

Chapter-5

Teachers and Teachers' Training

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The availability of trained and qualified teachers, as per the recommended Pupil-Teacher Ratio (PTR) in a school, significantly enhances the quality of education. PTR plays a vital role in ensuring meaningful and effective teaching-learning processes and outcomes at different levels of education. The student-teacher norms for primary to higher secondary classes, as mandated by the Section 19 and 25 of the RTE Act and Para 4.6 of SSIF are shown in **Table 5.1** below:

Table 5.1: Norms of PTR for Primary to Higher Secondary classes

Class	No. of students	No. of teachers required
Primary (I to V)	Up to 60 students	Two teachers
	61 – 90 students	Three teachers
	91 – 120 students	Four teachers
	121 – 200 students	Five teachers
	Above 150 students	Five teachers <i>plus</i> one Head teacher
	Above 200 students	Head teacher <i>plus</i> one teacher per 40 student
Upper Primary (VI to VIII)	Per 35 students	At least one teacher Minimum one teacher each for Science, Mathematics, Social Studies and Language
	Above 100 students	One full-time head teacher, one part time instructor for Art Education, Health & Physical Education and Work Education
Secondary (IX-X)	Up to 160 students	Five subject (Science, Mathematics, Social Studies, Language and English) teachers for different subjects <i>plus</i> one (Head teacher).
	All categories	Other than subject teachers, part time teachers for (i) Art and craft Education (ii) Health and Physical Education
		PTR shall not exceed 40.
Higher Secondary (XI-XII)	Up to 240 students	Six subject teachers <i>plus</i> one Principal
	Above 240 students	10 subject teachers <i>plus</i> one Principal
	Above 360 students	12 subject teachers <i>plus</i> one Principal
	All categories	Other than subject teachers, part time teachers for (i) Art and craft Education (ii) Health and Physical Education
		PTR shall not exceed 30

Source: RTE Act and SSIF

These norms help maintain a balanced and effective education system, while ensuring that students receive adequate attention and instructions.

5.1 PTR and deployment of teachers

The status of PTR in the State as a whole and in test-checked districts, is discussed in the succeeding paragraphs.

5.1.1 PTR in Primary Schools

As per Section 19 and 25 of the RTE Act the PTR in primary schools was mandated to be a minimum of two teachers. For enrolment of more than 200 students, one teacher per 40 students and one head teacher was required. The details of the PTR in the State as a whole and in the sampled districts in primary schools during the year 2023-24 are tabulated in **Table 5.2** below:

Table 5.2: PTR at the State and test-checked districts in Primary classes (2023-24)

Particulars	West Bengal	Bankura	Dakshin Dinajpur	Murshida bad	Paschim Medinipur	Purulia	Uttar Dinajpur
No. of Primary schools	66,803	3,989	1,727	4,822	5,317	3,476	2,476
No. of Schools with adverse PTR (<i>per cent</i>)	19,165 (29) ³¹	861 (22)	322 (19)	2,325 (48)	919 (17)	1,125 (32)	801 (32)
No. of teachers posted less in the adverse PTR schools	31,684	979	373	6,788	1,124	1,980	1,481
No. of schools with excess teachers (<i>per cent</i>)	21,679 (32)	994 (25)	664 (38)	958 (20)	1,926 (36)	413 (12)	887 (36)
No. of excess teachers posted in the schools	32,840	1,260	923	1,225	2,465	463	1,296
No. of Schools with Single Teacher (<i>per cent</i>)	5,152 (8)	469 (12)	108 (6)	247 (5)	467 (9)	265 (8)	51 (2)
No. of Schools with no Teacher	520	5	12	6	41	6	0

Source: Analysis of UDISE data

Data on PTR across different sampled districts showed notable disparities in teacher distribution across primary schools.

- **Adverse PTR:** It was noted in audit that 29 *per cent* of primary schools (19,165 schools) in the State had shortage of teachers, with 31,684 teachers needed to meet the norms. Eight *per cent* (5,152 schools) schools in the State were running with only a single teacher affecting 1,76,491 students and 520 schools had no teachers, which impacted the education of 8,596 students. This consequently resulted in inconsistent teaching, inadequate support systems and lower quality education besides creating educational inequities.
- Amongst the test-checked districts, Murshidabad had the highest percent (48 *per cent*) of schools with adverse PTRs which ranged upto 432:1.
- **Excess Teachers:** It was also noted in Audit that while there was shortage of teachers in 29 *per cent* schools in the State, there was over-allocation of teachers in 32 *per cent* of primary schools (21,679 schools) with a total of 32,840 excess teachers deployed more than the norms, in the State. Amongst the test-checked districts, Dakshin Dinajpur had the highest percent (38 *per cent*) of such schools, with 923 teachers posted in excess of norms.

This mismatch in teacher distribution underscores the need for resource optimisation to ensure equitable education across districts.

- **Head Teacher Gaps:** As per of RTE Act³² one Head Teacher was required to be posted in a school with more than 150 students. While 12,454 primary schools had more than 150 students enrolled, 2,215 schools (18 *per cent*) had no Head Teachers impacting administrative workload and school management. Meanwhile, 40530 Head Teachers had been posted in schools having less than 150 students, as against RTE norms.
- In the test-checked 18 Primary schools, three³³ schools (with 62 enrolled students) were operating with only a single teacher. Unfavorable PTR was observed in seven out of 18 test-checked Primary schools.

³¹ Maximum adverse PTR was upto 506:1, as against prescribed norms of 40:1.

³² Schedule of the Act

³³ Bankura – Purbatore SSK, Mejia and Purulia – Supurdih SSK and Veliadih SSK

This analysis highlights administrative inefficiencies, showing non-compliance with the RTE Act and an imbalance in teacher distribution, which affected both quality of education and equitable access to it.

5.1.2 PTR and deployment of teachers in Upper Primary Schools

There were total number of 6,962 Upper Primary schools in the State as of 2023-24. The PTR as mandated by Sections 19 and 25 of the RTE Act and Para 4.6 of SSIF in these schools should have been 35:1, but there were a number of Upper Primary schools with adverse PTR in the sampled districts, as detailed in **Table 5.3** below:

Table 5.3: PTR in Upper Primary Schools in 2023-24

Particulars	West Bengal	Bankura	Dakshin Dinajpur	Murshidabad	Paschim Medinipur	Purulia	Uttar Dinajpur
Total number of Upper Primary schools	6,962	399	205	646	533	499	325
PTR 35:1 - not maintained (per cent)	2,058 ³⁴ (30)	83 (21)	44(21)	271(42)	137(26)	140 (28)	169 (52)
Schools with less than four subject teachers (per cent)	4,467 (64)	213 (53)	156 (76)	380 (59)	331 (62)	316 (63)	191 (59)
School without any teacher (per cent)	304 (4)	8 (2)	11 (5)	21 (3)	6 (1)	12(2)	11 (3)
Single teacher schools (per cent)	905 (13)	33 (8)	31 (15)	113 (17)	53 (10)	76 (15)	50 (15)

Source: UDISE 2023-24

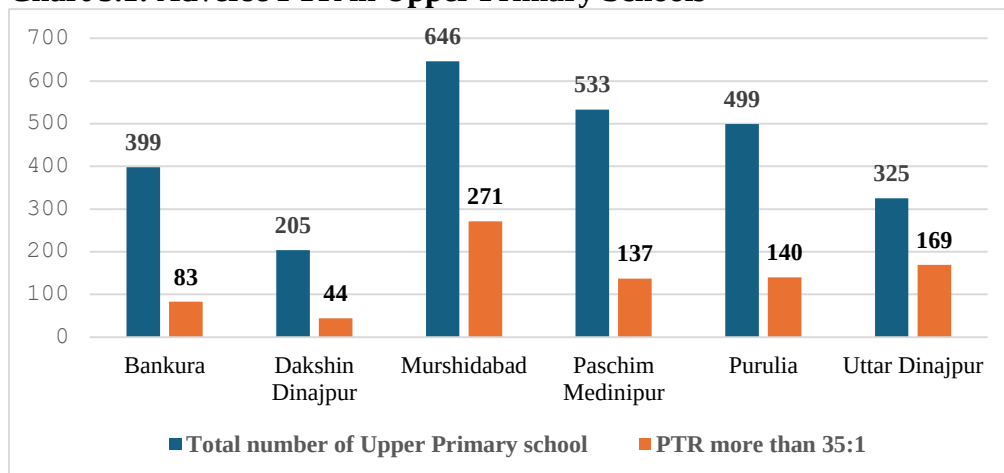
The data from UDISE 2023-24 highlight significant concerns regarding PTR norms in upper primary schools across the State. The recommended PTR of 35:1, could not be maintained by 2,058 (30 *per cent*) schools in the State. Moreover, 4,467 Schools (64 *per cent*) lacked the mandatory four subject teachers. Alarming, 304 schools had no teachers where 12,797 students were enrolled, impacting delivery of education to them. Moreover, in violation of RTE Act, 905 schools operated with just a single teacher despite the fact that 60,343 students were enrolled in these schools.

In the sampled districts, during 2023-24, the PTR norms could not be maintained in 32 *per cent* of schools, while the requirement of at least one teacher per class could not be met in 24 *per cent* of schools.

Audit also noted that the total number of upper primary schools in the State declined from 7,198 in 2019-20 to 6,804 in 2023-24, with similar reductions in the test-checked districts. Thus, over the five-year period from 2019-24, 394 schools in the State and 132 schools in the test-checked districts were shut down owing to shortage of teachers.

The position reflecting adverse PTR in Upper Primary Schools in the six sampled districts is depicted in **Chart 5.1**.

³⁴ Maximum adverse PTR was upto 922:1, as against prescribed norms of 35:1

Chart 5.1: Adverse PTR in Upper Primary Schools

Source: Records furnished by the DEOs of test-checked Districts

In reply the Department stated (August 2025) that there were two types of primary/ Upper Primary level schools in the State. One set of schools was under the administrative control of SED whereas the other sets of schools were called SSKs/ MSKs and were under the administrative control of another society (PBRSSM).

The reply was, however, not tenable as it was not relevant to the audit observation since it remained silent on adverse PTR.

5.1.3 Shortage of teachers in Secondary schools in the State

There were total number of 2,747 Secondary schools in the State as of 2023-24. The PTR in these schools as well as in the sampled districts *vis-à-vis* the norms of 40:1 as mandated by the Para 4.6 of SSIF, are tabulated in **Table 5.4** below:

Table 5.4: PTR and teachers in Secondary classes

Particulars of schools	State	Sampled districts
No. of schools offering secondary classes (Class IX to X) of education	2,747	631
No. of schools without Work Education Teachers	1,256	279
No. of schools without Physical Education teacher	1,387	304
No. and percentage of schools running without subject teachers for secondary classes		
Bengali	520 (19)	81 (13)
English	314 (11)	55 (9)
Science	1,564 (57)	352 (56)
Mathematics	745 (27)	146 (23)
Social Science	361 (13)	91 (14)
No. and percentage of schools running with shortage of five subjects and head teachers		
No. and percentage of schools with adverse PTR	861 (31)	229 (36)

Source: UDISE 2023-24

The data from UDISE 2023-24 highlight significant shortages of teachers in secondary schools across the State and sampled districts. 31 *per cent* of schools in the State and 36 *per cent* in sampled districts faced teacher shortages *vis-à-vis* the stipulated norms.

- **Subject Teacher Shortages:** Science teachers were lacking in 57 *per cent* of schools (56 *per cent* in test-checked districts), Mathematics in 27 *per cent* (23 *per cent* in test-checked districts), Bengali in 19 *per cent* (13 *per cent* in test-checked districts) and English in 11 *per cent* (9 *per cent* in test-checked districts). In absence of subject

teacher(s), students suffered from reduced learning opportunities, declining academic performance and a lack of motivation particularly in subjects like Mathematics and Science.

- **Work & Physical Education Teacher shortage:** In the State, 1,256 and 1,387 schools lacked 'Work Education' and 'Physical Education' teachers respectively, which adversely affected the holistic development of physical health, mental well-being and development of skills through practical learning experiences.
- **Schools without Teachers:** Audit also observed that 37 schools had no teachers and as a result 32 of these schools had become non-functional with the resultant absence of any students.
- Out of 15 test-checked Secondary Schools, four³⁵ schools with 405 enrolled students, had no regular teachers posted.

Audit findings in the preceding paragraphs suggest improper teacher deployment and non-compliance with PTR norms which negatively affected student outcomes.

5.1.4 PTR and teachers in schools for Higher Secondary (HS) classes

Audit examination of schools managed by the Government, that offered higher secondary education (as of March 2024), revealed significant issues. A total of 6,861 schools in the State and 1,775 in the sampled districts provided education from Class XI to XII. The PTR in these schools as well as in the sampled districts, as against the norms of 30:1 mandated by the Para 4.6 of SSIF, is tabulated in **Table 5.5** below:

Table 5.5: PTR and teachers in Higher Secondary classes

Particulars of schools	State	Test-checked districts
No. of schools offering Class-XI to XII class of education	6,861	1,775
Number of schools with PTR more than 30 (<i>per cent</i>)	5,406 (79)	1,553 (87)
No. of schools (<i>per cent</i>) running without HM/Principal	1,371 (20)	388 (22)
Number of schools with less than 240 students	277	36
Less than seven teacher schools (shortage of teachers)	41 (134)	18 (61)
More than seven teacher schools (excess teachers)	234 (2,349)	18 (129)
Number of schools between 241 and 360 enrolment	262	41
Schools with less than 11 teachers (shortage of teachers)	31 (116)	10 (51)
Schools with more than 11 teachers (excess teachers)	219 (1,860)	30 (161)
Schools without- Bengali teacher	490	62
More than one Bengali-teacher schools	5,662	1,529
No-English teacher schools	175	43
Excess English teacher school	6,052	1,578
Number of schools (<i>per cent</i>) without Work Education teacher	1,562 (23)	399 (22)
Number of schools (<i>per cent</i>) without Physical Education teacher	2,061 (30)	485 (27)

Source: UDISE 2023-24 and analysis of data furnished by SPD office

The above table indicated that, PTR was a major concern, with 79 *per cent* of schools in the State and 87 *per cent* in the sampled districts exceeding the recommended PTR of 30, as of 2023-24. Further, the above **Table 5.5** also revealed the following:

³⁵ **Uttar Dinajpur-** Government Model School, Kaliaganj- 78 students , Government Model School, Chakulia- 106 students and **Dakshin Dinajpur-** Government Model School, Harirampur- 119 students and Government Model School, Kushmandi- 102 students.

- In violation of the SSIF norms of a Headmaster in every Higher Secondary School, 20 *per cent* of schools in the State and 22 *per cent* in sampled districts lacked a Headmaster/Principal. In absence of the Headmaster, administrative works were exercised by the subject teacher, being Teacher-in-charge of the school.
- Subject-specific teacher shortages were noted mainly in Bengali (490) and English (175). Audit, however, also observed excess teachers of Bengali and English languages in significant number of HS schools. This was indicative of uneven distribution and imbalances in resource allocation.
- As per SSIF norms, each of the HS school should have one Physical Education and one Work Education teacher. In violation of the norms, 1,562 and 2,061 HS Schools in the State were running without Work Education and Physical Education teachers respectively. On the contrary, more than one Work Education and Physical Education teachers were deployed in 1,551 and 1,299 schools of the State, suggesting poor allocation.
- Adverse PTR (above 30:1) was noticed in 32 out of 34 test-checked Higher Secondary Schools which ranged between 31:1 to 233:1.

Overall, the data points to major inefficiencies in teacher distribution and administrative management, with most schools suffering from understaffing.

These imbalances in PTR adversely affected student performance, as reflected in Class X and XII results and learning level outcomes.

In reply the Department stated (August 2025) that most of the secondary and higher secondary schools were functioning as integrated institutions. These schools typically cater to students from class V to X or V to XII. Hence PTR should be calculated on total enrolment from class V to X/XII and total number of sanctioned teaching posts in the school.

The reply was not acceptable as different PTRs have been prescribed for different levels of Education under RTE Act and Samagra Shiksha Guidelines. Further the contention of the Department to compute the PTR based on sanctioned posts was also not correct as PTR should be based on actual deployment of teachers in the schools.

5.2 Transfer of teachers

The SE Department, GoWB in supersession of the West Bengal School Service Commission (General Transfer) Rules, 2013 issued the West Bengal School Service Commission (General Transfer, Transfer on Special Grounds and Reallocation) Rules, 2015. These Rules were subsequently amended twice in September 2021 and September 2022.

1. First Amendment (September 2021):

- School authorities were restricted from forwarding transfer applications exceeding 10 *per cent* of the total number of teachers in the school.
- Priority in transfer applications was to be accorded to teachers who are senior in age.

2. Second Amendment (September 2022):

- Transfer applications were not to be entertained if the PTR would fall below the required standard due to the proposed transfer.
- Exceptions were made for medical reasons and special grounds³⁶ under the 2015 rules.
- The Commissioner of SE directed all DI of Schools (SE) that School Management Committees (SMCs)³⁷ must not reject a teacher's transfer application solely on the basis of being a single subject teacher.
- The DI (SE) was to arrange for a replacement from nearby schools on a temporary basis until a permanent teacher for the subject joined.

Additionally, the UTSASHREE portal was launched in August 2021 by the School Education Department, GoWB for online transfer and posting of teachers in Government-aided and Government-sponsored schools. However, the portal was discontinued by the Department in September 2022.

5.2.1 Adverse impact on Pupil Teacher Ratio (PTR)

During the period from August 2021 to May 2023, teachers were transferred within or between districts without considering the impact on students' education. Issuance of such notifications/ orders resulted in indiscriminate transfers, which adversely affected the objective of imparting quality education to the students as was evident from audit examination in the test- checked districts, noted below.

5.2.1.1 Impact of transfer in test-checked district of Purulia

- Audit analysis of transfer and posting of teachers in Purulia district revealed that against 1,018 teachers who had been transferred from 434 schools during the period from August 2021 and May 2023, only 607 teachers had joined which resulted in shortage of 411 teachers and adversely affected the PTR in the district.
- Against the norm of 30:1, the PTR in Upper Primary to Higher Secondary sections of Purulia district was already high at 55:1 in 2019-20. This ratio further worsened to 69:1 by 2022-23, which was double the prescribed norms. A review of 19 schools in Purulia district revealed extreme disparities (**Appendix 5.1**). Against 80 teachers transferred out, only five new teachers joined, leaving schools with PTRs ranging from 91:1 to 615:1. Moreover, essential subject teachers for Mathematics, Science and

³⁶ e.g. Medical conditions such as cancer, thalassemia, serious gynaecological disorder of immediate family members of the incumbent; physical disablement of the incumbent, age of incumbent being 57 years or more and female incumbent facing divorce or death of husband.

³⁷ SMC comprises: a President appointed by the SE Department; two representatives from the sponsoring body; one Government official and two education enthusiasts nominated by the Director of School Education; one medical practitioner; the head of the institution; three elected teacher representatives; two guardian representatives (one woman for girls' schools), nominated by the President; and one elected non-teaching staff representative.

Primary functions of SMCs include monitoring school operations, preparing and recommending development plans, overseeing fund utilisation and ensuring effective implementation of educational policies.

English were transferred out, leading to a lack of subject-specific instructions in high schools.

The Department did not furnish any reply on this issue (August 2025).

5.2.1.2 Impact of transfer in Murshidabad district

The records of Murshidabad district indicate that between August 2021 to May 2023³⁸, a total of 2,741 teachers were transferred to different schools within and outside the district. Audit, however, noted that there were instances wherein the PTR was adversely affected due to these transfers. Further, it was also observed that the schools near district headquarters had higher number of teachers whereas schools away from district headquarters had acute shortage of teachers. Some illustrative instances of transfer of teachers' leading to adverse PTR between the years 2019-20 to 2023-24 are shown in the **Table 5.6**:

Table 5.6: Illustrative cases of transfer of teachers in Murshidabad district

Name of school	Year	Number of teachers transferred out	Number of students	Number of teachers	PTR
Amtala High School, Farakka	2019-20	22	3,596	57	63
	2023-24		5,215	39	134
Arjunpur High School, Farakka	2019-20	33	6,264	95	66
	2023-24		8,881	68	131
Aurangabad Balika Vidyalaya, Suti- II	2019-20	21	3,651	49	75
	2023-24		4,117	27	152
Bahutali High School (HS)	2019-20	23	2,802	44	64
	2023-24		4,593	24	191
Chachanda BJ High School	2019-20	21	5,178	63	82
	2023-24		7,252	34	213
Fatullapur Sasimani High School	2019-20	25	4,993	68	73
	2023-24		6,462	42	154
Gotha Rahman High School, Suti- I	2019-20	28	5,667	73	78
	2023-24		6,788	39	174
Kashipur Tarini Sundari Vidyapith	2019-20	22	2,615	38	69
	2023-24		3,480	35	99
Rajarampur High School, Lalgola	2019-20	20	2,108	50	42
	2023-24		3,012	29	104
Raninagar High School, Raghunathganj-I	2019-20	20	1,643	31	53
	2023-24		1,661	21	79

Source: UDISE data

It is evident from the **Table 5.6** above that despite the fact that the PTR in these schools were far from ideal in the first place, between 20 to 33 teachers were transferred out from each of these schools, leading to deteriorating PTR between the years 2019-20 to 2023-24. Consequently, there was a high risk of students' performance in exams and learning assessments being impacted in these schools and the district as a whole.

Recommendation 8: The Department may ensure a balanced Pupil-Teacher Ratio by recruiting teachers on priority basis to maintain the stipulated RTE norms. The Department may also optimise teacher deployment by reallocating them from schools with excess teachers to those facing shortages.

³⁸ Though the portal was closed in September 2022 the transfers were effected up to May 2023

5.3 Teachers' training

5.3.1 Training for in-service Teachers & Head Teachers

Para No 10.1 of SSIF of Samagra Shiksha scheme focuses on enhancing teacher training and professional development. The NEP 2020 also highlights the need to strengthen teacher education (training) institutions. Under the Annual Work Plan & Budget prepared by SSM and approved by GOI for the years 2019-24, in-service training to teachers and head teachers, including leadership training to school principals, was to be provided. The in-service training programmes, both for Elementary and Secondary levels for the period 2019-24 as approved in the AWP&Bs of test-checked districts are shown in the **Table 5.7** below:

Table 5.7: Training for in-service Teachers & Head Teachers

District	Financial Target (₹ in lakh)	Achievement (₹ in lakh)	Physical target	Achievement
Purulia	2.57	0	25,419	0
Paschim Medinipur	11.23	0.11	69,266	NA
Dakshin Dinajpur	5.35	0.18	34,555	4,795
Bankura	9.11	0.24	16,093	NA
Uttar Dinajpur	13.28	0.02	NA	NA
Murshidabad	14.72	0.12	78,163	NA

Source: Information furnished by DEO offices

From the **Table 5.7** above it can be seen that as against financial target of ₹ 56.26 lakh approved for these test-checked districts for holding the said training programmes, only ₹ 0.67 lakh was spent, with one district (Purulia) recording nil expenditure and others spending negligible amounts. Thus, only 1.19 per cent of the targeted funds were expended by the districts for training programmes as lesser number of trainings were organised. As a result, teacher in-service training, a key aspect of Samagra Shiksha, remained largely unfulfilled during the audit period.

5.3.2 Teachers' Training Institutions

Paragraph 1.3 (XIV) (iii) of the Manual of Financial Management & Procurement (FMP) of Samagra Shiksha (SS), prescribed teachers' training and professional development including in-service, pre-service, induction and refresher training under the aegis of State Council of Educational Research and Training (SCERT) and District Institute of Education and Training (DIET). Para 10.5.1 and 10.5.2 of SSIF envisaged the DIETs as strong institutions to support teachers at the school level for universalisation of quality education. DIET were set up at district levels and their activities inter alia included conducting training for in-service teachers, conducting D.El.Ed. classes for the freshers to make them eligible to sit in the Teachers eligibility test, etc.

5.3.2.1 Shortfall in trainings by DIETs

A. DIET, Uttar Dinajpur: Records of DIET, Uttar Dinajpur showed that during 2018-19 against the target (set by the SCERT) of training 410 in-service teachers & head teachers, the Institute could impart training to 295 teachers only. No in-service training was held during the remaining period of 2019-24.

B. DIET Murshidabad: Records of DIET, Murshidabad showed that as against the target of training 360 in-service teachers & head teachers, the Institute could impart training to 316 teachers. Aside from the training programmes, DIET, Murshidabad had conducted only one research on Out of school children during the period 2019-24.

C. DIET, Bankura, Purulia, Paschim Medinipur and Dakshin Dinajpur: None of the Institutes had conducted any training courses and had also not conducted any research activities during the period 2019-24.