

Living and Working Conditions of Primary School Teachers

A Sholapur Survey

Dr. Vasant P. Pethe

M. A. PH. D.

Poona

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TO VASANTI

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Prin. M. V. Donde, formerly President of All-India Primary Teachers' Association, Mayor of Bombay and M. L. C. writes :

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Dr. Pethe's *Living and Working Conditions of Primary School Teachers* is a masterly exposition of primary education in general and primary teachers in particular. The Chapters on “Economic Conditions” can be characterized as an invaluable contribution to the understanding of the living conditions of primary teachers. Dr. Pethe's study has been quite thorough. The facts and figures so purposefully collected and intelligently tabulated are revealing considerably. His presentation has been quite straight and simple. It does attract attention. Dr. Pethe has clearly grasped the fundamentals of the problem and has quite faithfully highlighted them in his investigation. The book needs to be widely read by students of the problem.

— M. V. Donde

FOREWORD

The role of teacher in building up of our Nation is by now well appreciated. With a vast illiterate population the role of primary teacher is in some measure more important. There has been in the last decade much improvement in the conditions of service, social status and recognition of merit of this profession, but it is good to analyse from time to time realities as can be evidenced only from factual data. In this respect the 'Socio-Economic Survey of Primary Teachers of Sholapur City' carried on by Dr. Pethe is certainly useful and is revealing.

As the author himself would be the first one to admit this data and the results flowing from it have obvious limitations in coming to any general conclusions. Firstly, the data relates to an urban area and secondly it pertains to period 1954-55 and one can say with some measure of confidence that the conditions of service, emoluments, etc. of the teachers have undergone change since then. In spite of all these limitations this Survey has brought to light much interesting information about the normal run of the educational standards of the teachers themselves, their aptitude in taking to teaching profession and their interest in the social life of the society in which they work.

I would say in brief that the publication of the Survey does serve a very useful purpose.

Sachivalaya, Bombay 32
July 16, 1962

Y. B. Chavan
Chief-Minister

PREFACE

The present study embodies the findings of an inquiry, made in 1954-55, of the primary teachers of Sholapur city. The findings, inspite of the area and period to which they refer, seem to have a good deal of general and contemporary relevance.

The living and working conditions, as revealed by the Survey, gave sufficient reasons for concern, even though the Government is trying to improve these conditions since Independence. If conditions are so appalling in a relatively developed city like Sholapur, one can well imagine what they might be in smaller towns and the rural areas. Moreover, even though the inquiry pertained to the year 1954-55, the conditions described are not much out of context for the present. For, there has not been any noteworthy change, especially in the real standards of living of teachers, since the time when this Survey was done. The rise in money incomes, due to revision of pay scales, has been more than offset by the rise in living costs. This perhaps reflects the inadequacy of governmental efforts, well-intentioned as they might be, in dealing with the economic problems of teachers.

In the preparation of this work, I received help from numerous quarters, which I am happy to acknowledge. First, I am very thankful to the Chairman, A. O. and other officials of the Municipal School Board, Sholapur, whose co-operation made the conduct of this investigation successful. I am greatly indebted to the Director of the Gokhale Institute of Politics and Economics for the help rendered for the tabulation of the data. Prof. D. R. Gadgil and Prof. V. M. Dandekar kindly went through the manuscript. I am very grateful to them for their valuable comments. Ofcourse, I am alone responsible for the views expressed in this report and I should also say that these views are quite independent of my position as a Member of the Research Staff of the Institute. Prof. B. A. Katikar assisted me in several respects, for which I am immensely thankful to him.

(ii)

I am deeply indebted to Hon'ble Chief-Minister Mr. Yashwantrao Chavan for writing foreword to this report. I am also grateful to Prin. M. V. Donde for giving his reaction to this survey.

The author acknowledges his indebtedness to the University of Poona for the grant-in-aid received by him from the University towards the cost of publication of his book.

Gokhale Institute of Politics
and Economics, Poona 4.
August 15, 1962

Vasant P. Pethe

CHAPTER I

INTRODUCTION

1.1 Since the attainment of independence in 1947, there has been a spurt of thinking and discussion on a number of social problems facing our country today. Attempts have been made to collect, on a scientific basis, fresh and up-to-date data on many aspects of social life, with a view to understanding our problems in their true perspective. The present report on an inquiry into the socio-economic conditions of primary teachers in Sholapur city is an attempt in a similar direction.

1.2. The main objectives which motivated the Survey were briefly as follows:

- (i) to assess the economic and social conditions of the teachers, with emphasis on the levels of living,
- (ii) to ascertain the educational and other attainments which mainly form the professional equipment of the teacher,
- (iii) to know the nature and volume of work and the conditions of service in the school, and
- (iv) to elicit the views of the teachers on some of the important problems prevailing at the present time in the field of primary education.

The survey was carried out by the author during November 1954 to January 1955.

1.3 At the time when the inquiry was launched, there were about 110 primary schools in the city and over 900 primary teachers working in them.¹ As the first step in the inquiry, a

1. Vide Appendix II which gives decennial figures regarding the number of primary schools, teachers, students, etc. since 1885.

meeting of the head-masters of all the schools was convened and the nature and the objectives of the intended investigation were explained to them. They were requested to convey these objectives to individual primary teachers. Printed questionnaires along with an appeal for cooperation were distributed to all of the primary teachers of the city through the head-masters. (The questionnaire is reproduced in translation in Appendix I). The teachers were instructed to return the filled-in questionnaires in closed envelopes provided to them, for the obvious reason that the facts stated by the teachers had to be treated as strictly confidential. A large number of questionnaires was collected through the head-masters; there were, however, some teachers who handed over their material personally to me. Of all the primary teachers of the city contacted in this way, 662 teachers (i.e. about 74 per cent) responded and gave me the requisite information.¹

1. A complete enumeration of teachers done through official channels indicated that there were 903 teachers in all the schools in 1954-55. The table given below would indicate that the sample returned in the survey was quite representative of the major groups of teachers.

TABLE 1.1 : *A classification of all primary teachers of Sholapur according to sex and type of school, and the corresponding classification of teachers returned in the sample.*

	Total no. of teachers		Teachers in the sample	
	Actual No.	Percentage	Actual No.	Percentage
Municipal Schools :				
Male teachers	437	48.4	325	49.1
Female teachers	249	27.6	203	30.7
Total	686	76.0	528	79.8
Private Schools :				
Male teachers	149	16.5	85	12.8
Female teachers	68	7.5	49	7.4
Total	217	24.0	134	20.2
Grand Total	903	100.0	662	100.0

1.4 The data collected in the course of the inquiry have been presented in the following few chapters. The succeeding Chapter II sets out background information regarding the general characteristics of the teachers, like age, sex, civil condition, size of family, total family income, etc. In Chapter III, the teacher is treated as a member of his profession and the relevant data regarding his educational attainments, training, experience, the nature and amount of work in the school, his relations with the superiors and other conditions of service have been presented and discussed. The next Chapter IV delineates the economic conditions of the primary teachers. The analysis of this Chapter is based mainly on figures pertaining to income, expenditure, saving and indebtedness of the teachers. Chapter V goes a little deeper and attempts to appraise the quality of the economic life of the informants. The sixth Chapter focuses attention on the much debated issues in primary education and describes the views held on these by the teachers under review. The concluding chapter brings together the main facts gathered in the survey in an attempt (i) to evaluate the impact of the economic and social conditions on the efficiency and attitudes of the teachers, and (ii) to throw light on the causes of the low standard of primary education.

1.5 The data of the survey have been analysed generally with reference to the whole body of 662 teachers. In certain contexts, however, notable differences in conditions and attitudes were observed as between the various classes of teachers, e. g. as between the head-masters and the assistant teachers, between male and female teachers, between teachers of the Municipal schools and of private schools, etc. In such cases, data have been examined in a comparative way. The information regarding different classes of teachers, particularly of Municipal and private school teachers, revealed differences in emoluments and other conditions of service which merit serious consideration from those who think and work for improvement in the organisation of primary education.

CHAPTER II

PRIMARY TEACHERS : GENERAL INFORMATION

2.1 This brief chapter is intended to give some preliminary information regarding the general characteristics (like teacher-status, age, sex, income, etc.) of the teachers who responded to the inquiry. The information is given at the start so as to give a perspective and set the necessary background for analysis of the succeeding chapters.

Teacher-Status and Type of School

2.2 Out of the total number of 662 teachers, 528 teachers were employed in the Municipal schools and 134 in private schools. Among the informants, 73 teachers were of the rank of head-masters. Male and female teachers giving information numbered 410 and 252 respectively. The requisite details regarding the teacher-status and the kind of school to which the male and female teachers belonged may be seen from figures in Table 2.1.

TABLE 2.1 : *Distribution of the male and female teachers according to teacher-status and the kind of school to which they belonged.*

Type of School	Teacher-Status	Males	Females	Total
Municipal	Head-master	38	18	56
	Assistant-teacher	287	185	472
	Total	325	203	528
Private	Head-master	12	5	17
	Assistant-teacher	73	44	117
	Total	85	49	134
Total	All teachers	410	252	662

Age, Sex and Marital Status

2.3 Table 2.2 presents a distribution of the teachers according to age, sex and civil condition. The figures indicated note-worthy differences between the male and female teachers in respect of age composition and civil status. Among the female informants, the proportion of teachers was relatively higher in the younger age groups (nearly 70 per cent in the age group 16-35) than that among the male teachers (about 53 per cent in the same age group). The proportion of the unmarried was also found to be higher among the lady teachers (22 per cent) than among the male teachers (17 per cent). Both of the above features may be perhaps indicative of the tendency on the part of female employees to take up a job as a stop-gap until marriage.

TABLE 2.2: *A classification of teachers according age-group, sex and marital status.*

Age-Group	Males				Females			
	Un-married	Married	Widowed, divorced, etc.	Total	Un-married	Married	Widowed, divorced, etc.	Total
16-20	18	2	—	20	18	7	—	25
21-25	33	34	—	67	21	25	1	47
26-30	7	54	—	61	6	48	2	56
31-35	1	67	1	69	2	39	4	45
36-40	2	71	—	73	1	18	3	22
41-45	2	55	2	59	4	16	3	23
46-50	—	23	—	23	1	14	2	17
51-55	—	15	—	15	—	8	2	10
56 & above	1	7	—	8	—	1	—	1
Not given	4	11	—	15	2	4	—	6
Total	68	339	3	410	55	180	17	252

Size of Family

2.4 Table 2.3 gives a distribution of teachers according to the number of members in the family. The average size of the family of the primary teacher in Sholapur city was found to be of 6.51 persons per family. The family size ranged from the extremes of a uni-member family to a family consisting of as many as 30 members. It may be said that the teachers had, by and large, fairly big families. Nearly three-fourth of the teachers were found to have families of medium and large size.

TABLE 2.3 : *A distribution of primary teachers according to the number of members in the family.*

Family : Size-classes	No. of members	No. of Teachers	Percentage
Small	1	7	1.05
	2	32	4.83
	3	50	7.55
Medium	4	89	13.44
	5	93	14.05
	6	106	16.01
Large	7	80	12.08
	8	73	11.03
	9	40	6.04
Very large	10 and above	92	13.90
Total		662	100.00

2.5 In Table 2.4, information regarding the number of children born to the teachers and living at the time of inquiry is given. Being unmarried, the question was irrelevant in the case of 123 teachers. Of those who were married or widowed, about 15 per cent did not have a living child, 33 per cent had 1-2 children, 30 per cent had 3-4 children and the remaining had 5 or more than 5 children. The average number of living children was 2.89 per teacher.

TABLE 2.4 : *Distribution of teachers according to the number of own living children.*

No. of own living children	No. of Teachers	Percentage
0	77	14.29
1	78	14.47
2	95	17.62
3	86	15.96
4	69	12.80
5	46	8.52
6	31	5.75
7	20	3.71
8	9	1.67
9	—	—
10 and above	6	1.13
Not given	22	4.08
Total	539	100.00

Note - The question was inapplicable in the case of 123 unmarried teacher s

Total Family Income

2.6 Table 2.5 contains data regarding the total monthly income of the teachers. The income figures in the Table give a total of earnings of all the members of the family of the teacher as well as unearned income from assets, property, etc, held by the family. The average income of a teacher from all sources was found to be Rs. 116=57 per family and Rs. 17=91 per capita per mensem. As the details regarding income, expenditure, savings and indebtedness have been studied at length in Chapters IV and V, no more comments on economic conditions of the teachers need be made at this point.

TABLE 2.5 : *Distribution of teachers according total family income per month.*

Total family income (Rs.)	No. of Teachers	Per cent
Less than 50	15	2.27
51-75	87	13.14
76-100	256	38.67
101-150	181	27.34
151-200	62	9.37
201-250	30	4.53
251-300	14	2.11
Over 300	16	2.42
Not given	1	0.15
Total	662	100.00

CHAPTER III

PROFESSIONAL ASPECTS : Qualifications, Experience and Conditions of Service

3.1 In this chapter, the teacher is looked upon as a member of his profession and the relevant data have been examined accordingly. First, we may note the educational and other equipment of the teacher on which would largely depend his efficiency in giving instruction in the class. Later, the environment in which the teacher works and the general conditions of service are described.

Educational Qualifications

3.2 In Tables 3.1 (A-C), details regarding the educational attainments of the teachers are given. It will be seen

TABLE 3.1 : *Distribution of teachers according to education :*
TABLE 3.1 (A) : *School and college education.*

Educational Standard	No. of teachers	Percentage
I Primary school :		
1. Vernacular Final	467	70.54
II High school :		
2. Standards : 5-8	33	4.98
3. Standards : 9-11	146	22.05
III College :		
4. Graduates and Under-graduates	16	2.42
Total	662	100.00

that so far as formal education is concerned, a large majority of teachers (about 71 per cent) had not gone beyond the stage of primary education. A little more than a quarter received some secondary school education. The proportion of teachers receiving college education was almost negligible. A teacher is expected to have undergone some training in the methods of education. About one fourth of the teachers did not answer the question in this respect—the majority being from the private schools, perhaps giving an indication that many of them were not trained. Of the teachers who gave the information, about 55 per cent had completed the second year and 40 per cent the first year in training. An inquiry was made as to whether the teacher has passed any standard examinations conducted by semi-Government bodies or organisations like the Hindi or Marathi Sahitya Sabhas, or cultural institutions like Sangeet Vidyalayas, etc. Among the teachers answering this question, about 40 per cent reported that they did not take any of such examinations. Table 3.1 (c) gives the number of teachers who obtained certificates in different examinations. Relatively speaking, a large number of teachers seemed to be interested in Hindi examinations and drawing.

TABLE 3.1 (B) : *Education in Training.*

Training	Municipal teachers	Teachers of aided schools	Total no. of teachers
No training	2	—	2
Training : First year	191	13	204
Second year	244	30	274
Deem-trained	8	1	9
Kindergarten, S.T.C. etc.	4	4	8
Not given	79	86	165
Total	528	134	662

TABLE 3.1. (C) : *Other Education.*

Type	Examination passed	No. of teachers	Percent to total no. of teachers
Literature	Marathi : Pradnya	23	3.47
	Hindi : Prathama, Dwitiya and Tritiya	144	21.75
	: Fourth Examination	45	6.80
	: Visharad	3	0.45
	: Shikshak Sanad	15	2.27
Arts	Drawing	105	15.86
	Basic Education	33	4.98
	Physical Education	19	2.87
	Music	35	5.29

- Notes : 1. 208 teachers did not take any of the examinations listed above.
2. 129 teachers did not answer the question.

Previous Occupation

3.3 Table 3.2 gives a classification of teachers according to the activities which they were engaged in, previous to their present employment. Over half of the teachers (54 per cent) were receiving education. About 63 lady teachers were doing household work. Only about one third of the total number of teachers were found to have been gainfully employed. It is interesting to see the kind of professions from which these teachers were drawn. A large number of teachers (about 65 per cent) came from, what may be called, the lower types of professions and administrative jobs like those of priests, compounders, police, assistants in offices, etc. Those who were previously clerks or shop-assistants were 23 in number. About 18 per cent belonged to occupations which involved manual work, mostly at the unskilled or semi-skilled level. It may be said that the occupational change-over (from manual to teaching work) was of a vertical character, particularly in the case of these teachers.

TABLE 3.2 : *Distribution of teachers according to occupations in which they were engaged, previous to taking to the present profession*

Type	S. No.	Previous Occupation	No. of teachers
I Gainfully employed	1.	Engaged in occupations involving manual work.	38
	2.	Business	4
	3.	Lower professions and administrative posts	144
	4.	Clerks and Shop assistants	23
	5.	Agriculture	7
	Sub-total		216
II Unemployed, educators, etc.	6.	Unemployed	11
	7.	Receiving Education	358
	8.	Household-work	63
	Sub-total		432
	Not given		14
	Grand-total		662

Reasons for Joining the Teacher's Profession

3.4 Some ethical value is attached to the teaching profession; it is regarded as something more than a profit-making calling. Even though a teacher may fight for higher remuneration and betterment in conditions of service, still some degree of missionary zeal is expected of him. From this point of view, it is important to know whether the teachers were pulled or pushed to this profession. Table 3.3 indicates the reasons which led the informants to take up a teaching position. A little over half of the teachers said that they joined the profession out of liking and aptitude for it. In the case of nearly 40 per cent of teachers, the force of circumstances seemed to have driven them to accept a teacher's job. This might include such conditions as economic distress, absence of an earning hand in the family, lack of opportunities for further education, failure in getting a better job of one's choice, etc..

TABLE 3.3 : Male and female teachers classified according to reasons for joining the teaching profession.

Reasons for joining the teaching profession	Male teachers	Female teachers	Total
Have liking for the profession	255	105	360
Force of circumstances	112	129	241
Combination of both above	29	11	40
Not given	14	7	21
Total	410	252	662

3.5 From the distribution of the male and female teachers, it would appear that the proportion of female teachers joining the profession through the force of circumstances was relatively much larger (about 51 per cent) than among the male teachers (27 per cent). Perhaps, this disparity has not something to do with the phenomenon of differential liking for occupations on the part of the female but with the dire necessity of taking up any job that comes in her way to earn an income. Such a compelling need may arise, for instance, when a woman is widowed and the destitution of her own self, her children or other dependent members of the family cannot be avoided unless she works and earns. Similarly, she may be forced to take up an employment, if the family cannot just go on, due to absence of a male earner or insufficient income of the earning member in the family. The relatively larger proportion of female teachers giving the force of circumstances as the cause for joining the teaching profession may, therefore, be taken to indicate the compelling necessity of getting into some employment rather than a differential dislike for the teaching profession as against other fields of employment.

Experience in Present Employment

3.6 A distribution of teachers according to the year when they joined the present service is given in Table 3.4, with a view to indicating the period of experience they had in the teaching line.¹ It will be seen that over 10 per cent of the teachers were

1. There were some teachers who were previously teachers in other schools and hence their experience would have been of a longer duration than what is indicated by the table; such cases were, however, exceptional.

fresh entrants in the line, having joined their position very recently (i. e. after 1953). Another 10 per cent had an experience of only about 1-3 years. The number of teachers being in the present employment for a period ranging roughly between 5 to 20 years was in majority, accounting for about 56 per cent of the total. Nearly a quarter of the teachers were in service for more than 20 years. The different categories of the teachers revealed varying proportions of teachers having more or less experience. It could be seen from the figures that generally speaking, the male teachers the head-masters and the Municipal teachers had longer experience than the corresponding categories of the female teachers, assistant-teachers and those employed in the private schools. This is quite natural as one would expect.

TABLE 3.4 : *Distribution of teachers according to period of service in present employment.*

Year when joined the present service	Municipal teachers.	Aided-school teachers	Head-masters	Assistant-teachers.	Male teachers	Female teachers.	Total
1915-25	35	1	20	16	26	10	36
1926-30	43	4	15	32	34	13	47
1931-35	59	6	16	49	44	21	65
1936-40	71	11	10	72	56	26	82
1941-45	124	10	4	130	84	50	134
1946-50	125	28	6	147	81	72	153
1951-52	33	27	2	58	36	24	60
After 1953	35	46	—	81	47	34	81
Not given	3	1	—	4	2	2	4
Total	528	134	73	589	410	252	662

Personal Library, Special Interest in Different Fields of Knowledge, etc.

3.7 The educational attainments, experience and liking for the vocation are perhaps the most direct and crucial factors which form the equipment of the teacher as a member of his professions. In addition to this, some side information on such matters as

hobbies, liking for specific fields of knowledge, books in personal library, etc. may give hints as to whether the teacher has larger interests which improve his abilities as a teacher. Lack of interest on the part of the teacher, however, should not be interpreted everytime as lack of innate inclination in him; it may as well indicate lack of sufficient money and time which may not permit the teacher to develop his interests.

3.8 Table 3.5 indicates the hobbies of the teachers. About 41 teachers said that they were not particularly interested in anything. A large number of teachers expressed interest in reading, writing and social work. The majority of the teachers said that they could not spare sufficient time and money for persuing their hobbies.

TABLE 3.5 : *The number of teachers having different interests.*

Hobbies	No. of teachers	Percent to total no. of teachers
1. Games	174	26.28
2. Reading	354	53.47
3. Writing	113	17.07
4. Social work	198	29.91
5. Other hobbies	162	24.47

- Notes : (1) 59 teachers did not answer the question.
 (2) 41 teachers said that they did not have any hobby.
 (3) Only 116 teachers reported that they could spare money for the fulfilment of their interests.
 (4) The figures in the table are not additive as one teacher might have more than one hobby.

3.9 In Table 3.6 is indicated the number of teachers having liking for the different fields of knowledge. About 10 per cent of the teachers appeared to be completely disinterested in any intellectual pursuit. Among those who had an interest, Literature, Mathematics and History and Geography attracted a larger number than the other subjects.

TABLE : 3.6 : *The number of teachers indicating liking and interest in different fields of knowledge.*

Subjects	No. of teachers	Percentage to the total no. of teachers
1. Literature	215	32.48
2. Natural Sciences	32	4.83
3. Mathematics	169	25.53
4. Social Sciences	16	2.42
5. Philosophy & Psychology	13	1.96
6. History and Geography	163	24.62
7. Religion	9	1.36
8. Drawing	40	6.04
9. Miscellaneous subjects	48	7.25
No liking for any subject	67	10.12
Not given	137	20.69

3.10 In Tables 3.7 (A-B), a classification of teachers according to the number and money-value of books in their personal library is given. Out of 662 teachers, 564 teachers (i. e. 86 per cent) did not have a single book of their own. And most of those who had some books with them had about 10-50 books each. The total money value of the books ranged between Rs. 10 and Rs. 100 each in the majority of cases. Possibly, the teachers did not have either (a) an inclination or (b) financial capacity to develop a personal library. This apathy or incapacity was found to be a little more marked among the female teachers than among the male teachers, and among teachers employed in private schools as against the Municipal teachers, (the percentages of teachers not having a single book with them being about 91, 81, 90 and 84 in the respective groups.)

TABLE 3.7 : (A) : *Distribution of teachers according to number of books in their personal library.*

No. of books	No. of teachers
1-10	15
11-25	40
25-50	23
51-75	5
76-100	7
More than 100	6
Unspecified	2
Total	98

TABLE 3.7 (B): *Distribution of teachers according to the total money value of the books in their personal library.*

Total money value of books (Rs.)	No. of teachers
1- 10	3
11- 25	26
26- 50	24
51-100	29
101-200	7
201-350	6
More than 350	2
Not given	1
Total	98

Interest in Social Work

3.11 Some idea regarding the extent to which the primary teachers had contact with the outside social life and activity can be had from information regarding the social work done by the teachers. The relevant data are given in tables 3.8-A and B. Out of the total number of teachers about 58 per cent reported that they were engaged in some sort of social work. The Municipal teachers appeared to be more interested in social work than the private school teachers, the percentage of teachers doing social work being 62 among the former and 44 among the latter. A large proportion of the teachers (about 72 percent) seemed to be taken up by slum-clearance work. The teachers normally devoted an hour or so per day for social activity. Amongst the teachers who did not do any social work, over half said that they did not find sufficient time and leisure for the purpose. About quarter of the teachers attributed their non-participation to lack of proper guidance and leadership in the field of social work.

TABLE 3.8 : *Information on social work done by teachers.*TABLE 3.8 (A) : *Kinds of social work in which the teachers were engaged.*

Type of social work	Municipal teachers (percentage)	Teachers in aided schools (percentage)	Total no. of teachers (percentage)
1. Adult education	57.4	44.1	55.3
2. Slum clearance	74.2	61.0	72.2
3. Miscellaneous	15.7	18.6	17.1
4. Unspecified	3.4	5.0	3.9
Total no. of teachers doing social work	326	59	385

Note : The percentages are not additive.

TABLE 3.8 (B) : *Reasons for not doing social work.*

Reasons	Teachers (percentage)
1. No inclination	14.1
2. Lack of sufficient time and leisure	55.9
3. Absence of proper guidance and leadership	24.2
4. Miscellaneous	13.3
Total no. of teachers not doing any social work	277

Work in the School

3.12 As noted at the beginning, the efficiency of teachers is dependent on (a) personal factors (like educational attainments, experience, etc.) and (b) institutional factors (like nature and amount of work, number of students and classes taught and other conditions of service). Some of the former category of factors have been discussed in the above paragraphs. We may now turn

to the latter class of factors, which represent, one may say, important links in a proper and well-knit organisation of education.

3.13 Table 3.9 indicates the variety of work which the teachers have to do in addition to teaching. It involved administrative work, management, conduct and supervision of games, organisation of meetings, functions and ceremonies, etc. Of the teachers giving information on this point, about 16 per cent did not do anything aside from teaching, while 27 per cent were required to do all type of work. Games and administrative work appeared to be important items in school work which engaged comparatively a large number of teachers.

TABLE 3.9 : *No. of teachers doing different kinds of work in addition to teaching.*

Nature of work	No. of teachers	Per cent to total no. of teachers
1. Administrative work and management	150	22.66
2. Conduct and supervision of games	239	36.10
3. Work relating to meetings, functions, ceremonies, etc.	72	10.88
4. Miscellaneous	69	10.42
5. All of the above	152	22.96
6. No work except teaching	89	13.44
Not given	108	16.31

Note : Individual figures are not additive, as one teacher may do more than one type of work.

3.14 In Table 3.10, teachers are classified according to the number of hours for which they worked in the school (including teaching work). On an average, a teacher was found to work for 6.3 hours a day. A head-master had to put in a larger amount of work (7.0 hours), and perhaps naturally, than an assistant teacher (6.1 hours). Taking into account all the teachers giving information, it was found that the largest proportion of teachers, about 66 per cent, worked for 6-7 hours. Teachers working for more than 8 hours were nearly 10 per cent.

TABLE 3.10 : *Teachers classified according to the number of hours of work (including teaching work) in the school.*

Hours of work (per day)	Head Masters	Assistant Teachers	Total no. of teachers
Less than 4	1	2	3
4-5	5	137	142
6-7	49	364	413
8-9	15	42	57
More than 10	3	4	7
Blank	—	40	40
Total	73	589	662

Number of Classes and Students Taught at a Time

3.15 Table 3.11 sets out information regarding the number of classes and of students taught at a time by the teacher. About 13 per cent of the teachers had to teach and manage two classes simultaneously. About 55 per cent of the teachers taught less than 40 students at a time, 35 per cent taught 41-60 students and the remaining 10 per cent more than 60 students. In respect of the number of classes and students taught, there did not appear to be much difference as between the Municipal and the private schools.

TABLE 3.11 : *Classification of teachers according to (1) the number of classes and (2) number of students taught, at a time.*

		Teachers in Municipal schools	Teachers in Aided schools	Total
No. of classes taught at a time.	One class	441	114	555
	More than one class	66	15	81
	Not given	21	5	26
	Total	528	134	662
No. of students taught at a time.	Less than 40	313	51	364
	41-60	168	65	233
	61-80	33	11	44
	More than 80	8	—	8
	Not given	6	7	13
Total	528	134	662	

Tenure of Service

3.16 Table 3.12 indicates that the number of teachers who were not yet permanent in service at the time of inquiry. The temporary teachers formed about 31 per cent of the total. The proportion of temporary teachers was higher in the private schools (39 per cent) than in the Municipal schools (27 per cent).

TABLE 3.12 : *Tenure of service of teachers.*

School	No. of temporary teachers	Percentage to total no. of teachers
Municipal	153	28.98
Private	52	38.80
Total	205	30.97

Provision of Pension or Provident Fund

3.17 In Table 3.13, the respondents are classified according to whether they enjoyed the facility of pension or provident fund schemes. Among all the teachers, over one third were not under either the pension or provident scheme. This corresponds broadly to the proportion of temporary teachers who, because of their temporary status, might not be entitled to these benefits.

TABLE 3.13 : *Distribution of different groups of teachers according to provision of pension or provident fund.*

Facility of pension or provident fund	Municipal teachers	Aided school teachers	Head Mas- ters	Assistant teachers	Total no. of teachers
Pension	17	4	11	10	21
Provident fund	320	35	48	307	355
Nothing	149	87	6	230	236
Both	16	—	6	10	16
Not given	26	8	2	32	34
Total	528	134	73	589	662

3.18 Differential conditions were obvious as between the head-masters and the assistant-teachers and particularly amongst Municipal teachers on the one hand and teachers of the privately owned schools on the other. Thus, while the proportion of teachers enjoying neither of the facility was 28 per cent in the Municipal schools, it was as high as 65 per cent in the private schools. Teachers contributing to the provident fund were 61 per cent and 26 per cent in the two categories of schools respectively. Possibly, a larger proportion of temporary teachers in the private schools may account for this divergence. As between the head-masters and assistant-teachers, one can see that the former are mostly permanent, enjoy a higher status, are in service for a longer duration and hence are seen, in large proportion, to enjoy the facility of pension or provident fund than the assistant teachers.

Relations with Superiors

3.19 A good deal of efficiency in any field of activity depends on the relationship between the employee and his superiors. This is more so in education, for education is an essay in team work. Table 3.14 gives a classification of teachers according to whether their relations with the superiors were of a good, bad or formal nature. About 53 per cent of teachers reported that they were on good terms with the superiors and 44 per cent indicated a formal relationship.

TABLE 3.14 : *Relationship with the superiors.*

Relationship	Municipal school teachers	Private school teachers	Total
Good	257	91	348
Formal	256	37	293
Bad	4	2	6
Not given	11	4	15
Total	528	134	662

CHAPTER IV

ECONOMIC CONDITIONS (I) :

Income, Expenditure and Indebtedness

Nature of Data

4.1 In the present and the succeeding Chapters, we may attempt to evaluate broadly the economic conditions and levels of living of the primary teachers under consideration. Before doing so, it is necessary to say a word about the degree of the reliability of the data. It is a matter of usual experience in socio-economic investigations that there is a tendency on the part of the informants to under-estimate their income. Generally speaking, income from earnings is more or less correctly reported. But the income received in the family-pool from earnings of other employed members in the family as well as income from property and assets or other sources (like tuitions in the case of teachers) is either concealed or grossly under-reported. On the other hand, the informants tend to give inflated figures regarding expenditure and borrowing. On some occasions, one may come across cases where expenditure far exceeds the income and yet the family does not report any indebtedness. As a result, the data may suffer from internal inconsistencies in addition to bias in reporting. It may be said that the data collected in this survey suffered as much from the usual inaccuracies in reporting as would any kind of a similar investigation. As the questionnaires were filled in by the teachers themselves, no attempt was made to set right the shortcomings of the income and other returns. There was no valid way of correcting the inaccuracies either. The data given below therefore represent the information as returned by the respondents. In spite of the above limitations, one may be sure that the data could serve a useful purpose of giving a broad picture of the

pattern of income, expenditure, savings and indebtedness as found among the class of the primary teachers. As there is no reason why the shortcomings of the data should be found in larger or smaller degree in particular groups of teachers, inter-group comparisons in respect of economic conditions can be made with all validity.

4.2 This chapter presents the aggregative data regarding income, expenditure and other related items. In the next chapter, some important qualitative aspects of the economic conditions of the teachers are studied.

4.3 It may be supposed that the earnings, expenses, etc. of the teachers are likely to differ according to sex, rank and the type of school they are working in. With a view to examining these differential conditions, the data have been studied with reference to three kinds of teacher-groups, viz. (1) male and female teachers (sex-criterion of classification), (2) head-masters and assistant teachers (rank criterion) and (3) Municipal teachers and teachers employed in the private schools (type of school criterion).

Income

4.4 In Chapter I, the distribution of teachers according to total income of the family from all sources was noted. Here, we may examine a few details. Table 4.1 gives a classification of the different groups of teachers according to total family income. As expected, the figures in the Table indicated marked differences in the total amount of income enjoyed by the various classes of teachers. Relatively speaking, the groups of the assistant teachers and those employed in private schools represented an income position that was worse than their counterparts, viz. head-masters and the Municipal teachers, respectively. It was only in the private schools that there were teachers whose total income was even less than Rs. 50 p m. The proportion of teachers getting less than Rs. 100 was about 52 per cent among Municipal teachers, whereas it was 64 per cent among the private school teachers. As between the head-masters and the assistant teachers, most of the former group enjoyed an income of over Rs. 100, while the proportion of assistant teachers getting less than Rs. 100 was nearly 60 per cent

4.5 It was interesting to find that the female teachers showed proportions higher than the male teachers at the polar portions of the income scale. This is perhaps due to the contrasting situations that might obtain in the case of the female earners. Some females may be obliged to earn because of lack of male earning members, economic distress or widowhood, in which case they are likely to be represented at the lower end in the total income ladder. On the other hand, some females, otherwise well-off, may take up a job because they feel like serving somewhere until marriage or just for pleasure, and thus push up the income of the family in the upward direction.

TABLE 4.1 : *Teachers of the three major categories classified according to total family income per mensem.*

Total family income per mensem (Rs.)	Category of teachers by :						Total no. of teachers
	Type of the School		Rank		Sex		
	Municipal teachers	Private teachers	Head-Masters	Assistant teachers	Male teachers	Female teachers	
Less than 50	—	15	1	14	11	4	15
51-75	45	43	2	86	46	42	88
76-100	228	28	7	249	180	76	256
101-150	153	28	36	145	126	55	181
151-200	52	10	13	49	25	37	62
201-250	24	6	7	23	13	17	30
251-300	13	1	4	10	5	9	14
More than 300	13	3	3	13	4	12	16
Total	528	134	73	589	410	252	662

Salary

4.6 Normally, the total family income is a function of the income earned from employment by the principal earning member of the family. For, it is generally found that the earning of other members and income from property, etc. are either non-existent or negligible. It is necessary, therefore, to examine data regarding the salary earned by the different groups of teachers. One may

expect that differences in the total family income enjoyed by the teachers would largely represent the varying amounts of salary received by them.

4.7 In Table 4.2, a classification of teachers according to their salary per month is given. The broad differential picture presented by the salary figures does correspond to the differential picture given by the total family income figures. The conditions in the private schools appeared to be most disheartening as compared to those in the Municipal schools. About 42 per cent of the private school teachers received a salary of less than Rs. 50. The cases of teachers in private schools getting more than Rs. 75 were very rare, whereas most of the Municipal teachers enjoyed a salary of more than Rs. 75. The head-masters received higher salaries than the assistant teachers. About a quarter each of the head-masters received a salary of Rs. 75-100 and Rs. 100-125. Those getting Rs. 126-150 were about 37 per cent. Among the assistant teachers, the largest single concentration of teachers accounting for 58 per cent was in the salary class of Rs. 76-100. About 28 per cent received Rs. 51-75 p. m. The comparison of the proportions of male and female teachers as between the salary ranges showed slightly better picture for the former.

TABLE 4.2 : *A classification of teachers according to salary (including D. A.) per month.*

Gross salary (Rs.)	Municipal teachers	Private school teachers	Head-masters	Assistant teachers	Male teachers	Female teachers	Total no. of teachers
Less than							
Rs. 50	—	56	1	55	35	21	56
51-75	71	64	7	128	68	67	135
76-100	349	10	17	342	220	139	359
101-125	78	3	20	61	62	19	81
126-150	30	—	27	3	24	6	30
Not given	—	1	1	—	1	—	1
Total	528	134	73	589	410	252	662

4.8 The problem of the differential salaries as between the Municipal teachers and private school teachers has to be viewed differently from that between the head-masters and the assistant teachers. The latter phenomenon is natural and desirable, as it arises out of differences in qualifications, seniority, experience, nature of duties, etc. The low payment of salaries in the private schools, however, is to be viewed seriously. It may indicate a number of institutional shortcomings (like weak financial position) as well as institutional evils (like exploitation and coercion by owners, etc.). It is said that in the case of private schools, there is, not rarely, marked difference between the amount entered in the salary sheet and the amount actually handed over to the helpless teachers.

Income From Tuitions

4.9 One of the advantages of a teacher's profession is said to be the substantial amount of income which he can get from tuitions. It has to be admitted that the query regarding income from tuitions has not been satisfactorily answered. The data do not seem to be reliable. The figures, however, are given here for whatever they are worth. Only about 12 per cent of the teachers said that they engaged themselves in the activity of giving tuition. Comparatively, the percentages of teachers giving tuition were higher among the male teachers (17), head-masters (16) and the private school teachers (28) than among the corresponding groups (6, 12 and 9). Table 4.3 (A) classifies teachers according to income from tuitions. The average amount of income from tuitions was Rs. 12 per reporting teacher and about Rs. 1=50 per teacher.¹ In Table 4.3 (B), the teachers giving tuitions are grouped according to their salary. It was found that the proportions of teachers engaging in this type of activity was highest among teachers getting a salary of less than Rs. 50.

1. Hereafter, the average "per reporting teacher" refers to the number of teachers reporting and specifying a given item of information and the average "per teacher" refers to all the 662 teachers.

TABLE 4.3 : *Income from tuition.*TABLE 4.3 (A) : *Teachers giving tuitions classified according to income from tuitions received by them.*

Income from tuitions per month (Rs.)	No. of teachers
1- 5	19
6-10	28
11-25	30
26-50	5
Total	82

TABLE 4.3 (B) : *Teachers giving tuitions classified according to their salary.*

Salary per month (Rs.)	No. of Teachers giving tuitions (i)	Total no. of teachers (ii)	Percentage of (i) to (ii) (iii)
Less than 50	15	56	26.8
51- 75	21	135	15.6
76-100	26	359	7.2
101-125	17	81	21.1
126-150	3	30	10.0
Blank	—	1	—
Total	82	662	12.5

Income of Other Earners

4.10 The salary and income from tuitions represented the income earned by the teacher himself. Tables 4.4 : A-B give information regarding the income earned by other members of the family. About 18 per cent of the teachers did not give information on this score. In the case of about 46 per cent of the teachers, no member in the family other than the informant was reported to be gainfully employed and earning an income. In Table 4.4 : A, a classification of teachers reporting income of other earners is given according to the amount of such income.

A large number of teachers did not specify the amount of income received in this way. Among teachers who specified income, a teacher was found to report on an average a monthly income of about Rs. 72 from other earning members in the family. From Table 4.4 : B which gives a classification of teachers under reference by their salary, it will be seen that the proportions of teachers reporting income of other earners were generally higher among teachers getting lower salaries. This is natural, for low earnings of the teacher may induce other members of his family to work and earn.

TABLE 4.4 : *Income of other earning members.*

TABLE 4.4 (A) : *Distribution of teachers according to income of other earning members in the family.*

Income of other earners per month (Rs.)	Total no. of teachers reporting such income
Less than 50	26
51- 75	44
76-100	21
101-125	18
126- 150	3
151-175	5
176-200	4
More than 200	7
Unspecified	115
Total	243

TABLE 4.4 (B) : *Teachers reporting income of other earners classified according to their (teachers') salary.*

Teacher's salary per month (Rs.)	No. of teachers reporting income from other earners (i)	Total no. of teachers (ii)	Proportion of (i) to (ii) (in percentage) (iii)
Less than 50	36	56	64.29
51- 75	65	135	48.15
76-100	116	359	32.31
101-125	16	81	20.00
126-150	10	30	33.33
Blank	—	1	—
Total	243	662	36.71

Unearned Income

4.11 Table 4.5 indicates the income received by the teacher's family from property, assets and other kinds of sources of unearned income. About 17 per cent of the teachers did not answer the relevant question. Of the remaining, about 73 per cent said that they did not receive any unearned income. Among the teachers reporting and specifying unearned income, a teacher received on an average about Rs. 23 per month. The average per teacher came to about Rs. 5=63.

TABLE 4.5 : *Distribution of teachers according to unearned income.*

Unearned income per month (Rs.)	No. of teachers
1- 5	1
6-10	30
11-20	35
21-25	14
26-30	9
31-40	9
41-50	17
51-75	3
75-100	9
Not given	12
Total	149

Family Expenditure

4.12 Having considered the income aspect, we may turn to a study of the other side of the picture, viz. expenditure. The details regarding the various channels of expenditure have been studied in full in the succeeding chapter; here, we may note only the over-all levels of expenditure incurred by the teacher's family. As already noted at the beginning, in interpreting the expenditure data, one has to be aware of the fact that there is likely to be some over-estimation in reporting.

4.13 Table 4.6 presents a distribution of the various groups of teachers according to total family expenditure. The family of the teacher was found to be spending on an average a sum of Rs. 105 per month. The differences in the levels of money spent

were obvious as between the head-masters and assistant teachers as well as between the Municipal and the private school teachers. For instance, while nearly 40 per cent of teachers in the private schools spent less than Rs. 75, the corresponding percentage was about only half as that among the Municipal teachers. Perhaps, the expenditure differentials just mirrored the income differentials as noted earlier.

TABLE 4.6 : *A distribution of teachers according to total family expenditure.*

Total family expenditure per month (Rs.)	Municipal teachers	Private school teachers	Head Mast-ers	Assis-tant teach-ers	Male teach-ers	Female teach-ers	Total
Less than 50	15	16	1	30	16	15	31
51 -75	96	37	5	128	80	53	133
76-100	179	38	15	202	141	76	217
101-125	99	20	17	102	88	31	119
126-150	55	14	15	54	48	21	69
151-200	50	3	14	39	24	29	53
More than 200	23	3	6	20	11	15	26
Not given	11	3	—	14	2	12	14
Total	528	134	73	589	410	252	662

Saving

4.14 Savings and indebtedness are the positive and negative aspects of the income-expenditure relationship. While the reporting of savings may tend to under-estimation, figures of debts are likely to be inflated. As regards the information on savings, it was found that among all the teachers, only about 12 per cent saved some amount of money, more or less regularly every month. Tables 4.7 : A-B give the data on savings. From Table 4.7 : A, it becomes clear that the proportions of teachers reporting savings were, by and large, higher among those enjoying higher levels of family income which represent, among other things like size of family, financial commitments and liabilities, habits, etc., possibly the most important factor determining the possibilities

of savings. Table 4.7 : B gives information on the amount of money saved. A teacher reporting saving, saved on an average about Rs. 12=20 per month. The average per teacher amounted to Rs. 1=44. A large proportion of teachers seemed to have channelised their savings in insurance and balances with the Post Office (Table 4.7 C).

TABLE 4.7 : *Savings.*

TABLE 4.7 (A) : *Percentage of teachers reporting saving among teachers of different income classes.*

Family income per month (Rs.)	No. of teachers reporting savings (i)	Total no. of teachers (ii)	Percentage of (i) to (ii) (iii)
Less than 50	—	15	—
51-100	26	344	7.56
101-150	26	181	14.36
151-200	13	62	20.47
201-250	4	30	13.33
251-300	3	14	21.43
More than 300	6	16	37.50
Total	78	662	11.78

TABLE : 4.7 (B) : *Distribution of teachers reporting saving according to the amount saved per month.*

Amount of savings per month (Rs.)	No. of teachers
Less than 5	26
6-10	16
11-15	7
16-20	10
21-30	8
31-40	3
41-50	2
Unspecified	6
Total	78

TABLE 4.7 (C) : *Teachers classified according to types of savings.*

Savings-type	No. of teachers
1. Post Office	30
2. Bank balances	15
3. Insurance	35
4. Government shares	14
5. Gold etc.	2
6. Miscellaneous	10
7. Unspecified	7

Note : Figures are not additive, for a teacher may save in more than one way.

Indebtedness

4.15 In Tables 4.8 A-C, information regarding the indebtedness of teachers is given. Among 662 teachers, 500 teachers (80.4 per cent) were found to be in debt at the time of inquiry. Contrary to expectation, the percentages of indebted teachers were higher among the head-masters (80.8), male teachers (83.9) and the Municipal school employees (77.5) than among their counterpart groups (74.9, 61.9 and 67.9). On inquiry, it was gathered that the needy Municipal school teachers could get loans from co-operative society without much elaborate procedures; this may partially explain their higher proportion, compared to private school teachers. Table 4.8 : A presents a distribution of indebted teachers according to total family income. Broadly speaking, the proportions of indebted teachers were higher, as one would expect, in lower income classes than in the higher ones. In Table 4.8 : B, the indebted teachers are classified according to the total amount of debt outstanding until the time of inquiry. About 70 per cent of the teachers had a debt ranging between Rs. 250 and Rs. 1500. The median amount of debt incurred was Rs. 823 per reporting teacher and Rs. 623 per teacher. From Table 4.8 : C, it will be seen that nearly one fifth of the teachers had not repaid any amount of the debt incurred so far. About 59 per cent paid less than half and only 22 per cent paid more than half of the total debt. Table 4.8 : D gives figures regarding the money borrowed by teachers during one

year preceding the time of inquiry. Here also, the percentages of teachers borrowing money were found to be higher among the head-masters (60), male teachers (70) and Municipal teachers (60) than among the corresponding groups (58, 40 and 52 respectively). On an average, the debt incurred during the year of inquiry was about Rs. 300 per reporting teacher and Rs. 175 per teacher. Table 4.8-E sets out the percentages of teachers according to the circumstances which led them to borrow money from time to time. The doctor's bill, religious ceremonies and expenditure on education appeared to be important factors resulting in indebtedness. A few teachers were found to enter into fresh borrowing in order to repay old debts. As could be seen from Table 4.8 : F, a large number of Municipal teachers borrowed from the co-operative credit society, whereas among the private school teachers, those borrowing from private individuals were relatively prominent.

TABLE 4.8 : *Indebtedness.*TABLE 4.8 (A) : *A distribution of teachers reporting indebtedness according to total family income.*

Total family income per month (Rs.)	No. of teachers reporting indebtedness (i)	Total no. of teachers (ii)	Percentage of (i) to (ii)
Less than 50	12	15	80.0
51-75	59	88	67.0
76-100	206	256	80.6
101-150	150	181	80.7
151-200	37	62	59.7
201-250	21	30	70.0
251-300	8	14	57.1
More than 300	7	16	43.8
Total	500	662	75.6

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TABLE 4.8 (B) : *Indebted teachers classified according to the amount of debt outstanding upto date.*

Debt (Rs.)	Municipal teachers	Aided school teachers	Head masters	Assistant teachers	Male teachers	Female teachers	Total
Upto Rs.							
100	10	5	—	15	5	10	15
101- 250	24	14	1	37	23	15	38
251- 500	74	33	7	100	71	36	107
501- 750	44	8	5	47	34	18	52
751-1000	116	15	15	116	97	34	131
1001-1500	56	4	9	51	46	14	60
1501-2000	35	3	9	29	31	7	38
More than 2000	47	6	9	44	34	19	53
Amount unspecified	3	3	4	2	3	3	6
Total	409	91	59	441	344	156	500

TABLE 4.8 (C) : *Percentage of total debt repaid so far by the teachers.*

Percentage of debt repaid	Municipal teachers	Aided school teachers	Head masters	Assistant teachers	Male teachers	Female teachers	Total no. of teachers
Nil	18.58	21.98	11.86	20.18	20.06	17.31	19.20
Upto 10	10.51	3.30	18.64	7.94	9.59	8.33	9.20
11- 20	18.58	25.27	20.34	19.73	22.97	12.82	19.80
21- 30	8.56	12.09	6.78	9.52	9.01	9.62	9.20
31- 40	11.25	10.99	10.17	11.34	10.17	13.46	11.20
41- 50	9.54	8.78	8.48	9.52	8.43	11.54	9.40
51- 80	15.16	14.29	15.25	14.97	13.66	17.95	15.00
81-100	7.82	3.30	8.48	6.80	6.11	8.97	7.00
Total no. of teachers	409	91	59	441	344	156	500

TABLE 4.8 (D) : Amount of debt incurred during one year preceding the time of inquiry.

Amount of debt incurred (Rs.)	Percentage of teachers						Total
	Municipal teachers	Aided school teachers	Head mas- ters	Assistant teachers	Male teachers	Female teachers	
Upto Rs. 100	16.09	22.86	11.36	18.08	18.25	14.71	17.31
101- 200	17.03	34.29	15.91	20.70	19.65	21.57	20.16
201- 300	11.67	15.71	4.55	13.41	13.33	9.80	12.40
301- 500	23.98	18.57	36.36	21.28	23.86	20.59	23.00
501-1000	28.39	2.86	22.73	23.91	21.05	31.37	23.77
Above 1000	2.84	5.71	9.09	2.62	3.86	1.96	3.36
Total no. of teachers	317	70	44	343	285	102	387

TABLE 4.8 (E) : Reasons for which debt was incurred by the teachers from time to time until the time of inquiry.

Reasons	Percentage of teachers						Total
	Municipal teachers	Aided school teachers	Head mas- ters	Assis- tant teachers	Male teachers	Female teachers	
1. Sickness	54.8	59.3	55.9	55.6	54.7	57.7	55.6
2. Religious reasons	44.7	44.0	50.8	43.8	48.5	35.9	44.6
3. Educa- tion	32.5	44.0	32.2	34.9	32.6	39.1	34.6
4. Domestic difficulties	21.0	25.3	15.3	22.7	24.1	16.7	21.8
5. Debt repay- ment	17.1	0.0	18.6	13.4	15.4	10.9	14.0
6. Pregna- ncy	5.4	1.1	5.1	4.5	4.4	5.1	4.6
7. Miscell- aneous	11.7	22.0	18.6	12.9	14.0	12.8	13.6
8. Unspec- ified	2.0	1.1	0.0	2.0	1.5	2.6	1.8
Total no. of teachers	409	91	59	441	344	156	500

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TABLE : 4.8 (F) : *The agencies from which the teachers borrowed money.*

Type	Creditor	Municipal teachers	Private school teachers	Total
Institutional	1. Co-operative credit society	286	16	302
	2. Bank	3	3	6
Private	3. Private individuals (relatives, friends, etc.)	226	70	296
	4. Money lenders	75	28	103
	5. Miscellaneous	19	2	21
	6. Unspecified	5	1	6

Note : Figures in Tables 4.8 : E and F are not additive.

CHAPTER V

ECONOMIC CONDITIONS (II)

The Levels of Living

5.1 In the previous chapter, we noted the factors which determine the economic life of the teacher's family; in this chapter, an attempt is made to see how it is actually determined. Data regarding income, expenditure and indebtedness gave us largely an aggregative picture of the teacher's conditions. We may now look into some details and assess the levels of living of the primary teachers under review.

5.2 An idea regarding the level of living of a family can be had by noting how much and what proportion of income is spent by the family for, what are generally known as, the necessities, comforts and luxuries. Broadly speaking, the levels of living are said to be low, if incomes are small and if consequently higher proportions of income have to be channelized towards the consumption of the necessities of life. In the following, the various aspects pertaining to the levels of living of the teachers are studied more or less according to the decreasing order of priority of the various items in consumption and living.

Expenditure on Necessities

5.3 Table 5.1 gives the number of teachers classified according to the percentage of total income spent by their family on the necessities of life. These data are very crucial, for they serve as a mirror to the low levels of economic life of the primary teachers. The necessities are taken here to

include food, clothing and shelter. From the Table, it was found that nearly 30 per cent of the teachers spent more than 80 per cent of their income on basic necessities. About half of the teachers spent between 60 and 80 per cent. As between the different groups of teachers, the head-masters and the Municipal teachers appeared to give a better, or to put it more aptly, less worse, picture than the corresponding groups of assistant-teachers and the private school-teachers. Male and female teachers were largely on the par.

TABLE 5.1 : *Percentage distribution of teachers according to the percentage of total income spent on the necessities of life.*

Percentage of income spent on necessities per month	Teachers in Municipal schools	Teachers in aided schools	Head Masters	Assistant teachers	Male teachers	Female teachers	Total no. of teachers
Less than 10	—	—	—	—	—	—	—
11- 20	—	0.75	—	0.17	0.24	—	0.15
21- 30	0.38	0.75	2.74	0.17	0.45	0.40	0.45
31- 40	2.27	—	6.85	1.19	2.20	1.19	1.81
41- 50	4.55	2.24	1.37	4.41	3.66	4.76	4.08
51- 60	11.93	7.46	17.80	10.19	11.71	9.92	11.03
61- 70	20.08	20.15	28.77	19.02	20.24	19.84	20.09
71- 80	30.11	32.09	24.66	31.24	32.44	27.38	30.51
81- 90	23.30	26.87	13.70	25.30	25.12	22.22	24.02
91-100	5.30	7.46	4.11	5.94	3.41	9.52	5.74
Information not available	2.08	2.24	—	2.38	0.45	4.76	2.11
Total no. of teachers	528	134	73	589	410	252	662

Housing

5.4 Tables 5.2-5.5 present data regarding the housing conditions of the informants. In Table 5.2, the teachers are classified according to the number of rooms in their house.

On an average, a teacher's house contained 2.05 rooms per family or 0.31 rooms per member in the family. As between the different groups of teachers, the conditions regarding the number of rooms were rather worse among the assistant teachers, male teachers and private school teachers than amongst the counterpart groups. Table 5.3 gives a classification of teachers according to the number of rooms and family size. Generally speaking, the number of rooms in the house was higher in the case of a family with larger size, but the increase in the average number was not proportionate to increase in the number of members in the family. Thus, the average number of rooms was 1.6, 1.8, 2.1 and 2.7 in the case of teachers with small, medium, large and very large size of family, respectively. Table 5.4 classifies the teachers according to the number of rooms and total income. It was found that the teachers with higher income generally had a house with larger number of rooms. Thus, the teachers with an income of less than Rs. 150 had, on an average, 1.9 rooms, whereas those getting over Rs. 150 had 2.9 rooms.

TABLE 5.2.: *Percentage distribution of teachers of different groups according to the number of rooms in the house.*

No. of rooms	Municipal teachers	Aided school teachers	Head Masters	Assistant teachers	Male teachers	Female teachers	Total
One	28.41	38.06	20.55	31.41	34.15	23.81	30.21
Two	44.89	35.82	35.62	43.97	46.83	36.90	43.05
Three & Four	21.97	17.16	36.97	19.02	14.88	30.95	21.00
More than 4	2.08	2.24	2.74	2.21	1.22	3.97	2.27
Not given	2.65	6.72	4.11	3.40	2.93	4.37	3.47
Total no. of teachers	528	134	73	589	410	252	662

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TABLE 5.3 : *Classification of teachers according to family size and the number of rooms in the house.*

No. of rooms	No. of teachers having family size :				Total no. of teachers
	Small (1-3 members)	Medium (4-6)	Large (7-9)	Very large (10 and above)	
1	41	99	46	14	200
2	26	133	99	27	285
3	13	39	27	20	99
4	2	8	11	19	40
5 and above	1	2	3	9	15
Not given	6	7	7	3	23
Total	89	288	193	92	662

TABLE 5.4 : *Distribution of teachers of different income classes according to the number of rooms in the house.*

Total family income (Rs. per month)	No. of rooms						Total no. of teachers
	1	2	3	4	5 and more	Not given	
Less than 50	6	6	2	—	—	1	15
51-75	47	22	9	3	—	7	88
76-100	99	120	20	6	3	8	256
101-150	40	97	28	11	1	4	181
151-200	4	22	24	8	2	2	62
201-250	3	12	8	3	3	1	30
251-300	1	3	3	5	2	—	14
More than 300	—	3	5	4	4	—	16
Total no. of teachers	200	285	99	40	15	23	662

Housing Amenities

5.5 In Table 5.5, the percentages of teachers enjoying the various housing amenities like separate tap, latrine, bath, etc. are given. About 30 per cent of the teachers did not have the luck of any of the amenities listed in the Table. Only 4 per cent reported that their houses were equipped with all the amenities. About 44 per cent of the teachers had houses with tiled floor and about 20-25 per cent each had a separate kitchen, tap and bath. The amenity of separate latrine was reported only by 17 per cent of the teachers.

TABLE 5.5 : *The number of teachers enjoying the different housing amenities.*

Amenities	No. of teachers	Percentage to total no. of teachers
Separate tap	153	23.11
Separate latrine	114	17.22
Separate Kitchen	167	25.23
Separate bath-room	145	21.90
Tiled floor	293	44.26
All of the above amenities	26	3.93
None of the above amenities	199	30.06
Not given	7	1.06

5.6 From Table 5.6 which gives details regarding the furniture possessed by the teachers, it will be seen that nearly half of the teachers did not possess even one of the usual items like chair, table, etc. Comparatively speaking, the headmasters, lady teachers and teachers in the Municipal schools showed a better position than the corresponding groups.

TABLE 5.6 : *Percentage of teachers having furniture to total number in each group.*

Furniture items	Municipal teachers	Aided school teachers	Head Masters	Assis- tant teachers	Male teachers	Female teachers	Total
Chair	34.09	28.36	49.32	30.90	26.83	42.86	32.93
Table	21.02	17.91	30.14	19.19	11.46	34.92	20.39
Cupboard	25.95	28.36	34.25	25.47	19.51	37.70	26.44
Sofa	0.57	—	—	0.51	0.24	0.79	0.45
Cot	26.33	24.63	32.88	25.13	19.51	36.51	25.98
None of the above	48.86	52.24	32.88	51.61	55.61	39.68	49.55

Consumption of Efficiency Goods

5.7. Generally speaking, the proportionate distribution of income on the higher things of life like efficiency goods, quality clothing, education, travel, recreation, etc. is higher amongst the rich than amongst the poor. Low proportion of expenditure on such items therefore can be taken as a sure sign of poverty and low standard of living. In Table 5.7 is given a classification of teachers according to income and expenditure on efficiency goods like milk, ghee, vegetables, fruit, etc. Over 60 per cent of the teachers spent less than Rs. 25 for such consumption. On an average, a teacher spent Rs. 23=80 per month for the whole family or Rs. 3=66 per head in the family. This is not a very happy sum, for even if the whole amount were spent for milk at the most favourable rate, a family of about 6-7 persons could purchase just one-seer of milk a day, without any other kinds of efficiency goods whatsoever. Broadly speaking, the proportions of teachers spending more on efficiency goods increased with the increase in income.

TABLE 5.7 : *Teachers classified according to total family income and monthly expenditure on efficiency goods.*

Total family income per month (Rs.)	Expenditure on efficiency goods (Rs. per month)								More Not To-			Total
	Nil	1-5	6-10	11-15	16-20	21-25	26-35	36-50	50	ven		
Less than 50	1	2	5	2	2	1	2	—	—	—	15	
51- 75	2	2	16	17	22	7	9	8	2	3	88	
76-100	2	8	31	49	61	43	34	18	7	3	256	
101-150	2	3	12	22	29	41	34	32	5	1	181	
151-200	—	1	—	2	4	9	29	13	2	2	62	
201-250	—	—	1	—	2	2	7	12	4	2	30	
251-300	—	—	—	—	1	2	5	4	2	—	14	
More than 300	—	—	—	2	—	—	3	2	9	—	16	
Total no. of teachers	7	16	65	94	121	105	123	89	31	11	662	

Quality Clothing

5.8 The teachers were asked whether and when they made themselves silk or woollen clothes. Tables 5.8 : A-B give the relevant data. It was found that about 64 per cent. of the informants had stiched themselves silk or woollen clothes never in life time. On examining the details regarding the different groups of teachers, it appeared that the proportion of such teachers were comparatively larger among the assistant teachers, male teachers and those employed in the private schools in comparison with the corresponding groups. Table 5.8'B indicated that nearly 90 per cent of the teachers did not make themselves clothes of superior quality during the year of inquiry. Nearly two-thirds of those who made purchases spent less than Rs. 50 for such clothing. The average amount of money spent on quality clothing during the year of inquiry was about Rs. 39 per reporting teacher (among those who made the purchases) and Rs. 4 per teacher.

TABLE 5.8 : *Expenditure on quality clothing.*TABLE 5.8 (A) : *Teachers classified according to the time when silk or woollen clothes were made.*

No. of years since when silk or woollen clothes were made	Total no. of teachers	Percentage
Did not stich such clothes any time in life	421	63.60
2- 5 years	61	9.21
6-10	60	9.06
11-15	30	4.53
16-20	10	1.51
21-25	6	0.91
26-30	1	0.15
Not given	73	11.03
Total	662	100.00

TABLE 5.8 (B) : *Distribution of teachers according to the amount of money spent during the year of inquiry on the purchase of silk and wollen clothes.*

Amount spent during the year of inquiry (Rs.)	Total no. of teachers	Percentage
Nil	576	87.00
1- 25	22	3.32
26- 50	20	3.02
51- 75	10	1.51
76-100	2	0.30
101-150	7	1.06
151 and more	5	0.76
Not given	20	3.02
Total	662	100.00

Expenditure on Education

5.9 Tables 5.9 : A-B give (i) the number of members receiving education in the teacher's family at the time of inquiry, and (ii) the amount of money spent per month for their education, respectively. Only in the case of about 12 per cent of teachers, nobody was receiving education. Among those who reported educands, there were, on an average, about 2.31 educands in the family. The teachers who specified the amount of expenditure on education spent on an average Rs. 6-80 per month. About 150 teachers recorded that they had to discontinue the schooling of some members due to financial incapacity.

TABLE 5.9 : *Education of family members.*TABLE 5.9 (A) : *Distribution of teachers according to the number of family members receiving education at the time of inquiry.*

No. of educands in the family	No. of teachers	Percentage
None receiving education	78	11.78
1	184	27.79
2	167	25.23
3	89	13.44
4	51	7.70
5	22	3.32
6	12	1.81
7	4	0.60
8	1	0.15
More than 9	2	0.30
No. Unspecified	15	2.27
Not given	37	5.59
Total	662	100.00

TABLE 5.9 (B) : *Expenditure on the education of educand members in the family.*

Expenditure on education per month (Rs.)	No. of teachers
1- 5	229
6-10	79
11-15	27
16-20	14
More than 20	29
No expenditure	9
Not given	160
Total	547

Conclusion

5.10. The above facts regarding the pattern of expenditure on the part of the primary teachers revealed quite poor levels of living amongst them.

CHAPTER VI

VIEWS OF TEACHERS ON PROBLEMS IN PRIMARY EDUCATION

6.1 In this Chapter, we may deal with some of the pressing and much-debated problems in the field of primary education. This has been done chiefly in the context of the views held by the teachers on the various issues facing primary education today. It needs no exaggeration to say that it is vital to know the opinions and attitudes of a body of persons who represent perhaps the closest and the most important link in the rationale of the functioning and organisation of primary education.

Problems in Organisation :

The Shift System

6.2 We may begin by noting a few important problems in the organisation of primary education. One of the vexing problems of today appears to be the increasing rush of pupils seeking admission on the one hand, whereas acute shortage of accommodation in the school on the other. The result is that many a school has to work double shift. The shift system, however, is not without its evils. About 83 per cent of the teachers indicated disapproval of the shift system. The double shift of school working, according to many teachers, led to heavier load of work for the teachers and adversely affected the studies in the class. (Table 6.1)

TABLE 6.1 : Percentages of teachers indicating evils of the shift system.

Opinion regarding the shift system	Percentage of teachers		
	Head masters	Assistant teachers	Total
Teachers indicating disapproval of shift system :	83.15	82.53	82.60
Adversely affects the studies	41.10	47.37	46.68
Heavier load of work for teachers	50.68	41.77	42.75
Other disadvantages	4.11	15.45	14.20
Against shift system but disadvantages unspecified	12.33	15.79	15.41

Note :- The individual percentages in this and similar tables in the following are not additive, because one teacher may state more than one items in giving opinion.

Subject-wise Teaching

6.3 The views of the teachers regarding the principle of subject-wise teaching were elicited. A large majority of teachers (66 per cent) were found to be in favour of the system of specialisation in the teaching of specific subjects (Table 6.2).

TABLE 6.2 : Views on subject-wise teaching.

Opinion regarding subject-wise teaching	Percentage of teachers among		
	Head masters	Assistant teachers	Total
Favourable	58.90	67.40	66.47
Against	38.36	26.32	27.64
Not given	2.74	6.28	5.89
Total no. of teachers	73	589	662

Basic Education

6.4 Table 6.3 contains the opinions of the teachers regarding the interest shown by the students in basic education¹ and the steps that may be taken to enhance the liking for the subject. About 58 per cent of the teachers stated that the student-community did not evince interest in basic education. If basic education is to be retained, it should be introduced, according to some teachers, in higher standards. A few teachers opined that the subject of basic education should be taught only to those who showed some aptitude for it.

TABLE 6.3 : *Opinions regarding the devices by which interest in basic education could be increased.*

Views on basic education	Percentages of teachers among				
	Municipal school teachers	Aided school teachers	Head-masters	Assistant teachers	Total
1. Percentage of teachers saying that students like basic education	38.26	37.31	34.25	38.54	38.07
2. Teachers saying that students don't have liking for basic education	58.52	55.22	61.64	57.39	57.85
Steps for increasing interest in basic education					
(A) The subject should be introduced in higher standard	3.22	0.75	6.85	2.21	2.72
(B) Subject should be taught only to those who show inclination for it	10.61	7.46	13.70	9.51	9.97
(C) Unspecified	15.72	21.64	20.55	16.47	16.92
3. Not given	3.22	7.46	4.11	4.07	4.08
Total no. of teachers	528	134	73	589	662

Note : Figures of No. 2 : A-C are not additive.

1. Basic education was first introduced in June 1949 in about 17 schools of the Municipality. - Sholapur Municipality Centenary Volume, 1953, p. 242.

Inefficiency of Teachers

6.5 Having studied certain problems in the functioning and organisation of primary education, let us deal with a few problems relating to the teachers and the students.

6.6 The teacher of today is said to be inefficient. The teachers who agreed with this general belief were asked as to what, in their opinion, contributed to this inefficiency. Table 6.4 gives opinions of the head-masters and assistant teachers and of the teachers in the Municipal and private schools in this respect. Unwholesome atmosphere in the school figured as a prominent reason which might be hampering the initiative, enthusiasm and the spirit of team work amongst the teachers. Undue load of work and financial stresses and strains also appeared to affect the capabilities of the teachers in the efficient discharge of their duties.

TABLE 6.4 : *Percentage of teachers indicating the causes of inefficiency.*

Causes of inefficiency	Percentage of teachers among				Total
	Muni- pal school teachers	Aided school teachers	Head- mas- ters	Assis- tant teachers	
1. Economic difficulties and distress	7.20	5.97	9.59	6.62	6.95
2. Domestic worries	19.13	15.67	13.70	19.02	18.43
3. Inadequate consumption of efficiency goods	15.53	14.93	23.29	14.43	15.41
4. Over-work	35.98	31.34	34.25	35.14	35.05
5. Unwholesome atmosphere in school	46.59	39.55	42.47	45.50	45.17
6. All of the above	17.80	17.91	24.66	16.98	17.82

Causes of Low Social Status of Teachers

6.7 The moral code of society regards the teaching profession as a noble one. The teacher, however, rarely-if ever-enjoys respect and esteem in the community. This is particularly true in the case of the primary teacher. About 71 per cent of the informants stated that the primary teacher has no status in society (Table 6.5). The main reason for this was, in the opinion of the teachers, their poverty and low economic status. A few teachers put the blame at the door of the teachers themselves, their inefficiency and lack of participation in social work and activities.

TABLE 6.5 : *Views on the causes of low status of the primary teacher in society.*

Causes of lack of esteem for the primary teacher in society	Percentage of teachers among						
	Muni- school teachers	Aided school teachers	Head mas- ters	Assis- tant tea- chers	Male tea- chers	Fem- ale tea- chers	T o t a l
1. Percentage of teachers stating that the teacher enjoys esteem in society.	24.05	35.07	24.66	26.49	20.73	35.32	26.28
2. Teachers stating that the teacher does not enjoy esteem in society.	73.11	61.94	73.97	70.45	77.32	60.33	70.85
Causes of low status :							
(A) Economic distress and poverty	67.99	51.49	68.49	64.18	72.20	52.38	64.65
(B) Inefficiency of teachers	9.66	9.70	17.81	8.66	8.29	11.90	9.67
(C) Teacher does not do any social work	20.83	15.67	24.66	19.19	22.93	14.68	19.79
(D) Miscellaneous	17.05	11.19	10.96	16.47	20.24	8.73	15.86
(E) Unspecified	3.03	7.46	4.11	3.90	2.44	6.35	3.78
3. Blank	2.84	2.99	1.37	3.06	1.95	4.35	2.87
Total number of teachers	528	134	73	589	410	252	692

Note : Items A to E of No. 2 are not additive.

Quality of Students

6.8 One of the most perturbing issues concerning the student population at present is the growing indiscipline and negligence of studies amongst them. Table 6.6 embodies the views of the teachers on this much talked of problem. It was worthy of note that only 15 out of the 662 teachers said that there was nothing wrong with the students. The problem of indiscipline, therefore, to be taken seriously and treated as a real problem needing some solution. Many of the teachers regarded indifference and carelessness, absence of studious nature, lack of regard for the elders and indiscipline as the major psycho-social maladies from which the student population suffered today.

TABLE 6.6 : *Views on the quality and attitudes of students.*

Shortcomings among students	Percentage of teachers among				
	Municipal school teachers	Aided school teachers	Head mas- ters	Assist- ant teachers	Total
1. Lack of studiousness	28.60	29.85	28.77	28.86	28.85
2. Indiscipline	22.92	32.84	17.81	25.81	24.92
3. Indifference & care- lessness	31.35	41.04	32.88	33.28	33.23
4. Lack of respect for the elders	24.05	36.57	23.29	26.99	26.59
5. Miscellaneous	9.09	8.96	15.07	8.32	9.06
6. All of the above	35.23	20.90	35.62	31.92	32.33
7. Unspecified	14.02	16.42	16.44	14.26	14.50

6.9 Table 6.7 records the teachers' views as to who is responsible for this sorry state of affairs. Is the psycho-social deterioration among the students to be traced to the changing attitudes and habits of the students themselves? Or, is it the inertia and lack of attention on the part of guardians and teachers, or the unwholesome currents in social behaviour and ethics at large that is to be blamed? A large proportion of teachers held responsible the guardians and the society for the unsatisfactory situation. One would hardly expect that the teacher would blame his own tribe, but there were quite a few teachers who candidly blamed the teachers, which shows that the teachers cannot just escape the responsibility.

TABLE 6.7 : *Opinion as to who is responsible for the shortcomings of students.*

Opinion as to who is responsible	Percentages of teachers among				
	Municipal school teachers	Aided school teachers	Head masters	Assistant teachers	Total
1. Students	37.12	26.87	32.88	35.31	35.05
2. Guardians	72.73	75.10	78.08	73.51	74.02
3. Teachers	17.99	34.33	23.29	21.05	21.30
4. Society	58.71	56.72	58.90	58.23	52.27
5. All of the above	6.25	10.45	5.48	7.30	7.10
6. Unspecified	4.17	2.24	2.74	3.90	3.78

Quality of Primary Education

6.10 The qualitative level of education imparted in the school would seem to reflect the sum-total of merits or evils existing in the functioning and organisation of education, the ability or inefficiency of teachers and the receptivity or indifference of the students. From Table 6.8, it would be seen that very few teachers (about 9 per cent) regarded the standard of primary education to be satisfactory. About 36 per cent regarded it as very low, and 49 per cent said that it was at the medium level.

SURVEY OF PRIMARY TEACHERS

TABLE 6.8 : *A distribution of teachers according to their opinion regarding the quality of primary education.*

Opinion on the standard of primary education	Municipal school teachers	Aided school teachers	Head mas- ters	Assis- tant teachers	Total
Low standard	201	37	35	203	238
Medium	254	72	30	296	326
Good	43	18	5	56	61
Not given	30	7	3	34	37
Total	528	134	73	589	662

CHAPTER VII

CONCLUSIONS

Inefficiency and Poverty among Teachers and Causes of Low Standard of Education

Introduction

7.1 In the foregoing pages, information regarding the various problems relating to (i) teachers and (ii) primary education has been presented. In this chapter, we may take an over-all view and bring together the more significant facts as well as the opinions of teachers (which could be verified as to their validity with reference to the data gathered in the inquiry) in an explanation of the two issues which were important in this inquiry. These issues were : (i) what is the state of professional efficiency and of the economic life of the primary teacher, and why it is so, and (ii) what factors explain, on the basis of the information gathered, the present low standards of primary education? To these major tasks, we may now turn.

Lack of Efficiency

7.2 The professional efficiency of the teachers, as of any individual, would depend on a number of diverse factors. Efficiency is as much a psycho-physical phenomenon as the professional-technical and the socio-economic. The psycho-physical fitness would naturally depend on the extent to which the teacher could consume efficiency goods and provide sufficient time, energy and money for bettering his own self in the wider sense.

7.3 Many a teacher agreed with the general belief that the primary teacher of today was not as efficient in the

discharge of his duties as he ought to be. Inefficiency among teachers may result from :

- (A) Low educational attainments
- (B) Unsatisfactory conditions of service
- (C) Poverty and economic distress

The extent to which these factors might have hampered efficiency may be verified from the facts gathered in the survey.

The Psychological Disinclination

7.4 The main psychological hurdle at the very start, apparently unimportant but in effect very crucial, seemed to be that quite a few teachers joined the teaching profession, in spite of their liking and aptitude to the contrary. This disinclination is bound to remain at the back and produce a cynical and frustrated soul. And one cannot really understand how this soul could be expected to guide, enliven and inspire the blossoming student community. It is, however, to be noted that teachers could not be blamed for this. For all of it is not their own fault. It is the attitude of the society towards the teaching profession which also moulds individual attitudes. It may be recalled that nearly three fourth of the teachers felt that their profession did not enjoy a status in society it deserved.¹ Another factor which perhaps deters able persons from becoming teachers is the economic distress which goes with that profession.

Lack of Incentives

7.5 The teacher's efficiency may get improved, if they could accomplish higher educational attainments. We have observed earlier that many of the teachers had not even entered the portals of high school education. Similarly, the number of teachers seeking intellectual advancement through outside examinations or private pursuits with the help of personal library, etc. was not encouraging. It is possible that they could not get out of the rut of routine school-work and domestic worries. Perhaps, the conditions of service in the school did not offer them sufficient incentives for additional attainments. So far as the amount of work is concerned, one may argue that the complaint regarding over-work in the

1. "The social status of teachers (in India) at present is low, owing to the generally low standard of living."—World Survey of Education, UNESCO, 1955, p. 338.

school is nothing but a militant slogan on the part of the teachers and the interested parties. One may agree with this. But even then, it is necessary that the volume of work should be matched by the amount of remuneration. From this point of view, the conditions in the proprietary schools need a good deal of reformation. It is also necessary that one teacher should teach only one class and only a manageable number of students at a time. Some improvement in the general conditions of service is also overdue, particularly in the aided schools. Many teachers were temporary, even though they were found to have put in quite a sufficient period of time in service (cf. Tables 3.4 and 3.12). Similarly, provision of pension or provident fund benefits would create interest in service and would serve as some kind of insurance after retirement.

Low Levels of Living

7.6 Probably, the most important factor conditioning the teacher's attitudes and efficiency is his economic conditions. Even if the errors of over- or under-reporting are allowed for, the general picture of the levels of living of the primary teachers as revealed by our data did not seem to be in any way satisfactory. This was particularly so in respect of the teachers working in the private schools.

7.7 The teacher's family was found to have been worse-off compared to an average family in the city of Sholapur. The average family income (derived from all sources) of the teacher was about Rs. 1398=84 per annum (Rs. 214=92 per capita) as against the average of Rs. 1503=00 (Rs. 264=95 per capita) for the whole city.¹ The average number of members constituting a teacher's family was larger (6.51) than the average for the city (5.61 persons).² Thus relatively speaking, the expenditure liabilities of the teacher were a great deal higher than of an average family. The very fact that the majority of teachers spent a large proportion of

1. This was found in the course of a sample survey of the demographic-economic conditions of the city, conducted by me in 1955. Vide Ph. D. thesis entitled "Fertility and Attitudes towards Family Planning in Sholapur City (1955) — A Survey," By V. P. Pethe, University of Poona., p. 137.

2. Ibid, P. 117-18.

their income towards the purchase of the basic necessities of life was indicative of their low standard of living. For efficiency goods, it would be remembered, a teacher could spend only Rs. 3=66 per month per capita for the family. When a large slice of the cake is swallowed up by bare necessities, little could remain for the joys of a higher life, like good housing, quality clothing, travel, recreation, etc. Some significant facts in this respect have already been noted in Chapter V and need not be repeated. It was rather distressing to find that a number of teachers could not even make both ends meet. The worse part of the story was that the sword of indebtedness hanged over many a head. The redeeming feature, however, had been that the Municipal teachers could borrow from the Co-operative Society and were thus saved from the rope of the money-lender.

Poverty

7.8 With a view to knowing exactly the standard of living of all the primary teachers of Sholapur City, data on total income and the members of the family were gathered from all the primary teachers of the city in the course of a complete enumeration of teachers carried out through official channels. On the basis of these data, income of the teacher's family was related to its consumption requirements. The expenditure liability was calculated by reducing all the members of the family of different ages and sex to adult male equivalents. The scale used for the purpose was as follows¹ :—

Adult Male (over 14)	: 1.000
Adult Female (over 14)	: 0.875
Child : 5-14 years	: 0.625
Child : below 5 years	: 0.375

The division of the total income by the number of adult male equivalents in the family (which may be termed as income per adult male unit) served as an index of the standard of living enjoyed by the family. The levels of living of the majority of families in this country are very low. Hence,

1. Ibid, pp. 258-59; also The Nutritive Value of Indian Foods and the Planning of Satisfactory Diets, Health Bulletin, No. 23, 3rd Edition, 1941, Indian Research Fund Association, p. 3.

with a view to making different levels of the low standard of living precise, we may fix, what may be called, the Poverty, Destitution and Starvation Lines.¹ The poverty line showing the minimum level of subsistence was based along the procedures which the Bombay Textile Labour Inquiry Committee (1937-40) adopted for fixing the 'living wage standard'.² Conditions of poverty, destitution and starvation faced by a family in Sholapur (1954-55) were indicated when the family received an income per adult unit of less than Rs. 645, Rs. 275 and Rs. 150 per annum, respectively.

7.9 Table 7.1 presents a distribution of the total number of 903 teachers of the city according to the income per adult unit of their families at the three levels of the low standards of living. It will be seen that only about 6 per cent of the teachers' families for which information was available enjoyed a standard of living higher than the basic minimum. About 93.76 per cent of the families were below the Poverty Line, 49.65 per cent below the Destitution Line and 8.12 per cent below Starvation Line.³ As between the Municipal and private school teachers, there was not much difference in the proportions of families below the Poverty Line (about 94 per cent each). In respect of Destitution and Starvation Lines, however, the position of the private school teachers was decidedly worse. The proportions of families facing destitution and starvation were 60.00 per cent and 13.85 per cent respectively in the case of private school teachers, as against 46.56 per cent and 6.41 per cent amongst the Municipal teachers.

1. Poverty is indicated when a family can just purchase "the minimum necessities for the maintenance of merely physical efficiency" and nothing more in the nature of efficiency goods, comforts or luxuries. (Cf. B. Seebom Rowntree, *Poverty: A Study of Town Life*, 1922, p. 117.) Conditions of destitution obtain when a family can afford to consume not even the necessary minimum. It can satisfy only the food needs of the family. A family may be said to face conditions of starvation when it is unable to meet even the food requirements.

Report of the Bombay Textile Labour Inquiry Committee (1937-40), Vol. II: Final Report, 1941, p. 78.

The corresponding percentages as returned by the Sample Survey of Families (1955) were 92.94, 53.70 and 12.64 — Sholapur Survey. cit pp. 264-65.

Thus, on the whole, most of the teachers' families could be said to enjoy not even the minimum standard of living. Almost five in every ten families were living in destitution and one in every ten had to undergo conditions of starvation. At such low levels of survival and living, there is no reason why the professional efficiency and attitudes of the teachers should not be hampered to a large extent.

TABLE 7.1 : *A distribution of the teachers according to family income per adult unit indicating the levels of poverty, destitution and starvation.*

Income per adult unit per annum (Rs.)	Municipal teachers	Teachers of proprietary schools	Total
Below 150	42	27	69
151-275	263	90	353
276-645	307	68	375
Over 645	43	10	53
Not given	31	22	53
Total	686	217	903

Causes of Low Standard of Primary Education.¹

7.10 We may now turn to the other issue. It is seriously held that the standards of education have gone down all round—from primary school stage to the university stage. Very few teachers in our survey expressed satisfaction over the present state of primary education. Some of the factors which might have led to the poor levels of education may be explained with the help of the information gathered in the inquiry.

J. Vide : " Low Standard of Primary Education " by Dr. V. P. Pethe, The Economic Weekly, Bombay, Vol. XII. No. 40, Oct. 1, 1960, pp. 1478-79.

Basic Factors

7.11 Broadly speaking, low quality of education may result from three basic factors :—

1. There may be some serious defects in the functioning and organisational set-up of education.
2. The teaching staff may be inefficient. —
3. The students may be indifferent, misguided and irresponsible.

It may be that the roots of all these are to be found in the political and social organisation of the community. In the following, however, we will only take into account the data collected in the course of the investigation, with reference to the above three factors.

7.12 It appeared from our data that there were four important defects in the present organisation of primary education :

1. Shift system of school working
2. Bad organisation of basic education
3. Lack of specialisation among teachers
4. Excessive pressure of work on teachers

We have already noted that over 80 per cent of the teachers disapproved of the double shift working. In order to provide education to an increasing number of pupils, either the number of schools has to increase or existing schools have to work double shift. If the latter course is adopted, the difficulty may be partially solved, but then in doing so, new problems crop up. For example, the teachers are required to work more and there is often wastage of time and energy. This adversely affects the quality of instruction. A number of teachers said that the present system of one person teaching almost all the subjects to one class should be replaced by some specialisation in the subject taught. A teacher could then devote more time and pay greater attention to studying the subject of his choice and thus improve the quality of instruction. From the point of view of the students, the monotony of learning from the same teacher all the day long would be broken and would engender their active participation in learning. As regards basic education, many of the teachers

appeared to be dissatisfied with the present organisation. Some suggested that it should be imparted to only those who indicated special liking and aptitude for it. Others felt that basic education should be introduced at the higher standards. There was much ground to believe that the teachers were put to high pressure of work. There were many instances both in the Municipal and aided schools, of teachers taking more than one class and classes containing more than 40 students at a time.¹ Education is not a commercial proposition which can be carried on a mass scale. Individual attention forms the core of good education. If even in a relatively well developed city like Sholapur, over-crowding in classes is not rare, one can well imagine conditions in smaller towns and villages.

7.13 If on the side of the teacher, there is inefficiency, on the side of the students, there is lack of receptivity. Regarding the inefficiency of teachers and its possible causes, much has been said in the above. Regarding the general quality and the attitudes of the students, we have seen that a very large majority of teachers expressed dissatisfaction. Only 15 out of 662 teachers, it may be recalled, said that there was nothing wrong with the students. Others pointed out indifference, carelessness, indiscipline, lack of regard for the elders, etc., as the main defects of the student community. These are really very serious symptoms. Perhaps, the guardians did not care to pay attention to the studies of their wards at home and to their activities and behaviour outside. General developments regarding lack of discipline, apathy, restlessness etc. in social behaviour might also be said to be moulding the student attitudes.

Conclusion

7.14 The above review of the data gathered in the course of the Survey underlines the vital need of introducing some

1. "Under the Bombay Primary Education Rules, 1949, the number of pupils to be managed by a teacher is restricted to 40, although this limit is often exceeded in practice... the average number of pupils per teacher in cities...is sometimes more than 40, leading to overcrowding." —Annual Administration Report (1957-58), Department of Education, Govt. of Bombay, 1961, p. 58.

reforms in the organisation of primary education. One thing is certain—that all is not right with the present state of affairs. First, it appears that some improvements in the organisation, like small classes, subject specialisation, increase in staff wherever schools are working double shift, etc. should be effected as early as possible. Secondly, there seems to be little likelihood of able men entering this profession or of any improvement in the efficiency of teachers, unless the pay scales are radically upgraded,¹ greater security—particularly in the proprietary schools—is afforded and the general service

1. The problem of the pay-scales of teachers—whether primary or secondary—has to be viewed at both the absolute and relative levels. The absolute level of salaries should be such that the teachers are not compelled to fight for a survival by looking for additional gainful work such as tuitions, etc. The relative level should be such that the teachers enjoy a socio-economic status at least comparable to persons of equal qualifications in other professions. Generally speaking, the teachers have not been given a fair deal from both of these points of view.

The pay-scales of the teachers have been revised four times since 1939 : in 1941, 1946, 1947 and 1958.

The present scales are as follows -

Untrained teachers	: Rs. 40 fixed
Junior Trained	: 50-1½ — 65 E. B. 2½ - 70 S. G. — 2½-90
Senior Trained	: 56-1½ — 65 E. B. 2½ - 70 S. G. 2½ —100

(Sources : 1. *A Review of Education in Bombay State, 1855-1955*, Govt. of Bombay, 1958, pp. 109-110.

2. *Annual Administration Reports, Education Dept*, Govt. of Bombay.)

The revision of pay scales has been done chiefly under pressures of the rising cost of living since the war. This, however, has not been commensurate with the rate at which the consumer price index increased during the last two decades. Moreover, the absolute levels of salaries with reference to which grades have been revised were already so low that to say that the teachers' salaries have increased by a certain proportion has perhaps little meaning. It is interesting to observe that the pay scale of the lowest in the cadre among the clerks in state service is better than that of the senior-most grade of the primary teachers, though both are equally qualified. As observed in the *World Survey of Education* (UNESCO), " Scales of pay (of teachers in India) are lower than those obtaining for other professions " p. 336).

conditions are improved. The opinions of teachers regarding the student indiscipline and indifference deserve very serious thought of educationists and all the enlightened members of our society, as they bring home the fact that education after all is not solely the concern of the teacher or of the Government Department of Education; parents and society at large must also play their role in improving the standards and quality of education.

APPENDIX I

THE QUESTIONNAIRE

In the following is given the questionnaire which was used in the inquiry.

A Survey of Primary Teachers of Sholapur City

(Socio-Economic Conditions and Professional Aspects)

- N. B. 1. The answers to the questions should be as clear and complete as possible.
2. The teacher should not write his name anywhere in the questionnaire.

I General Information

1. Type of school in which you are working : Municipal / Private
2. Sex
3. Present Age
4. Marital Status
5. Height and weight
6. Members in the family : (A) Total No. (B) No. of earning members (C) No. of educands (amount of money spent on education).

II Professional Aspects

1. Teacher status : Head-master / Assistant-teacher
2. Tenure : Permanent / Temporary
3. Education : (A) Formal (School and College)
(B) Training in education
(C) Examinations conducted by Govt. bodies or other institutions (like Hindi Sahitya Sabha etc.)
4. Year when you joined the present service
5. Previous occupation
6. Why did you join the teaching profession ? : out of liking / force of circumstances / other reasons
7. Work in the school :
(A) No. of hours per day
(B) Details regarding the work (e. g. administration, supervision, etc.)
(C) No. of classes and students taught at a time
8. Do you enjoy the facility of Provident Fund or pension ?

9. Personal Library :

- (A) How many books do you have in your personal library ?
 (B) What is the total money value of these books ?

10. Interests and hobbies :

- (A) In which of the fields of knowledge you feel specially interested ? (e. g. Psychology, Economics, Religion, etc.)
 (B) What are your hobbies ?
 (C) Can you spare sufficient money and time to pursue your interests ?

11. Social work :

- (A) Kind of work done, if any
 (B) Time spent for the work

III Economic Conditions : (A)

The Overall Budget

(Note : Give monthly figures)

1. Total monthly income of the family : (i) Salary (ii) D. A. (iii) Local allowances (iv) Income from tuitions (v) Income of other earning members of the family (vi) Income from land, house or other assets (vii) other income
2. Monthly expenditure : (i) Food—grains and grocery (ii) Clothing (iii) House—rent (iv) Medicine (v) Education (vi) Travel (vii) Recreation (viii) other items
3. Savings : (A) How much do you save per month ?
 (B) Type of savings (e. g. balances with bank, Post Office, shares, etc.)
4. Indebtedness : (A) Total outstanding debt upto date of inquiry
 (B) Causes of borrowing (e. g. sickness, marriage, etc.)
 (C) The creditor from whom money was borrowed (e. g. bank, money-lender, etc.)
 (D) Amount of debt repaid so far
 (E) Debt incurred during the last year

IV Economic Conditions : (B)

The Quality of Economic Life

1. How much do you spend (per month) on efficiency goods ?
 Expenditure on : (i) milk (ii) ghee (iii) vegetable (iv) fruit, etc.
2. Quality clothing : (A) How much did you spend on silk or woollen clothes during the last year ?

- (B) If not, how many years back you made yourself such clothes ?
3. Housing : (A) No. of rooms
(B) Amenities enjoyed (e. g. separate bath, kitchen, etc.)
4. Furniture : How many of the following items you possess ?
(i) chair (ii) table (iii) cupboard (iv) cot (v) sofa
5. Do you have the following ? (i) wrist-watch (ii) pen (iii) radio
(iv) bi-cycle / motor-cycle
6. Travel : (A) Have you visited places outside of the Bombay State ? Specify.
(B) Have you visited the following : (i) Bijpur (ii) Ajantha caves (iii) Girsappa falls (iv) the Taj (v) Kashmir (vi) Cities : Bombay, Hyderabad, Bangalore, Delhi, Ca'cutta.

V Views on the Problems in Primary Education

1. What is your opinion regarding the present standard of primary education ?
2. Primary teacher of today is said to be inefficient. If you agree, what are the reasons for this ?
3. What measures do you suggest for improving the professional efficiency of the teachers ?
4. State your opinion (giving reasons) regarding the desirability or otherwise of the following :
(A) The shift-system of school working
(B) Subject specialisation
(C) Basic education
5. Quality of students :
(A) Do you agree with the view that the quality of students is deteriorating ?
(B) If so, what is wrong with the student community ?
(C) Who, in your opinion, is responsible for this ?
(D) What measures do you suggest for improving the situation ?
6. How are your relations with the superiors ?
7. Social status of teachers :
(A) Do you think that the teacher enjoys esteem in society ?
(B) If not, why ?
(C) What measures do you suggest to raise the social status of the teacher which is due to him ?

Note : In the blank space provided below, the teacher may give any information which, in his view, is important and should be noted.

APPENDIX II

SOME HISTORICAL DATA

In the following Table are given the decennial figures (since 1885) regarding the number of schools, teachers, students and the expenditure incurred by the Municipality on primary education.

TABLE II.1 : Decennial information regarding the expansion of primary education in Sholapur since 1885.

Year	No. of schools Municipal	Private	No. of Municipal teachers	No. of students in Municipal schools	Private schools	Expenditure on primary education (in thousands of Rs.)
1885	10	41	35	963	1331	7.6
1895	10	47	55	1572	2349	10.2
1905	17	—	79	2019	—	16.8
1915	22	—	137	2519	—	36.8
1925	33	—	188	5103	3806	106.6
1935	50	27	300	10301	4020	216.1
1945	61	52	479	14406	8364	415.2
1953	73	45	704	22235	8962	1070.5

Source : Sholapur Municipality Centenary Volume, 1953, p.247.

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7	24	Not given 1	0.15 This should be deleted
20	7	27 per cent	29 per cent
25	19	28	22
29	8	5=63	4=00
29	12	1	11
32	15	80.4	75.6
52	8	indisc s,	indiscipline has,
57	39		Read 2, before <i>ibid</i>
59	36		Read 2, before Report
59	38		Read 3, before The
59	40		Read <i>op</i> before <i>cit</i>
63	24, 26	E. B.	This should be deleted
63	27	2 1/2	3