is presented as an argument against using student outcomes as a measure of teacher performance; (v) The market is an inadequate model for the public sector, which is used as an argument against any model of performance-based rewards. The study concludes that group based rewards appear to be working better than the individual rewards. Group reward also ensures group responsibility, which means teachers alone are not to be held responsible. In the present context, it would mean including CRC, BRC and perhaps also the SMC into the definition of group.

In this context, it is necessary to make a reference to contract teachers. A process whereby contract teachers can be elevated to regular teachers with full scale and other benefits can be drawn. The elevation as well as future raises in salary plus other benefits could be linked to performance indicators. It is worth looking at the Gujarat model where all primary teachers are first hired on contract and are converted to regular teachers after five years of service upon fulfillment of all requirements expected of them in that period; this includes postings in remote areas. Teachers in Gujarat need to have full educational and professional education required for being a primary teacher at the time of recruitment.

It is not necessarily the contractual nature that acts as a de-motivator; it is the presence of a dual track system with significant differences in compensation and benefits with no difference in accountability, which is causing the resentment. If a suitable career path based on transparent school/ individual performance indicators is drawn, the contractual nature might not remain an issue. In fact, some feedback from the field had also suggested that permanent nature of the teaching job with no in-built accountability mechanisms is the root cause of the teachers' lack of accountability. There could be some truth in this assertion. The state could thus also think of an option where they introduce a well-drafted system of performance, accountability and reward while keeping the nature of job contractual for all teachers.

#### **4.1.4 Teacher absenteeism: Close monitoring and monetary rewards**

Abdul Latif Jameel Poverty Action Lab MIT (2009) based on a comparative analysis of several programmes to combat absenteeism of service providers in education and health in a number of developing countries concluded that what worked best were impersonal, direct incentives for



attendance. SevaMandir, an NGO in Rajasthan, India, introduced a simple mechanism that recorded teacher attendance and directly determined teacher pay. This combination of external monitoring with credible rewards (and punishments) cut absence rates in half. Moreover, providing incentives for service provider attendance improves outcomes for poor people without undermining providers' intrinsic motivation. The analysis also clearly shows that incentive plans implemented by supervisors and tested by researchers have failed because supervisors gave rewards and failed to implement penalties even when absenteeism persisted (Abdul Latif Jameel Poverty Action Lab, MIT, 2009)

Although it is important to take note of the above feedback, it is also crucial to realize the challenges associated with introducing such reforms in a larger setup. The same analysis brings out an example of technology based intervention to monitor the presence of nurses in Rajasthan in India and its subsequent failure due to opposition by the nurses and collusion between nurses and supervisors (Abdul Latif Jameel Poverty Action Lab, MIT, 2009). However, what emerges clearly that monetary rewards and punishment are important, and attendance is best monitored using an impersonal means. The feasibility of course needs to be studied.

An alternative to impersonal, technology based monitoring could be community monitoring. But we have discussed earlier that Community Monitoring without teeth or relevant power does not work. However, if the bodies such as SMC/ VSS are given some powers to monitor and link it to reward and punishment, this could be effective. This will be especially relevant if the nature of the job is contractual and rewards/ punishments include monetary compensation, recognition and career progression. The indicators of performance could include presence in classes/ schools among others. This would also help in reducing/ changing the current situation where teachers, especially contract teachers, are not happy to receive their salaries from panchayats. A more caring and mutually dependent relationship between panchayat/SMC and school needs to be in place.

#### **4.1.5 Redefined school-cluster based monitoring and support: More critical than investing on training modules**

Two important lessons have emerged in the context of teacher training: one, a periodic, module-based training does not yield many results, and two, mere creation of district, block and cluster level setups does not deliver unless they are empowered and entrusted with the responsibilities to meet the challenges. International experiences also suggest that school based inputs show better results as school-specific issues get discussed and resolved (Hooker, n.d.; Puntumasan, n.d.). However, this is especially relevant for bigger schools where the number of teachers is sufficient to make a critical mass and the school can be seen as an organisation. A large number of primary schools in Bihar are small and do not have that critical mass of teachers.

Mentoring has been found more effective in such situations. To some extent, CRCCs' role was that of a mentor but mentoring skills are very different from that of a trainer and CRCCs were never given any training/ inputs on being a good mentor. Therefore, there is value in considering



the advantage of a multiple mode on the following lines: (i) Cluster based training on general issues, concepts and skills; followed by, (ii) school/ panchayat based mentoring on school or area specific issues/ problems, and (iii) school based support and mentoring. Face-to-face training and mentoring could be combined with action research being undertaken by teachers, reading materials based independent assignments, and other such innovative methods to make the training more interesting and enhance its impact. This means that both CRC and BRC staff need to be developed as trainers as well as mentors through a rigorous process of professional development.

Such an approach can be effective only when an empowered and effective monitoring system is in place. The current monitoring system in place focuses only on filling the monthly financial and physical progress of inputs collected at monthly meetings. There is no structured reporting on educational indicators in terms of enrolment, retention/attendance, quality and equity. Block Information Centres, the management information system (MIS) units of SSA are now operational at the block level but their quality and functioning still need greater attention. Although SSA provides for engagement of 20 sub-district level academic personnel per block for BRC and CRCs, in reality these are just additional added responsibilities to existing positions. The CRCC are regular teachers and are expected to do this job in addition to their teaching responsibilities while the BEEO with huge administrative responsibilities acts as the BRC Coordinator. The availability of time as well as their orientation vis-à-vis the expectations from such roles remain questionable.

The new intervention launched recently on 5<sup>th</sup> of September 2011, known as Gunvatta Abhiyan (Samjhe Aur Sekhen), to improve the elementary school system in Bihar is another big move to build pressure on schools as well as teachers to bring qualitative change in learning of children. However, the long term planning depends fully on institutional development processes in the state. In addition to other institutions such as CRC, BRC and DIETS, the apex institutions, like SCERT, also need an overhauling with a redesigned vision in this new era of education where technology has intervened and positioned itself to take lead in an intelligent manner.

#### **4.1.6 Teacher education: Systemic reforms are the key**

Following the approval of National Curriculum Framework(NCF) in 2005, and Bihar Curriculum Framework (BCF) in 2008, teacher education has emerged as the most challenging sector for systemic reforms in the state. The reforms are required in all areas: structural, curricular, transactional and administrative. Considering the immense challenge that Bihar faces in terms of both the number and quality of training, it would be important to utilize all possible kinds of institutions, including university departments of education and teacher training institutions in addition to state institutions.

Recognizing teacher education (for all levels of school education, from pre-school to senior secondary) as a sector of higher education and facilitating co-operation/ collaboration among university departments, colleges, other institutions including selected NGOs would enable a



different kind of engagement that may be of a higher quality. The 18<sup>th</sup> Joint Review Mission (JRM) for SSA has made specific comments in this context, with special emphasis on Bihar. The state could take a serious note of that recommendation. The state could even think of allowing NGOs and researchers to have a role at CRCs and BRCs. Bringing about synergy between institutional structures operating at different levels, e.g. SCERT, DIET and BRC/CRCs may add value to the existing system.

As mentioned earlier, Bihar is considering starting an open education based mass teacher training course for teachers who have joined the system without any previous professional qualification. While this is a welcome and perhaps unavoidable step in the light of the large numbers that need to be trained, it is also important not to let the known shortcomings of an open system of education affect the quality of training. In this context, the following suggestions are being made (Jha, 2011):

**Course and Content:** The content must be designed in view of the needs as identified by various researches including this one. In this context, a review of existing course structure and materials from institutions that have credentials of developing courses of similar nature must be studied. This should include both open education based and face-to-face based teacher education courses. Teacher training courses offered by the University of Delhi (B. El. Ed.) in India, Aga Khan University in Pakistan/ East Africa and Open University in United Kingdom (UK) have earned credibility and therefore could be reviewed for the purpose. NCTE has recently developed a two-year course for D.Ed. Curriculum, which is to be implemented by Delhi DIETs. Although the course is meant for a face-to-face teacher education programme, the framework, content and methods provide useful insights.

**Modes of delivery:** It is well known that open education does not mean only distance mode. It usually combines distance modes of postal/ audio/ radio/ video, with face-to-face interactions, individual tutoring and mentoring. However, the most important pre-condition for a good course is to decide on the best combination of various methods. The suitability of a particular mode of delivery to particular content areas and curricular objectives should determine the combination. Aspects dealing with motivation and accountability are best dealt in a face-to-face situation. Creative use of technology without losing the effectiveness should be planned for this purpose. In this context, the teacher training courses being offered through open universities in UK and Pakistan can be reviewed. The Master's in Education (M.Ed.) course being offered by the Tata Institute of Social Sciences (TISS) in India could also be reviewed for its structure and the use of a variety of modes.

**Certification:** Flexible (partial leading to full) certification based on completion of various curricular objectives and courses could also be considered. This allows control of quality while allowing the flexibility to attain all the curricular objectives in a longer time frame.



Similar course with some additional content on observation, training, facilitation, mentoring, monitoring and demonstration could also be offered to train those who are responsible for school based monitoring and support. This is especially important for CRCCs, BRC RPs, DIET and SCERT faculties as well as educational administrators. This would help in strengthening school based academic monitoring.

#### **4.1.7 Silence of powerful teacher unions: What does it mean?**

The teacher unions in Bihar are considered very powerful and sensitive to the teachers concerns. Their membership is large and has successfully acted as a pressure group to put forward teachers' demand. However, they have seldom raised the issue of teacher accountability. Because of the sheer number, they are a powerful group that can influence policies and in a democratic polity, the government needs to be sensitive to such groups. However, the unions have never used this power to gain greater professional development or long-term reforms in the sector. Their lack of engagement with the accountability issues in a state where teacher absenteeism is really high also reflects a lack of responsibility.

It is important that Teachers' Unions are engaged in using their considerable reach and influence they have on teachers to raise their motivation and make them more accountable to their responsibilities. Unions themselves could learn a few lessons by looking at other country examples such as National Union of Teachers in UK. While these unions have played very significant role in fighting for teachers' rights in those countries, they have also been at forefront in engaging in research, setting quality standards for teachers and running professional development courses for teachers. It may be worth investing in capacity building of Teachers' Unions to help realize their potential and responsibilities, and then engage them in the process of reform.

#### **4.1.8 Ensuring accountability of all: Not the teacher alone**

It is important to reiterate that the teacher alone cannot be motivated or made accountable in absence of accountability measures for others. Therefore, all other important functionaries who are part of the service delivery chain such as CRCC, BRC functionaries, district level officials, teacher trainers, etc. also need to be oriented, trained and made accountable. Systemic reforms introducing measures for training and accountability of teachers need to take others also in their ambit.

## **4.2 A few last words**

It is clear that teacher motivation is an intrinsic state that depends on factors that are internal to individual and external factors that are largely institutional and systemic. Efforts are required to influence the intrinsic state of teachers as well as create an external environment that helps change their intrinsic state. The political economic constraints make it difficult to bring in institutional reforms required for introducing appropriate performance based systems of



incentives and disincentives. However, given the current political situation in Bihar, where the ruling combination is expected to bring in radical measures to make the delivery more efficient, is most ripe for introducing the measures that are being suggested here. The RTE provides the conceptual framework that is required for such reforms. If these changes were not introduced now, it would be difficult to bring them at any other time. Some of these reforms have financial implications. To some extent, it would be a case of enhanced allocation but making processes more efficient can also draw increased resources. From a long-term perspective, it might be more cost effective to make these investments now and have well-educated population contributing to the state's economy and society in a not-so-far future, than to continue with a low level cycle of development.

## 5 ANNEXURES

### 5.1 Annex I: Tables

Unless otherwise stated, all the tables are sourced from our survey in Nalanda and Patna.

**Table 1: Enrolment in Elementary Education in Bihar**

	2003-04			2008-09		
	Total enrolment	GER	NER	Total enrolment	GER	NER
Primary (I to V)	9,732,357	76.2	68.0	15,233,293	133.4	N.A.
Upper Primary (VI to VIII)	1,482,460	20.2	17.3	3,475,996	48.4	43.4
Total (I to VIII)	11,214,817			18,709,289		

Source: DISE State Report Cards, 2004-05 and 2008-09, NUEPA

**Table 2: Proportion of Girls, SC, ST and Muslim children in total enrolment in Bihar**

	2003-04	2008-09	% in population (as per 2001 census)
% share girls in total enrolment (primary)	40	47.6	48
% share girls in total enrolment (upper primary)	33	44	
% share SC in total enrolment (primary)	16.8	18.2	15.7
% share SC in total enrolment (upper primary)	11.5	13.5	
% share ST in total enrolment (primary)	1.1	2.4	0.9
% share ST in total enrolment (upper primary)	0.8	1.5	
% share Muslim in total enrolment (primary)	NA	13.0	16.5
% share Muslim in total enrolment (upper primary)	NA	10.4	

Source: DISE State Report Cards, 2004-05 and 2008-09, NUEPA

**Table 3: Teachers in Primary Schools in Bihar**

	2003-04	2008-09
Single teacher Schools (%)	15.7	6.2
Teacher Pupil Ratio	71	52
Schools with PTR >100 (%)	23.1	11.9
Proportion of female teachers (%)	17.1	36.3
No female teacher schools (%)	55.0	19.9

Source: DISE State Report Cards, 2004-05 and 2008-09, NUEPA

**Table 4: Social and Educational Profile of interviewed Teachers**

		Male		Female		Total	
		Number	%	Number	%	Number	%
<b>Academic qualification</b>	Middle School	0	0.0	0	0.0	0	0.0
	Upper Middle	0	0.0	4	9.1	4	4.3
	HSC	9	18.0	18	40.9	27	28.7
	Graduate/ Post-graduate	40	80.0	21	47.7	61	64.9
	Ph.D.	1	2.0	1	2.3	2	2.1
<b>Professional qualification</b>	Primary Teacher Training Certificate	41	82.0	27	61.4	68	72.3
	B. Ed./ Equivalent training	4	8.0	3	6.8	7	7.4
	M. Ed. or above	1	2.0	0	0.0	1	1.1
	Untrained	4	8.0	14	31.8	18	19.1
<b>Teaching experience</b>	0-5 years	9	18.4	22	50.0	31	33.3
	6-10 years	12	24.5	9	20.5	21	22.6
	11-15 years	3	6.1	3	6.8	6	6.5
	16-20 years	16	32.7	5	11.4	21	22.6
	21 years and above	9	18.4	5	11.4	14	15.1
<b>Social group</b>	SC	0	0.0	0	0.0	0	0.0
	ST	7	14.0	6	13.6	13	13.8
	OBC	21	42.0	19	43.2	40	42.6
	Muslim	12	24.0	9	20.5	21	22.3
	Others	10	20.0	10	22.7	20	21.3

**Table 5: Profile of interviewed Head Teachers**

		Male		Female		Total	
		Number	%	Number	%	Number	%
<b>Academic qualification</b>	Middle School	0	0.0	0	0.0	0	0.0
	Upper Middle	3	11.5	1	14.3	4	12.1
	HSC	3	11.5	4	57.1	7	21.2
	Graduate/ Post-graduate	20	76.9	2	28.6	22	66.7
	Ph.D.	0	0.0	0	0.0	0	0.0
<b>Professional qualification</b>	Primary Teacher Training Certificate	20	76.9	5	71.4	25	75.8
	B. Ed./ Equivalent training	4	15.4	0	0.0	4	12.1
	M. Ed. or above	0	0.0	0	0.0	0	0.0
	Untrained	2	7.7	2	28.6	4	12.1
<b>Social group</b>	SC	7	26.9	2	28.6	9	27.3
	ST	1	3.8	0	0.0	1	3.0
	OBC	13	50.0	3	42.9	16	48.5
	Others	5	19.2	2	28.6	7	21.2

**Table 6: Teachers' Motivation and Image: Teachers' Own Perception**

	Very High	High	Low	Very Low
Level of teachers' motivation in Bihar	4	49	44	3
	<b>Highly respected</b>	<b>Good teacher</b>	<b>Average teacher</b>	<b>None of these</b>
Perception about the respondent's image in the community	17	59	23	1

Note: This table shows the percent distribution of teachers' responses.

**Table 7: Teacher Motivation: Trainee Teachers' Perception**

	Very High	High	Low	Very Low
Level of teachers' motivation in Bihar	40	30	27	3
Perception about the respondent's Motivation level as a potential teacher	70	22	8	0

Note: This table shows the percent distribution of trainee teachers' responses.

**Table 8: Teachers' Interest in and Satisfaction with Teaching Profession**

	<b>Self Interest</b>	<b>Need for employment</b>	<b>Others reasons</b>
Primary Reason for becoming a teacher	77	17	6
	<b>Fully satisfied</b>	<b>Satisfied</b>	<b>Not so satisfied</b>
Level of Satisfaction with the job	31	56	12
	<b>Teaching</b>	<b>Others</b>	
First choice of profession	43	57	

Note: This table shows the percent distribution of teachers' responses.

**Table 9: Teaching as the First Choice of Profession as against Academic Qualifications of teachers**

	<b>Academic qualification of Teachers (% distribution according to the choice)</b>		
	<b>Upper Middle</b>	<b>HSC</b>	<b>Graduate or Post-graduate or higher</b>
Teaching profession as 1 <sup>st</sup> choice	5.55	37.04	57.41
Other profession(s) as 1 <sup>st</sup> choice	5.00	22.50	72.50

Note: This table shows the percent distribution of teachers' responses

**Table 10: Teachers' level of Satisfaction with their Job as against Academic Qualifications**

	<b>Academic qualification of Teachers (Qualification wise percentage distribution)</b>		
	<b>Upper Middle</b>	<b>HSC</b>	<b>Graduate or Post-graduate or higher</b>
Fully satisfied	20.0	37.9	26.7
Somewhat satisfied	60.0	44.8	60.0
Not so satisfied	20.0	17.2	13.3

Note: This table shows the percent distribution of teachers' responses

**Table 11: Training Received and its Applicability: Teachers' perception**

	<b>Full</b>	<b>Partial</b>	<b>None</b>
Satisfaction with the Training Received at Pre-service training Institution	60	32	7
Satisfaction with the encouragement received to be a teacher at these training institution	71	27	2
Success in applying the learning at these institutions	84	11	5
Satisfaction with the Training/ Support received at BRC/ CRC	58	35	6

\*Percent distribution of teachers' responses

**Table 12: Basic infrastructure in primary schools in Bihar**

	2003-04	2008-09
Primary schools with common toilet (%)	12.8	48.1
Primary schools with girls' toilet (%)	3.5	17.6
Primary schools with drinking water facilities (%)	78.8	80.6
Student Classroom Ratio (SCR) for primary classes	85	98
Schools with SCR >60 (%)	62.0	46.2
Single Classroom Schools (%)	15.5	6.7
Schools with ramp	NA	22.7
Schools with kitchen shed	NA	11.8

Source: DISE State Report Cards, 2004-05 and 2008-09, NUEPA

**Table 13: Teachers' Source of Motivation at School Level**

	Students	Fellow teachers	Head teacher	Community
Main Source of deriving motivation at school level	50	26	15	9
	Children's Regular attendance	Children's Learning	Better teaching facilities	Others
What raises the motivation most at school level	31	27	42	1

Note: This table shows the percent distribution of teachers' responses.

**Table 14: Relationships at the School Level**

	Good	Satisfactory	Not so satisfactory	Disappointing
HM's perception of his/ her relationship with other teachers	61	30	6	3
Teachers' perception of their relationship with fellow teachers	46	39	13	2
Teachers' perception of their relationship with community	17	45	29	9

**Table 15: Head teachers' Priorities and Challenges**

	Teaching	Administrative work	Accounting
Most difficult task after becoming the HM	33	48	18
	<b>Academic and non-academic achievements of students</b>	<b>Construction of building</b>	<b>Greater communication among teachers, students and HM</b>
First priority since becoming the HM	27	18	12

Note: This table shows the percent distribution of head teachers' responses.

**Table 16: Teachers' Deputation to jobs other than teaching**

	BLO Attachment	Paper work in school	Election, census, children registration	Book development workshop, sports, etc.
Non-teaching job assigned to teachers**	83	2	11	9
	BLO Attachment	Office Work	Census/elections	Any non-teaching work
Which job is most un-related and undesirable	64	5	14	18

Note: This table shows the percent distribution of 85 percent of the total number of teachers' responses. 15 percent reported that they have not been assigned any non-teaching duty.

\*\*It does not add to 100 percent as some teachers reported more than one non-teaching task

**Table 17: Teachers' level of Satisfaction with Compensation and Payment Processes**

	Complete	Somewhat	None
Level of satisfaction with the present salary level	26	25	49
Level of Satisfaction with the current salary disbursement process	32	20	47
Level of Satisfaction with the current disbursement process for non-salary allowances	28	34	38

Note: This table shows the percent distribution of teachers' responses.

**Table 18: Teachers' level of Satisfaction with Compensation and payment Processes by Nature of Employment**

	Level of satisfaction with the present salary level		Level of Satisfaction with the current salary disbursement process		Level of Satisfaction with the current disbursement process for non-salary allowances	
	Regular	Contract	Regular	Contract	Regular	Contract
Complete	34.8	0.0	40.0	0.0	34.8	5.3
Somewhat	30.4	8.7	24.0	5.6	33.3	36.8
None	34.8	91.3	36.0	94.4	31.8	57.9

**Table 19: Teachers' level of Satisfaction with Compensation and payment Processes by Professional Qualification**

	Level of satisfaction with the present salary level		Level of Satisfaction with the current salary disbursement process		Level of Satisfaction with the current disbursement process for non-salary allowances	
	Trained	Untrained	Trained	Untrained	Trained	Untrained
Complete	32.9	4.5	41.1	0.0	32.4	7.1
Somewhat	25.7	22.7	21.9	15.0	28.2	64.3
None	41.4	72.7	37.0	85.0	39.4	28.6

**Table 20: Teachers' level of Satisfaction with Compensation and payment Processes by Gender**

	Level of satisfaction with the present salary level		Level of Satisfaction with the current salary disbursement process		Level of Satisfaction with the current disbursement process for non-salary allowances	
	Male	Female	Male	Female	Male	Female
Complete	34.7	16.3	38.8	25.0	34.8	20.5
Somewhat	28.6	20.9	28.6	11.4	30.4	38.5
None	36.7	62.8	32.7	63.6	34.8	41.0

**Table 21: Situations that make a Teacher feel Respected**

	Better school environment	Overall student development	Students' active interest in learning	Remuneration
Teacher trainees' views	15	46	26	13
	Respect from community, students, colleagues	Students' Learning and Development	Student attendance	Others
Working teachers' views	19	61	18	1
CRCCs' views	78	22	0	0
Teacher trainers' views	29	57	0	0

Note: This table shows percentage distribution of respective responses.

**Table 22: Teachers' Views on Corporal Punishment**

	It is Wrong in all circumstances	Wrong because the RTE has banned it	Mild punishment is needed	It is correct way of disciplining
Teacher's views	44	3	46	7

Note: This table shows the percentage distribution of teachers' responses.

**Table 23: Teachers' Views on Girls' Education**

	Agree	Partially agree	Completely disagree
Teachers' opinion on largely held society's view that girls should not receive high education	34	40	24

Note: This table shows the percentage distribution of teachers' responses.

**Table 24: Teachers' view regarding Right to Education 2009**

Question posed to teachers	Highly significant change	Some significant change	Insignificant change	No change
How much change do you expect in school education due to the implementation of the RTE 2009?	27.17	34.78	33.70	4.35
	<b>To a great extent</b>	<b>To some extent</b>	<b>To some extent</b>	<b>Not much change</b>
How much will implementation of RTE 2009 help empower teachers to provide quality education?	44.57	32.61	15.22	7.61

Note: This table shows the percentage distribution of teachers' responses.

**Table 25: Teacher trainees' Views on Training Methodology**

Teacher trainees' responses	Yes	No
Would you like to see a change in the training methodology?	78	22
Have you seen the National Curriculum Framework of 2005?	46	54
Have you seen the Bihar State's Curriculum structure of 2008?	73	27

**Table 26: Teacher Trainees' Views on Training**

	Greater Focus on the process of teaching-learning	Include spiritual/ moral/ social learning	Update training courses/ curriculum	Incorporate continuous feedback
What change(s) would you like to see in the training content/ methodology?*	20	36	36	4
	<b>Highly satisfactory</b>	<b>Satisfactory</b>	<b>Moderately satisfactory</b>	<b>Unsatisfactory</b>
Training environment	51	33	16	0
Overall Training college experience	29	48	19	3
Faculties Competence	51	33	16	0

Note: This table shows the percent distribution of teacher trainees' responses.

\*\* It does not add to 100, as 4 percent respondents said that the cost of the training should be borne by the government – an answer that was not relevant for training content/ methodology.



## 5.2 Annex II: Research Method, Approach and Sample

This study gathered information from all levels of the teacher education value-chain as the views of each level in the value-chain are critical for understanding the motivation level of teachers as well as the implementation of incentives and accountability measures and the practical and logistical difficulties in implementing incentive schemes.

The study primarily relied on the following three research methods:

a. *Analytical desk review of existing national and international studies/ works on teacher qualifications and motivation:*

The desk review was conducted primarily to: (i) understand the importance of teachers' motivation vis-à-vis students' and school performance, (ii) understand what the measures of teachers' motivation are, (iii) understand what all contributes to teachers' motivation and accountability, and (iv) to review the possible measures for enhancing teachers' motivation and accountability suggested in various contexts. While the aspect of importance of teachers' motivation in school and students' performance have been presented in a separate section, the remaining three have been used to form the conceptual base for the analysis of data collected in this study and to argue for the possible solutions.

b. *Participatory Rural Appraisal (PRA) techniques such as Focus Group Discussions (FGD) and Consultation meetings:*

This was used to get the perspective of a collective as different from those of an individual. The feedback helped in better understanding the results emerging from consultations with individuals.

c. *Survey methods such as interviews (structured and semi structured interviews) for data:*

This was used to collect individuals' views and perspectives.

The following table, Table 27, outlines the various levels in the teacher education value-chain and how information was accessed from these levels.



Table 27: Mapping of teacher education value-chain through survey tools

Level of teacher education value-chain	Information source
Teachers	Survey, FGD, consultation meetings
Aspiring teachers (students of teacher training courses)	Survey, FGD, consultation meetings
Teacher education institutes/ teacher educators	Survey, FGD, consultation meetings
School administrators and heads	Survey, FGD, consultation meetings
Teacher union representatives	Survey, FGD, consultation meetings
Education department officials	FGD/ consultation meetings
Parents and community members	FGD/ consultation meetings
Other organizational representatives and key individuals	Consultation meetings
Government records and guidelines/ existing studies	Secondary research

Motivation of teachers and measures that impact the motivation were assessed by analysing the following indicators:

- Teachers' interest in their job
- Teachers' awareness and sensitivity towards equality related issues/ child rights
- Rewards/ awards and the process of selecting awardees
- Teachers' compensation, employment conditions
- School environment
- Other non-teaching jobs responsibilities
- Career progression opportunities

Accountability of teachers was estimated by analysing the following:

- Systemic incentives/ disincentives and their implementation.
- Accountability, or the lack of it, at various levels of education administration including at the school level, and how this affects teacher performance in the classroom.

A stakeholder workshop was conducted to discuss and garner inputs from various stakeholders regarding any relationship between these.



### 5.2.1 District background and the sample details

The field was limited to Nalanda district and the state headquarters, Patna. The choice of Nalanda was pre-determined. Nalanda is an important tourist destination because of the presence of the ruins of one of the World's first universities from the ancient period and for being an important Buddhist centre of learning. The district has an overall literacy of 53 percent, while the female literacy stands at 38.6 percent. According to the DISE data, the district appears to be slightly better than the state average for all major educational indicators such as enrolment ratios, PTR and transition rates. In Nalanda, the transition from primary to upper primary is 79.9 percent, as against the state average of 70.7 percent. The Gender Parity Index at the primary level is 0.91, which is almost the same as state average. The district has very high PTR at 1:52 at primary and 99 at upper primary level. Ninety two percent of the total primary teachers are regular teachers, while 95 percent of teachers in primary and upper primary schools are regular teachers.

We conducted our survey and consultations in 30 schools in Nalanda district, spread over five blocks (Rajgir, Silao, Asthawan, Noorsarai and Biharsharif). The stakeholders included in the study were as below:

- i. Teachers of primary and middle schools
- ii. Head teachers (i.e. head masters/ head mistresses)
- iii. Block Extension Education Officers (BEEO)
- iv. Block Resource Persons at BRC (BRC RP)
- v. Cluster Resource Centre Coordinators (CRCCs)
- vi. Principals of District Institute of Educational Training (DIETs)
- vii. Faculty at DIETs and other teacher training institutes i.e. teacher educators
- viii. Teacher trainees (i.e. students) at DIETs
- ix. Education administrators/ officers, including officers from the Education Department and SSA
- x. Community members
- xi. Teacher union leaders
- xii. Non-governmental organisations (NGOs)
- xiii. Institutions such as State Council for Educational Research and Training (SCERT)

The selected schools consisted of both primary and middle schools, and rural and urban schools. Table 28 lists the blocks, CRCs and schools where surveys/ interviews have been conducted. The number of stakeholders interviewed by way of questionnaires and semi-structured group discussion has been listed in Tables 29 and 30; a mix of both male and female stakeholders has been selected for the interviews at all schools wherever both were present.

All the respondents were asked similar questions about the factors that determine the overall motivation levels of teachers, their job satisfaction and measures that could be taken to improve motivation levels.

Considering the small size of the sample, only the teachers' and teacher trainees' responses have been tabulated with an occasional exception of Head teachers and CRC coordinators in some cases. The quantitative analysis in terms of using statistical techniques or regression analyses has not been carried out due to small number. The study, therefore, relies heavily on qualitative analysis while using the numbers largely to reflect the proportions and distributions except in certain cases where crosstabs have been used to see if any relationship exists.

**Table 28: List of selected and surveyed Blocks, CRCs and Schools in Nalanda**

S. No.	Block (Type of school)	Name of CRC	Name of school
1	Rajgir (Minority Based)	i. Barnausa (Rural)	a. M.S. <sup>12</sup> Andwas b. P.S. <sup>13</sup> Amirganj c. Urdu P.S. Molanadih
		ii. Vivekanand Rajgir (Urban)	a. U.M.S. <sup>14</sup> Siman b. Urdu P.S. Belauwa c. Vivekanand M.S. Rajgir
2	Silao (Minority Based)	i. Nav Nalanda Vidhyapith (Rural)	a. P.S. Kapatia b. P.S. Sarilchak c. Urdu U.M.S. Panhessa
		ii. Silao Bazar (Urban)	a. M.S. Silao b. P.S. Karah Bazar c. P.S. Silao Bazar
3	Asthawan (S.C. Based)	i. Asthawan (Rural)	a. P.S. Malti b. P.S. Pesarua c. RA. M.S. Asthawan
		ii. Benar (Rural)	a. M.S. Benar b. P.S. Jhamtapur c. P.S. Kaila
4	Noorsarai (S.C. Based)	i. Chandasi (Rural)	a. M.S. Chandasi b. P.S. Bheria c. Urdu P.S. Noorsarai
		ii. Noorsarai Sangat (Rural)	a. M.S. Noorsarai Sangat b. P.S. Dayanagar c. P.S. Jolahpura
5	Biharsharif (Urban Area)	i. Maghra (Rural)	a. M.S. Maghra b. P.S. Jamalichak c. U.M.S. Lalbag
		ii. Shekhana National M.S.	a. P.S. Tikuliapar

<sup>12</sup>M.S. = Middle School

<sup>13</sup>P.S. = Primary School

<sup>14</sup>U.M.S. = Upper Middle School

	(Urban)	b. Urdu Kanya P.S. Khasganj c. Urdu M.S. Imadpur
--	---------	---

**Table 29: Number of Stakeholders interviewed**

S. No	Name of the Block	No. of Schools visited	Teachers	Head Teachers (HMs)	No. of Interviews with			No. of FGDs with		
					CRC Coordinators	BEEOs	BRP RPs	Education Officers	Community	Teachers at CRC
1	Rajgir	06	18	07	02	01	03	01	06	01
2	Silao	06	18	07	02	01	03	02	06	02
3	Asthawan	06	18	06	02	01	02	01	06	01
4	Noorsari	06	18	06	02	01	03	01	06	01
5	Biharsharif	06	22	07	02	01	03	01	06	01
<b>TOTAL</b>		<b>30</b>	<b>94</b>	<b>33*</b>	<b>10</b>	<b>05</b>	<b>14</b>	<b>06</b>	<b>30</b>	<b>06</b>

\*Three extra head teachers were interviewed and have been included in the sample

**Table 30: Number of Stakeholders interviewed at DIETs**

S. No.	Name of the District	No. of DIETs	Name of the DIET	No. of interviews with		
				Principals	Faculty Members	Trainee Students
1	Nalanda	01	Noorsarai DIET	01	03	25
2	Patna	01	Mahendru DIET	01	07	36
<b>TOTAL</b>		<b>02</b>		<b>02</b>	<b>10</b>	<b>61</b>



## Bibliography

Abdul Latif Jameel Poverty Action Lab, MIT. (2009).

Adhikari, A. (n.d.). Vidyalaya Shiksha Samitis: Accountability Reforms in Primary Education and Improving Public Service Delivery in Bihar.

Alcazar, L., Rogers, F. H., Chaudhury, N., Hammer, J., Kremer, M., & Muralidharan, K. (2006, February). *Why are Teachers Absent? Probing Service Delivery in Peruvian Primary Schools*. Retrieved October 2011, from <http://www.worldbank.org/>:  
[http://siteresources.worldbank.org/INTPUBSERV/Resources/Rogers.peru\\_teacher\\_absence\\_2006.pdf](http://siteresources.worldbank.org/INTPUBSERV/Resources/Rogers.peru_teacher_absence_2006.pdf)

Bennell, P., & Akyeampong, K. (2007). *Teacher Motivation in Sub-Saharan Africa and South Asia*. Brighton, UK: Department for International Development (DFID) Publications: Educational Papers.

Bishay, A. (1996). Teacher Motivation and Job Satisfaction: A Study Employing the Experience Sampling Method. *Journal of Undergraduate Sciences* (3), 147-154.

Canrinus, E. T., & Fokkens-Bruinsma, M. *Motivation to become a Teacher*. University of Groningen, the Netherlands.

CfBT Education Trust and VSO. (2008). *Managing Teachers: The centrality of teacher management to quality education. Lessons from developing countries*.

Chapman, D., & Adams, D. (2002). *Education in Developing Asia - The Quality of Education: Dimensions and Strategies* (Vol. 5). Manila & Hong Kong: Asian Development Bank & Comparative Education Research Centre, The University of Hong Kong.

Das Gupta, C. (2010). Unravelling Bihar's 'Growth Miracle'. *Economic & Political Weekly*, XLV (No. 52), 50-62.

Deci, E. L., Koestner, R., & Ryan, R. M. (1999). A meta-analytic review of experiments examining the effects of extrinsic rewards on intrinsic motivation. *Psychological Bulletin*, 125 (6), 627-668.

Duflo, E., Hanna, R., & Ryan, S. P. (2008, November 11). *Incentives Work: Getting Teachers to Come to School*. Retrieved October 2011, from The Abdul Latif Jameel Poverty Action Lab, Massachusetts Institute of Technology:  
<http://www.povertyactionlab.org/sites/default/files/publications/Incentives%20Work,%20Getting%20teachers%20to%20come%20to%20school.pdf>



UNESCO (2005). *EFA Global Monitoring Report: Education for All - The Quality Imperative*. UNESCO.

Eurydice. (2007). *School Autonomy in Europe: Policies and Measures*. Brussels: Eurydice European Unit and European Commission (Directorate-General for Education and Culture).

Fahmi, M., Maulana, A., & Yusuf, A. A. (2011). *Teacher Certification in Indonesia: A Confusion of Means and Ends*. Center for Economics and Development Studies, Padjadjaran University, Indonesia, Department of Economics, Bandung.

Glewwe, P., & Maïga, E. (2011). *The Impacts of School Management Reforms in Madagascar: Do the Impacts Vary by Teacher Type?* University of Minnesota, U.S.A., Department of Applied Economics.

Harvey-Beavis, O. (2003). *Performance-Based Rewards for Teachers: A Literature Review*. University of Melbourne, Australia, Athens.

Hooker, M. (n.d.). *Models and Best Practices in Teacher Professional Development*. Retrieved October 2011, from GeSCI:

[http://www.gesci.org/old/files/docman/Teacher\\_Professional\\_Development\\_Models.pdf](http://www.gesci.org/old/files/docman/Teacher_Professional_Development_Models.pdf)

HRD Dept. Government of Bihar. (2009, July 03). *Amendment to Bihar Panchayat Elementary Teachers (Employment and Service Conditions) Rules, 2008*. Retrieved October 2011, from Human Resource Development Department, Government of Bihar:

<http://www.educationbihar.in/Download/Notification/1.pdf>

Indian National Commission for co-operation with UNESCO, MHRD, Government of India. (2001). *Women Teachers in Rural India*. New Delhi: UNESCO & Indian National Commission for co-operation with UNESCO, MHRD.

Javaid, N. (2009, October). *Teacher Motivation - An Area of Neglect*. Retrieved October 18, 2011, from <http://www.mun.ca/>: [www.mun.ca/edge2009/displaypapers.php?id=72](http://www.mun.ca/edge2009/displaypapers.php?id=72)

Jha, J. (2011). *Policy note on Elementary Education*. UNICEF, Bihar.

Khan, T. *Teacher Job Satisfaction and Incentive: A Case Study of Pakistan*.

Lai, E. R. (2011). *Motivation: A Literature Review*. Pearson.

*Maslow's hierarchy of needs*. (n.d.). Retrieved October 2011, from Psychology Wiki:

[http://psychology.wikia.com/wiki/Maslow%27s\\_hierarchy\\_of\\_needs](http://psychology.wikia.com/wiki/Maslow%27s_hierarchy_of_needs)



Mazumdar Committee, Dept. of Education, Ministry of HRD, Government of India. (1999, January). Expert group report on Financial Requirements for Making Elementary Education a Fundamental Right. India.

Mehta, A. C. (2011). *Elementary Education in India: Analytical Report (2008-09)*. New Delhi: National University of Educational Planning and Administration (NUEPA) & Department of School Education and Literacy, MHRD, Government of India.

*Millenium Development Goals*. (n.d.). Retrieved October 2011, from The United Nations: <http://www.un.org/millenniumgoals/education.shtml>

Ministry of Human Resource Development, Government of India. (2011, August 05). National Award To Teachers, 2011. New Delhi, India.

*Motivating Teachers to Improve Instruction*. (n.d.). Retrieved October 2011, from [http://www.osba.org/Resources/Article/Employee\\_Management/Motivating\\_Teachers\\_to\\_Improve\\_Instruction.aspx](http://www.osba.org/Resources/Article/Employee_Management/Motivating_Teachers_to_Improve_Instruction.aspx)

*Motivation*. (n.d.). Retrieved October 2011, from Merriam Webster: <http://www.merriam-webster.com/>

Mustafa, M., & Othman, N. (2010). The Effect of Work Motivation on Teacher's Work Performance in Pekanbaru Senior High Schools, Riau Province, Indonesia. *Sosiohumanika*, 3 (2), 259-272.

Nagaraj, R., & Rahman, A. (2010). Booming Bihar: Fact or Fiction? *Economic and Political Weekly*, XLV (8), 10-11.

National Council for Teacher Education, Government of India. (2010, August 25). Minimum Qualifications for a person to be Eligible for Appointment as a Teacher in Class I to VIII in a school. (# 215) . New Delhi: The Gazette of India: Extraordinary.

NCERT. (2011). *National Achievement Survey Class V (Draft Report)*. New Delhi: National Council of Educational Research and Training.

NGO Education Partnership (NEP). (2008). *Teaching Matters: A Polic Report on the Motivation and Morale of Teachers in Cambodia*. Cambodia: VSO International.



NUEPA & MHRD, Government of India. (2011). *Elementary Education in India: Progress towards UEE (DISE 2009-10 Flash Statistics)*. NOIDA: National University of Education Planning and Administration & Ministry of Human Resource Development.

NUEPA & MHRD, Government of India. (Various years). *Elementary Education in India: Where do we stand? (State Report Cards)*. New Delhi: National University of Educational Planning & Administration.

OECD. (2010). *PISA 2009 Results: Learning Trends: Changes in Student Performance Since 2000 (Volume V)*. <http://dx.doi.org/10.1787/9789264091580-en>.

Ololube, N. P. *Teachers Job Satisfaction and Motivation for School Effectiveness: An Assessment*. University of Helsinki Finland.

PAISA (2009). *PAISA: Do Schools Get Their Money? Accountability Initiative*, National Institute of Public Finance and Policy (NIPFP), ASER Centre.

Pratham. (2010). *Annual Status of Education Report - Rural (Provisional)*. New Delhi: Pratham Resource Centre.

Pratichi (India) Trust, Kolkata and Asian Development Research Institute (ADRI), Patna. (2010). *Status of Elementary Education in Bihar*.

Puntumasan, P. *School-Based Training (SBT) for In-service Teacher Development: A Strategy for the Success of Learning Reform in Thailand*. Office of the Education Council, Thailand.

Ramachandran, V., Pal, M., Jain, D., Shekar, S., & Sharma, J. (2005, April). *Teacher Motivation in India*. Retrieved October 2011, from <http://www.dfid.gov.uk/>:  
[http://www.dfid.gov.uk/R4D/PDF/Outputs/policystrategy/3888teacher\\_motivation\\_india.pdf](http://www.dfid.gov.uk/R4D/PDF/Outputs/policystrategy/3888teacher_motivation_india.pdf)

Ranjan, N., & Rahman, N. *Role of Teacher in Enhancing Learning Achievement of Child & Emphasis on Teacher Skill Development, Knowledge Building and ICT*.

SSA & EdCIL. (2007). *Study on Students' Attendance in Primary and Upper Primary Schools*.

State Council of Educational Research and Training (SCERT). (2011). Excerpts from the D. Ed. Course Curriculum of 2 years. Patna, Bihar.



The Times of India. (2008, August 08). *Govt okays changes in teacher appointment rules*. Retrieved October 2011, from The Times of India: [http://articles.timesofindia.indiatimes.com/2008-08-08/patna/27913244\\_1\\_women-teachers-science-teachers-rules](http://articles.timesofindia.indiatimes.com/2008-08-08/patna/27913244_1_women-teachers-science-teachers-rules)

The Times of India. (2003, July 23). Half of new teachers in Bihar to be women. Patna, Bihar: The Times of India.

UNICEF (Patna). (2009). *CRC Meetings Issues*.

UNICEF. (2011). *Infrastructure Status of DIET/ PTEC/ Government Teachers Training Colleges*. Bihar.

UNICEF, Patna. (2010). *Corporal Punishment Study*.

United Nations children's Fund (UNICEF). (2009). *Child Friendly Schools: Learners, teachers and school managers (Chapter 6)*.

VSO Guyana, Valuing Teachers. (2003). *Making Teachers Count: Voices and views from the classroom*. Guyana: VSO Guyana.

Zembylas, M., & Papanastasiou, E. *Teacher Job Satisfaction in Cyprus: The results of a mixed-methods approach*. Intercollege, Cyprus.