

STATUS OF ELEMENTARY EDUCATION IN INDIA

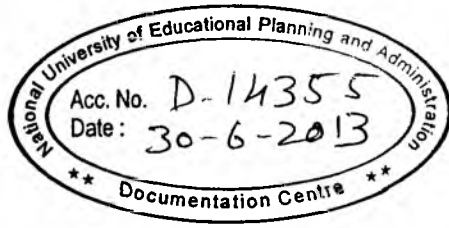
Dr. BUPINDER ZUTSHI, JNU
Mr. RAMAKANT RAI

NUEPA DC



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NATIONAL COALITION FOR EDUCATION



Status of Elementary Education in India

RESEARCH TEAM

Dr. Brijinder Zutshi, Jawaharlal Nehru University, New Delhi (Principal Investigator)

Mr. Rmakant Rai, National Coalition for Education (India)

Janisree Padmakar (Research Assistant)

Jeem Gupta (Research Assistant)

Uma Gupta (Advocacy Coordinator – NCE)

Sandeep Chandra Mishra (Research Coordinator- NCE)

National Coalition for Education

Preface and Acknowledgement...

The key processes affecting the future of the world, in particular our children are Universal Elementary Education, Elimination of child labour, and poverty alleviation. A multi-dimensional approach consisting of implementing Right to Compulsory Elementary Education, improving quality of education, awareness building and consciousness raising, community participation, alternative and viable social and economic rehabilitation, enforcement of national and international legal instruments in relation to children and others similar plans, is needed for linking the inclusive universalization of education, elimination of child labour with overall poverty alleviation. Thus it is imperative that there is a synergy in policy planning and programmes that address these three vital issues that affect the lives of millions of children for a sustainable development.

The present study aims to identify and critically examine the current scenario of Elementary Education in the backdrop of promulgation of Right to Elementary Education. The study aims to identify the gaps in the process of evolving appropriate environment for quality elementary education covering all issues like financial requirements, governance, community participation, infrastructure and inclusive education programmes covering all marginalized communities

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Bupinder Zutshi

OBC	Other Backward Class
PCI	Principal Component Index
PEU	Primary Unit
POA	Programme of Action
PRI	Panchayati Raj Institutions
PROBE	Peoples Report on Elementary Education
PSU	Primary Sampling Unit
PTA	Parent Teacher Association
PTR	Pupil Teacher Ratio
REPA	Right to Education Protection Authority
RMSA	Rashtriya Madhyamik Shiksha Abhiyan
RTE Act	Right to Education Act
SC	Scheduled Caste
SCPCR	State Commission for Protection of Child Rights
SCW	School Classroom Ratio
SDG	School Development Grant
SDMC	School Development and Monitoring Committee
SMC	School Management Committee
SMG	School Maintenance Grant
SPSS	Statistical Package for Social Science
SSA	Sarva Shiksha Abhiyan
SSU	Secondary Sampling Unit
ST	Scheduled Tribes
TLM	Teaching Learning Materials
UEE	Universalization of Elementary Education
UNESCO	United Nations Educational Scientific and Cultural Organization
UNICEF	United Nations Fund for Children
UPA	United Progressive Alliance
VEC	Village Education Committee

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EXECUTIVE SUMMARY

Elementary Education System in India is the second largest in the World with 1,285,576 government recognized elementary level schools located in 633 districts, enrolling 187,727,513 children during 2008-09. But in spite of large network of educational institutions, India has already missed the gender parity target and target of covering all children aged 6-14 years in schools by 2010. The NSSO 64th Round (2007-08) indicates literacy rate of 62.3 % for females and 80.5% for males for population aged 7 and above years, which indicates significant gender gap in the literacy rate. Access, reach and gender parity deficit in schooling is observed, in the most populated states of Bihar, Uttar Pradesh, Andhra Pradesh, Orissa, West Bengal and Rajasthan. Significantly these states also have a concentration of poverty incidence rates (Planning Commission data)

There has been significant decline in the out-of-school children aged (6-14 year) from Sixty-five million children (according to the Census- 2001) to about 21million in 2007-08 (NSSO, 64th Round) which is still higher than the estimated government figures of 7.59 million children. Moreover a significant proportion of enrolled children in elementary school do not attend classes for two to three months regularly every year due to agricultural activities performed by the students. This has made the entire claim of the education plans under the Sarva Shiksha Abhiyan (Education for All) out of sync with the reality. It is therefore important that the government brings out a new realistic road map addressing 21 million out of school children instead of the estimated 8 million on which the road map was developed earlier. The EDWATCH Survey 2010 also depicts 4% children among 6-10 age group and 7% children aged 11-14 years were not enrolled in schools. Regional variation was found as proportion of never enrolled children were higher in Bihar, Jharkhand, Rajasthan and Uttar Pradesh. It would also require significant increase in the financial outlays to implement the Right to Compulsory Elementary Education in the country.

The Right to Education Act has clearly excluded and violated the rights of the pre-schooling for children aged 0-6 years and adolescents aged 15-17 year, who require secondary education. It also snatched away the concept of Common Education System of schooling by stating "that free and compulsory education shall be provided *"in such manner as the State may, by law, determine*". This conditionality was brought in to enable the State to circumscribe Common Education system. The Act also makes provision for encouragement of private sector for opening primary and middle schools in non-serving areas. The Act is silent about the major problem of elementary education i.e the 'Drop Out' rates and a significant number of out-of-school children.

Although there has been a substantial increase in the allocation of budget for education by the Union Government but the overall expenditures in terms of GDP, proportion of budget to total budget as well as proportion of education budget to total social sector budget shows declining trends during 2000-2010. Unfortunately the last two subsequent annual Union budget (2009-10 and 2010-11) failed to live up to the expectations of the promised Eleventh Five Year Plan allocations, and did not fit with the grand plan to implementing the Right to Elementary Education for all children aged 6-14 years. This indicates that government is not serious to implement the Right to Elementary Education which promised substantial improvement in access, quality and other

dimensions of elementary education and provision of quality education to every child is a fundamental right.

Out of 1.285 million governments recognized elementary schools in the country 56% schools were by State/ Central government education department, 4% by Tribal Welfare Department, 20% by Local Body in Towns/ Municipal areas, 6% by Private aided and 14% by Private un-aided. There has been a significant increase of private aided and un-aided schools during last five years especially in urban areas. Private aided and un-aided schools have increased from 15% in 2003-04 to 20% in 2008-09.

The study found that only 23% primary and 26% Upper Primary Schools were visited by CRC Coordinators during last six months preceding the survey. Majority of the schools indicate that the inspection system is only cosmetic where most of the activities checked are administrative with hardly any inputs teaching related activities. The study indicates that Education Management Committee (EMMC) was available in 86% villages and Mother/ Parents Committee were available in 61% villages. The findings indicate there has been significant change in the attitude of community towards education awareness. 25% of the head teachers mentioned that parents were willing to help us in every respect especially sending children regularly to schools. Parent-teacher associations (PTAs) and Village Education Committees (VECs) were in place and significant contribution was provided in identifying out-of-school children and making parents agree to send their children to schools. However in case of Uttar Pradesh and Bihar the study found lack of active parent-teacher interactions in the government school education system both in rural and urban areas. Parental apathy is a serious concern although individuals may express concerns but they are not willing to share these concerns with teachers and VECs. Thus the participatory system in education is not functioning effectively in some states.

Some of the issues of poor accountability and good governance are that teachers are not encouraged and the promotion system is based on seniority. It has nothing to do with the capacity, capability and performance of the teacher. According to teachers, conscientious teachers, unwilling to act according to the wishes and whims of administrators and community leaders are unceremoniously transferred to far flung areas. Present inspection system is fraught with inconsistencies and lacunae. In majority of cases head-teacher / Head Master post has been abolished/ vacant and there is no one to monitor the system.

Although access to schools have increased substantially yet instances have been found where secluded areas and marginalized communities lack easy access to schools. Both NSSO 64th Round and EDWATCH Survey 2010 point out that Upper Primary Schools are still far away from the habitations. The EDWATCH survey indicates that 86% households confirmed availability of Primary school within 1 Kms, while 9%, 3% and 2% households reported primary school facility at 1-3, 3-5 and above 5 Kms respectively. The Upper Primary School was available for 46%, 32%, 12% and 10% households at distance range of within habitation, 1-3, 3-5 and above 5 Kms respectively.

The ratio of upper primary schools to primary schools has improved significantly from 1:15.4 (one Upper Primary School to 15.4 Primary schools) in 1950-51 to 1:2.27 in 2008-09. But still regional variations were found in the upper primary to primary school ratio especially for West Bengal (1: 5.63), Bihar (1: 3.73), Assam (1: 2.99), Jharkhand (1: 2.88), Tamil Nadu (1:2.48), Madhya Pradesh and Uttar Pradesh (1:2.62), Andhra Pradesh (1:2.55). Thus although improvement in the access of primary schools has been achieved, but constitutional obligation of elementary education up to class VIII is still not workable as

Upper Primary schools are not conveniently located for the students. A significant proportion of students in rural areas have to travel without any access to transport system for 3- 5 kilometer during hot summer, rainy season and uphill. This discourages regular attendance of students. The inadequacy of Upper Schools in the rural areas actually acts as a barrier for girls enrolments and hence enhances girls dropout rates.

Significant number of schools were without buildings. The DISE data suggests that 3.53 % of the primary school and 3.31 % of upper primary schools and 2.81% of all schools did not have any building in 2008-09. The EDWATCH survey found pucca building was available in 85 % of primary and Upper Primary school but 35% of the building were dilapidated due to lack of regular maintenance. The water was leaking during rainy season and teachers even stated that during heavy rains they have to close school. Andhra Pradesh and Rajasthan have most school in dilapidated conditions. The EDWATCH survey found a significant proportion of schools in Jharkhand, Bihar, Madhya Pradesh, Orissa and Uttar Pradesh were without boundary walls. Only 43% schools had boundary walls.

On an average only 3.1 classrooms were in a primary school in 2008-2009. The EDWATCH survey reported 1.7 classrooms per elementary schools. Majority of these classrooms have been constructed under the SSA. But considering 8 classes have to be taught in these elementary schools, the School/ Classroom ratio is still low and it encourages multi-grade teaching in classes.

Astonishingly 12% primary schools were without drinking water facility- a basic requirement for any educational institution to attract students. The EDWATCH study depicted that only 68% schools had functional drinking water facility. Further scrutiny revealed that water quality was not monitored in 5% schools as students stated that some of the water pots have not been changed for the last three days.

Common toilet was only available for 67% elementary schools, while it was available for only 63% primary schools. Separate Girls toilet was available only in 44% schools. The EDWATCH survey reported that 25% schools did not have usable toilets as water was not available for cleaning and moreover for 15% schools toilets were found locked thus were literally not available for use of children. Field observation also indicated improper location of girl's toilet where doors could not be closed properly. Parents expressed concern for not have proper separate toilet facilities for girls.

Only 36% of the elementary school have electric supply, which demonstrates the pathetic situation especially during the hot summer months when electric supply is required for cooling. Only 14% elementary schools had computer facilities. Computer facility was restricted in few Union Territories and in Delhi in the National Capital Region

The EDWATCH 2010 survey reflects significant infrastructure deficit in elementary schools, especially lack of separate teachers' room, library, separate toilets for girls and women teachers and electricity facility in majority of schools. The study depicts that 21% schools did not have office rooms, 64% schools do not have teachers room, 70% schools do not have library, 6% schools do not have black boards, 33% schools are without electricity and 86% schools do not have fans, Telephone connection was not available in 65% schools.

Major incentives for students was free tuition as 80% of rural students and about 40% of urban students attending primary level classes got free education. At Upper Primary level, education was free for 75% of rural and 45% of urban students. In addition to free education text books were also provided free of cost in 85% of surveyed schools. 72% of schools were providing mid-day meals to students. However regional variations exist in the provision of midday meals. Andhra Pradesh and Rajasthan covered fewer proportion of schools under midday meal scheme.

The midday meal scheme according to many teachers was a burden on them, as they had a responsibility of managing the process. They had to procure the raw materials from the Co-operative Societies in accordance to the student strength and supervise on the cooking, and serving of these meals. A big problem was maintaining the meals register that had to be updated on a daily basis for the amount of raw materials consumed and left. The school teachers reported that 'most of their day's job is occupied in supervising the meals and filling up the meals register as there were only three teachers including him at the school. A clerical staff is appointed at the primary level for this purpose.

Non-availability of teachers and large size of classes are more tangible and rudimentary problems that the elementary education system faces today. The EDWATCH Survey -2010 indicates that there were 2.36 teachers per elementary schools and 2.96 teachers per primary school in the sample selected schools. Jharkhand, Rajasthan and Orissa had the least number of teachers per primary school. Schools with 1 teacher were few only in case of primary schools of Rajasthan, Madhya Pradesh and Uttar Pradesh. Primary schools with female teachers have substantially increased as 67% surveyed schools were having female teachers. Similarly trained teachers were available in 79% surveyed schools. However in case of Gujarat and Uttar Pradesh fewer trained teachers were found. Pupil / Teacher ratio was 48 among the surveyed schools. It was exceptionally high in case of Bihar, Jharkhand, Uttar Pradesh and Madhya Pradesh. Thus urgently more teachers need to be inducted in the elementary education system to reach the approved norm of 300 pupils per teacher as envisaged in the Right to Education legislation.

The pupil/ teacher ratio (PTR) remained constant at 43 from 1990 to 2002 due to lower recruitment and slow enrolment drive. However after 2007 recruitment has picked up across the country and PTR was 34 in Primary Schools and 31 in Upper Primary Schools in 2008-09. The PTR was high in Primary schools for Bihar, Uttar Pradesh and West Bengal. In the case of Upper Primary Schools PTR was high for Bihar, Jharkhand, Uttar Pradesh and West Bengal. Slow growth in teacher supply has resulted in overcrowded classrooms in the schools. Thus the PTR is above the Right to Education norm in majority of states. Regular posts for teachers remain unfilled, since the state is not in a fiscal position to hire additional teachers.

The EDWATCH Survey-2010 points out that out of 516 teachers in the surveyed 140 schools across the states 24% teachers were Para-teachers. The proportion of Para-teachers was very high in case of Bihar, Jharkhand, Orissa and Uttar Pradesh. Therefore efforts need to be taken to provide them appropriate in-service training and also improve their service rules and salary, so that they will feel part of the education process and improve their efficiency. As already discussed quality of teachers is most important input to improve teaching-learning activities in schools. According to the DISE data 12.61% teachers in the country were Para teachers in 2008-09 against 14.01% in 2007-08. However the state of Jharkhand had 53% teachers as Para teachers, while Uttar Pradesh recorded 38% Para teachers followed by Andhra Pradesh (16.51%) during 2008-09. Thus quality of education provided in the schools is affected and needs to be looked into urgently by providing appropriate training to the existing para teachers.

The EDWATCH survey confirms that teachers absentee rate was 20% in the surveyed primary schools, while it was 21% in Upper Primary schools. Gujarat, Andhra Pradesh and Rajasthan depicted lower teacher absentee rates as compared to other states. Further scrutiny indicated that 15% of the total absenteeism was due to the availing of the permitted casual and earned leaves availed by the teachers. 2% teachers were on professional duty especially for training etc, while rest of the absenteeism was due to non-professional duty like duty for various government programmes. During the unannounced field visits to the schools although 80-85% teachers were present in the schools but actual teaching activity/ classroom activity was performed only by 72% teachers. Thus accountability, governance and monitoring needs to be given considerable thought. However proportion of teachers involved for non-teaching activities was higher for Uttarakhand (15%), Punjab (14%), Orissa (12%) and Andhra Pradesh (10%). During the field visit high proportion of teachers

absenteeism was however observed which affects the school activity. During the field visit high proportion of teachers absenteeism was however observed which affects the school activity¹.

In addition to the high proportion of teachers absenteeism during the unannounced field visits to the school, although 80-85% teachers were present in the schools but actual teaching activity/ classroom activity was performed only by 72% teachers. Thus accountability, governance and monitoring needs to be given considerable thought. A study conducted by AIFTO also indicates that 49% of the schools do not have headmasters, as the post is lying vacant. The absence of headmaster leads to higher number of absenteeism as nobody is monitoring the teachers.

India's elementary education system also suffers from lesser number of working instructional days. The PROBE report 1999 indicates that "schools are closed for about 12 weeks each year on account of annual vacations and for another 60 days during the remaining 40 weeks on account of Saturday and Sundays (when most schools have half-day timings)". Thus only 220 effective days are left for instructional activities. The teachers also avail other holidays and permitted holidays. Although there has been some improvement, yet number of working instructional days was found 211 per year according to DISE data 2008-09. Although there are 211 instructional working days as per the school calendar, but in reality actual instructional working days are somewhere between 150-175 days as teachers avail permitted leave, duty leave for professional training and duty leave for non-professional work activities like; Census work, election duty, Pulse Polio awareness duty etc; and also unannounced absenteeism. This absenteeism due to a number of reasons affects most in the single teacher schools, where schools have to be closed and the working instructional days are reduced drastically. Owing to the dilapidated condition and leaking roofs of several school buildings, schools are also closed during heavy rainy seasons and extreme cold wave/ heat wave conditions. Thus multiple factors play roles in reducing the actual number of instructional days. During the EDWATCH field visit 2-3 working days were lost due to heavy rains in Orissa, Andhra Pradesh and Madhya Pradesh. Significantly even the DISE data (which is considered not authentic) also depicted regional variations in the number of working instructional days as it was only 186 days in Bihar, 187 days in Uttar Pradesh and 203 days in Orissa.

The EDWATCH Survey-2010 also reported that only 15% surveyed schools had received Development grant during last one year, while maintenance grant was received by 28% surveyed schools and TLM grant for teachers was made available to 38% surveyed teachers. Significant variations were found among states in availing these grants. Gujarat, Punjab and Utrakhnad were better performing states in procuring these grants.

During the supervision it appeared that blackboards were not used for several days in at least 12 classrooms of different schools. Majority of classroom were poorly lighted and demonstration of maps, charts, teaching-learning materials were not in practice. Major activity of teaching followed in 70% classrooms was reading from books and reciting the passages with rote methods of learning. Seating arrangement of the students was most uncomfortable due to high student/ classroom ratio. Engaging students with thinking and writing was found only in 28% classrooms. Library facility was found only in 32% schools even the books were torn, outdated and not used for a long time. Students were not even aware of library facility in 59% cases. Other extracurricular activities were more or less absent in majority of cases. Musical instruments were present in 15% schools while sports equipments were present in 18% schools. Owing to the absence of ground and boundary wall, sports activities were not performed effectively.

Enrolment in primary level of education has increased more than seven times from 19.2 million to 136.2 million students during 1950-51 to 2007-2008. The increase in case of girl enrolment had been nearly twelve times

¹ During field visit discussion with the community members, parents of the students revealed that a significant number of teachers remain absent regularly without any notice which hampers the school activity and acts as a barrier for regular teaching (which could not be ascertained at the school level)

from 5.4 million in 1950 to 64.76 million in 2007-2008. The enrolment for Upper Primary level increased 11 times during 1950-51 to 2008-09 from 3.1 million to 56.78 million. Girl enrolment increased from 1.6 million to 26.06 million during the same period for Upper Primary schools.

Although there has been constant increase in the students enrolment at the primary and elementary levels at the national level but regional level variations have been observed during last three years. Enrolments showed decline in case of Punjab, Andhra Pradesh, Uttar Pradesh and Rajasthan. However, the NUEPA 2009-2010 data indicates a decrease of 1 million enrolments from class I-V during 2008-09 to 2009-2010 even at the national level. Surprisingly the major magnitude of decrease was observed in states of Uttar Pradesh which does not show any significant decline in the Total Fertility Rates (TFR) compared to other northern states during the preceding years. Marginal decrease was also noticed in case of Uttarakhand, Bihar, Chattisgarh, Orissa and few other states.

The enrolments trends of Uttar Pradesh states during last three years indicate inconsistency as trends depicted 6.73 percent decrease in enrolment rates for Uttar Pradesh during 2006-07 to 2007-08, then an increase of 10.42 percent during 2007-08 to 2008-09 and now decrease of nearly one million children during 2008-09 to 2009-2010.² This mysterious decline and inconsistency of enrolments at primary level in Uttar Pradesh needs to be looked into as several possibilities were found during the field visits. General view was that enrolments data during past years was fudged to indicate the relevance of appointing mass scale of para teachers as well as providing provisions for mid-day meals. But due to strengthening of transparency and accountability measures the actual enrolments are now being released. Similarly there has been consistent decrease in primary level enrolments in Andhra Pradesh, Punjab and Rajasthan, which could be partly explained by decrease in TFR in Andhra Pradesh and Punjab.

At the elementary levels (Class VI-VIII), there has been constant increase in the enrolments at the national level signifying decrease in drop-out rates and increasing transition rates. But the states of Andhra Pradesh and Uttar Pradesh again depicts declining trends as well as inconsistency in the enrolment rates.

All these indicate a significant presence of private institutions not only in school education in urban areas but also in the rural areas. There has been 6% increase in the enrolments in the private managed schools during 2007-08 to 2008-09 as their enrolments increased from 32.73 million in 2007-08 to 34.84 million in 2008-09 as compared to a decline of 1.63 enrolments in government managed schools. Higher percent increase in private management schools was in Uttar Pradesh (37%), Orissa (17%), Uttarakhand (16%) and Rajasthan (13%). Consequently there was decrease in the enrolments in government managed school during 2007-08 to 2008-09. The percent decrease in these schools was to the tune of 2% during 2007-08 to 2008-09. Decline in the enrolments in government managed schools was observed in Jharkhand, Rajasthan, Uttarakhand, Punjab, Andhra Pradesh and Gujarat. Bihar depicted enrolment increase of 5% in government managed schools indicating impact of awareness measures through Sarva Shiksha Abhiyan. Widespread adoption of free market orientation to the economy in the recent past has ushered in a sense of déjà vu that privatisation will solve the problem of basic education also. One need not shun private initiative in provision of basic education facilities. But this has to be

² NUEPA – DISE data released on 1st February 2011.

done with great care and caution where inadequate provision and inequitable distribution of educational facilities is still a serious problem. While in country regional disparities are significant and incorporation of marginalized groups into education is still a problem, allowing market forces to operate is likely to jeopardize the interests of the poor by creating a hierarchy of classes within the education system. This becomes even more serious when governments begin to make conscious efforts to freeze expansion of basic educational facilities and wait for the private sector to take over.

Average enrolment was 100 students, 219 students and 62 students per Primary, Primary with Upper Primary and only Upper Primary Schools respectively in the country. The DISE (2009-10) data indicates that average student classroom ratio was 33 for all schools and 35 for primary schools. But nearly 26% elementary schools in the country had more than 60 children per classroom. The proportion of schools with more than 60 children per classroom was high for Bihar (73%), Jharkhand (43%), West Bengal (40%), Uttar Pradesh and Assam (35%). Therefore more schools need to be opened in these states to reduce the students' enrolments per classroom.

The Gender parity enrolment index (Girls to boys enrolment ratio-GPI) depicted, significant increase both at primary and Upper Primary levels. GPI increased from 0.39 in 1950-51 to 0.94 in 2008-09 for Primary schools and from 0.19 to 0.91 for Upper primary schools during the same period. EDWATCH survey indicates Gender Parity enrolment was 0.94 for primary schools and 0.83 for Upper Primary Schools. Thus the survey indicates that significant improvement has been made to enroll girls at the Primary level but still girls enrolment in Upper Primary levels are not satisfactory. Rajasthan and Bihar returned lower GPI both for Primary schools and Upper Primary Schools. Average number of students per primary school was 75, while it was 256 for Upper Primary Schools. Bihar and Uttar Pradesh were having larger number of students both in primary and Upper Primary Schools. Student classroom ratio (SCR) was 43 for Primary Schools and 45 for Upper Primary schools. But significant variation were found in the student classroom ratio as Bihar and Jharkhand recorded very high SCR.

There has been efforts towards inclusive enrolments in elementary schools as proportion of enrolments in primary level was 20.8% for Scheduled Caste (SC) population, 13.3% for Scheduled Tribes (ST) population and 43.74% for Other Backward Communities (OBC) to all enrolments against the SC and ST population of 16.20% and 8.20% of total population in the country (2001 Census). Similarly SC, ST and OBC enrolments at Upper Primary levels were 20%, 11% and 43% to all enrolments respectively. The GPI at primary levels for SC, ST and OBC was 0.86, 0.92 and 0.78 while it was 0.84, 0.83 and 0.77 at Upper Primary level respectively. Enrolment for Muslim communities which is comparatively educationally backward was 10.37% and 8.35% at Primary and Upper Primary Levels to total enrolments respectively. The GPI for the Muslim community was 0.84 and 0.80 at Primary and Upper Primary level respectively. The EDWATCH survey 2010 also depicts significant improvement in the inclusive education agenda of the country as 27% SC, 14% ST and 42% OBC students were found enrolled in the surveyed schools. It indicates that effective measures are being taken to get marginalized communities encouraged for school enrolments. Incentives like mid-day meal, free tuition fee and attendance scholarships have paid some dividends in making inclusive education possible. But gaps are found in the Gender Parity Enrolments among these marginalized communities, as GPI was less for SC, ST communities. Regional variations were also found in the GPI, as GPI was least for Bihar and Rajasthan for SC and ST communities.

The Gross Enrolment Rate (GER) in primary education was mere 43% in 1950-51 and it reached up to 115 percent in 2007-08. GER in upper primary stage increased from 59% in 2000-01 to 77% in 2007-08. GER for SC and ST at primary level was even higher than the general population indicating higher age children have been motivated through incentives to enroll in primary sections. While GER at Upper Primary levels were significantly lower for SC and ST population. The NSSO 64th Round (2007-08) data indicates that Gross Attendance Rate of 104 for Class I-V, 84 for Class VI-VIII and 97 for Class I-VIII. The GAR for boys was 106, 87 and 99 and for Girls was 103, 81 and 95 respectively for Class I-V, VI-VIII and I-VIII. The EDWATCH Survey 2010 also recoded GAR of 105 and 102 for boys and girls respectively for Primary classes, while it was 89 and 76 respectively for boys and girls at Upper Primary level. Bihar and Andhra Pradesh recorded lower GAR for

³ R Govinda, 'Educational Provision and National goals in South Asia: A Review of Policy and Performance', Paper presented at the IDS-JNU Conference on "Needs vs. Rights: Social Policy from a Child-Centred Perspective," New Delhi, India July 28-30, 1999

Primary classes than other surveyed states. GAR at Upper Primary level was lower both for boys and girls in Bihar and Uttar Pradesh.

The NSSO 64th Round indicates, AAR of 89 for boys both for the age groups of 6-10 and 10-13 years, AAR for girls was 87 for age group of 6-10 and 83 for 11-13 years. EDWATCH survey 2010 depicts AAR of 86 and 81 for boys and girls (aged 6-10 years) respectively, while it was 86 and 81 for boys and girls (aged 11-14 years) for all the surveyed schools selected from the 10 states. Thus the survey indicates that a significant proportion of children was not actually attending schools during last 10 days before the survey, but they may be enrolled in schools. AAR for girls at ages 11-14 was very low reflecting higher girl dropout rates between completing the elementary education.

The NSSO 64th Round indicates Net Attendance Ratio (NAR) at the primary stage (class I-V) for 6-10 year children was 84 and it was 59 for Class VI-VIII for children aged 11-13 years. The gender gap in NAR is noticeable among both the Class groups. NAR for boys was 86 and 61 and for girls 83 and 56 respectively for Class I-V and Class VI-VIII. NAR from the EDWATCH survey 2010 depicts 85 and 83 respectively for boys and girls at primary level, while it was 61 and 56 for boys and girls respectively at Upper Primary level. Thus appropriate attendance at primary and upper primary levels were fewer depicting higher age group children have been encouraged to attend schools both at primary and Upper Primary levels. Bihar, Jharkhand, Rajasthan and Uttar Pradesh recorded lower NAR both for girls at primary and Upper primary levels compared to other states.

The overall attendance rate of students at primary and Upper Primary level during the unannounced visits to schools was 75%. Gender gap in attendance rate was found insignificant except in case of Bihar and Madhya Pradesh. However regional variation in the attendance rates was significant. Attendance rates were lower in Madhya Pradesh, Rajasthan, Uttar Pradesh and Jharkhand. It was found that some children leave school early and hence the attendance rate in the last hour of school was lower than that of the first hour at both primary and upper primary levels, except in Punjab and West Bengal. The average gap in attendance rate between first and last hour of the school working hours is 2.7% points at the primary stage and 2.1% points at the upper primary stage.

The dropout rates have decreased from 64.9% in 1960-61 to 25.0% (26% for boys and 25% for girls) in 2007-2008 in primary classes while it has decreased from 78.3% to 43.20% (40% for boys and 41% for girls) during 1960-61 to 2007-2009 in the upper primary stage. However drop-out rates for both SC and ST students were 33% each, for Class I-V while it was 52% and 63% for SC and ST students in Class VI-VIII respectively. Therefore dropout rates still continue to be high both for SC and ST population in the Upper Primary Levels. The NSSO 64th round indicates 24% males and 20% females had discontinued their education till they reached 15 years of age. The EDWATCH empirical study conducted in the ten states depicts very high dropout rates of 18% and 21% for boys and girls respectively from Class I-V. The drop-out rates for Upper Primary Classes VI-VIII were 8% and 13% for boys and girls respectively. However significant variations exist in dropout rates among the states. Very high dropout rates among households with "Always deficit food" at home. The poverty and distress displacements encourage parents to withdraw children from schools and enter them in work. Hence human resource developments take a back seat, thereby perpetuating poverty and generating child labour.

The cohort survival rates indicate 89% for boys and 84% for girls from class I-V, while it was 92% for boys and 88% for girls from class VI-VIII. Thus significant gender gaps exist in the survival rates both at primary and Upper primary levels. Andhra Pradesh and Jharkhand depicted lower survival rates for both gender groups for class I-V. The analysis indicates that efforts should be taken to reduce the wastages in the elementary education system as otherwise scarce resources are getting wasted without the expected achievements. Average transition rate from primary to upper primary level was 83% during 2008-09. There was no gender variation in the transition rate.

The Education Development Index (EDI) based on the selected set of indicators (through Principal Component Index) indicates that Bihar, Uttar Pradesh, Orissa, Jharkhand and Rajasthan recorded lower EDI for Access. While Madhya Pradesh, Orissa, Andhra Pradesh, Bihar and Jharkhand recorded lower EDI for Infrastructure and Andhra Pradesh, Rajasthan, Punjab, Uttar Pradesh and Bihar recorded lower EDI for Students Incentives. The EDI for Teachers resources was lowest for Bihar, Rajasthan, Jharkhand, Uttar Pradesh and Madhya Pradesh. EDI for Outcome was lowest for Bihar, Jharkhand, Uttar Pradesh, Rajasthan and Uttar Pradesh. EDI for equity indicators was lowest for Bihar, Rajasthan, Jharkhand, Uttar Pradesh, Madhya Pradesh. The EDI based on all

the selected indicators depict that Bihar recorded lowest EDI followed by Rajasthan, Jharkhand, Uttar Pradesh, Orissa and Andhra Pradesh. Highest EDI was recorded by Gujarat followed by Punjab, Madhya Pradesh and Uttarakhand.

The study suggests that combination of factors work together for prevalence of out-of-school children and child labour. The factors identified through the multivariate analysis were education deprivation of the child and parents, Access to schools, food deficit at home, unemployment status of any family member for more than 6 months, families with no or less land and community participation in school governance. Therefore reducing out-of-school children proportion and the elimination of child labour requires multi pronged strategy of making schools accessible, providing quality education in schools, attacking food deficit scenario at home through poverty alleviation programmes and providing employment to adults

CHAPTER-I

Context, Background, Objectives and Research Coverage and Methodology

Education is the great engine of personal development. It is through education that the daughter of a peasant can become a doctor...that a child of farm workers can become the president of a great nation. It is what we make of what we have, not what we are given, that separates one person from another. – Long Walk to Freedom:

The Autobiography of Nelson Mandela (1994, p.144)

I.1 Context and Background

Education in the present day context is perhaps one of the most important means for individuals to improve their personal endowment, build up their capacity levels, overcome constraints and in the process, enlarge their available set of opportunities and choices for a sustained improvement in quality of life. Education has the power to transform lives. It broadens people's freedom of choice and acts as an empowering them to participate in the social and political lives of their societies and equips them with the skills they need to develop their livelihoods. In this process education enhances human capital, increases productivity and empowers for facilitating the process of acquisition, assimilation and communication of information and knowledge. The role of education to meet basic learning needs of every person – child, youth and adult in shaping human development have been emphasized through several cross-cultural studies⁴. Development economists have shown that more educated and literate parents bear more children during their lifetime, have healthier lives, reduced fertility and less disease prone children.⁵

There has been significant positive impact of the quantity and quality of primary and secondary education (measured as enrolment ratios or average years of schooling) on aggregate economic growth (Chabbot and Ramirez, 2000⁶; Topel, 1999⁷), (Weiner)⁸, (Hannum and Buchmann, 2004⁹), (Walters 2000¹⁰), (Abadzi, 2006¹¹), (Duflo and Breierova, 2002¹²; Schultz, 2002¹³), (LeVine et al., 1991, 2000

⁴ UNESCO, Global Monitoring Report – 2010, "Reaching the Marginalised", Oxford University Press.

⁵ International Labour Organization(ILO), Report on Cost-Benefit Analysis of Education, 2007.

⁶ Chabbot, C, and Ramirez, F. O. 2000. Development and education. Hallinan, M. (ed.), Handbook of the Sociology of Education. New York, Kluwer Academic, pp. 163–88.

⁷ Topel, R. 1999. Labour markets and economic growth. Ashenfelt, O. and Card, D. (eds), Handbook of Labour Economics, Vol. 3C. Amsterdam, North Holland, pp. 2943–84

⁸ Weiner, Myron; (1991): The Child and the State In India, Child Labour and the Education Policy in Comparative Perspective. Princeton University Press, Princeton.

⁹ Hannum, E. and Buchmann, C. 2004. Global educational expansion and socio-economic development: an assessment of findings from the social sciences. World Development, Vol. 33, No. 3, pp. 1–22.

¹⁰ Walters, P. B. 2000. The limits of growth: expansion and school reform in historical perspective.

¹¹ Abadzi, H. 2006. Efficient Learning for the Poor: Insights from the Frontier of Cognitive Neuroscience. Washington, DC, World Bank. (Directions in Development.)

004¹⁴), (Stash and Hannum, 2001¹⁵). These studies have indicated that essential learning tools (such as literacy, oral expression, numeracy, and problem solving) and the basic learning content (such as knowledge, skills, values, and attitudes) required by human beings are essential to be able to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve the quality of their lives, to make informed decisions, and to continue learning and knowledge sharing – a key requirement in the post globalization scenario. The scope of basic learning needs and how they should be met varies with individual countries and cultures, and inevitably, changes with the passage of time.

Inflated by the economic reforms since 1991, India has surged as a significant economic power in the global economy. Globalization and Structural Adjustment Programmes has given rise to a vibrant middle class populations mostly dwelling in towns and cities. A brand new generation of executives, businessmen and industrialists has begun to compete in the global market. Cell centers, information and communication technology (ICT) companies, business process outsourcing (BPO) firms, and premier educational institutions have not only begun to offer world-class services, but have also boosted up high rates of service exports. India seems to be surging ahead with policies of generating economic growth with a per capita GDP of US\$ 515.16 The maturing of democratic processes and political consensus among major political forces has given positive signal to multinational companies (MNCs) and created conducive condition for direct foreign investments (FDIs) which has helped in linking Indian economy with the global economy.

Unfortunately the India's unfolding economic success is not reaching to the poor. The agenda of attaining the Millennium Development Goals (MDGs) still remain elusive for the majority of developing and under- developed countries including India.¹⁷ With just five years to go, to attain the MDGs relating to poverty, universalization of education, gender parity empowerment and reducing child mortality

¹² Duflo, E. and Breierova, L. 2002. The Impact of Education on Fertility and Child Mortality: Do Fathers Really Matter less than Mothers? Cambridge, Mass., Massachusetts Institute of Technology, Department of Economics. (Working Paper.)

¹³ Schultz, P. T. 2002. Why governments should invest more to educate girls. World Development, Vol. 30, No. 2, pp. 207–25.

¹⁴ LeVine, R. A., LeVine, S. E., Richman, A., Uribe, F. M. T., Correa, C. S. and Miller, P. M. 1991. Women's schooling and child care in the demographic transition: a Mexican case study. Population and Development Review, Vol. 17, pp. 459–96.

LeVine, R. A., LeVine, S. E., Rowe, M. L. and Schnell-Anzola, B. 2004. Maternal literacy and health behavior: a Nepalese casestudy. Social Science and Medicine, Vol. 58, pp. 866–77.

LeVine, R. A., LeVine, S. E. and Schnell, B. 2001. Improve the women: mass schooling, female literacy, and worldwide social change. Harvard Education Review, Vol. 71, pp. 1–50.

¹⁵ Stash, S. and Hannum, E. 2001. Who goes to school? Educational stratification by gender, caste and ethnicity in Nepal. Comparative Education Review, Vol. 45, pp. 354–78.

¹⁶ The World Bank document, prepared for providing loan for Elementary Education, Sarva Shiksha Abhiyan -

¹⁷ The Millennium Development Goal Report 2005, United Nations, New York, 2005.

rates, the projections derived from several studies indicate mixed results and India is likely to fall the targets in terms of majority of MDG goals related to social development.

According to official (Planning Commission) figures, over 260 million people (26% population), are below the country's poverty line.¹⁸ Seventy five per cent of these were dwelling in rural area. Mahatma Gandhi National Rural Employment Guarantee has bolstered the effort to banish poverty to some extent. However the goal of universal education might seem a relatively straightforward goal but it has proven as difficult as any, as it is linked with quality of education, elimination of child labour, poverty alleviation programmes, peace and security and above all governance.

Education and health were the two most neglected sectors in the public policy framework in India since the independence. Despite creative thinking and numerous recommendations from various Committees and Commissions concerned with reforming education, unfortunately very little has changed on the ground level until 1990s. The policy prescription penned and presented by Thomas Babington Macaulay and Sir Charles Wood during the British rule, continued educational segmentation in an already inequitable society in India. Education marginalization in rural areas as the predominant institutionalized disadvantage perpetuated such disadvantages due to government policies and programmes and processes. There were indeed efforts by philanthropists, nationalists and social reformers to introduce elementary education in specific regions and among some communities. Marwaris started elementary education for their social community¹⁹. Similarly Arya Samaj and Christian organizations started introducing elementary schooling for meeting their own ends during nineteenth century²⁰. But the coverage was limited and confined to a minuscule minority of population.

The new constitution had a part on fundamental rights and a part on directive principles of state policy and both had strong provisions for equality in them keeping in line with the international human rights provision as stated in the 1948 Universal Declaration of Human Rights. Unfortunately elementary education was put on back burner by making it as a matter of policy and not as a matter of right, under Article 45 of the Directive Principle, which sought to provide for "free and compulsory education for children until they complete the age of fourteen years" within 10 years of independence.

'The State shall endeavour to provide within a period of ten years from the commencement of the constitution, for free and compulsory education for all children until they complete the age of fourteen years' (Constitution of India, Directive Principles of State Policy, Article 45).

The 1989 Convention on the Rights of Child established a binding obligation on governments to work towards fulfilling the right to education 'progressively and on the basis of equal opportunity' (United Nations, 1989, Article 28). This commitment has been translated into legal force only in April 2010, due to concerted efforts of public pressure through several civil society organizations. Other countries have moved ahead in fulfilling these international commitments, but India stayed behind all these years. India's record of achievements in educational sector is poor in comparison not only with the western

¹⁸ Planning Commission, Government of India, Tenth Plan, Poverty Alleviation in Rural Areas, 2002.

¹⁹ Andre Beteille. 2008, Access to Education, Political and Economic Weekly, May 17-24, 2008

²⁰ Ibid.

countries but even with its Asian counterparts like China, Japan, Srilanka and other Southeast Asian countries. The failure to make elementary education universally available until 2010 was attributed by many leaders of nationalist movement to continuity of colonial rule policies. This may be partly true but the fact is that opportunities for universalization of elementary education was restricted by rigid hierarchical attitudes, lack of political will and sensibility, commitment and traditional thinking. S. Radhakrishnan's' views that "Education is a universal right, not a class privilege" was only given a lip service for a long time. Their aim was not the spread of education among the masses but the creation of a small and accommodating middle class that would provide some scope for individual mobility to the fortunate few. Thus segmentation of schools for rich and poor classes increased during last fifty years both in urban and rural areas. Material equipments available, management of schools, teacher's accountability and methods of teaching varied enormously among schools for different class of societies²¹. "These disparities are further carried forward to the level of secondary education. At the far end of the scale, in the metropolitan cities, there are very competitive institutions that provide education that is good enough to prepare their pupils for the best undergraduate education anywhere in the world. But these schools constitute a tiny minority, although they do provide some opportunities for upward mobility to talented pupils from the lower rungs of the middle class. But even among such schools, there are wide variations in standards of teaching, including English teaching"²²

The Kothari Commission report (1964-66)²³ observed: "The children of masses are compelled to receive sub-standard education while the economically privileged parents are able to 'buy' good education for their children. It further commented that "there is thus segregation in education itself – the minority of private, fee-charging, better schools meeting the needs of the upper class and the vast bulk of free, publicly maintained, but poor managed schools being utilized by the rest. What is worse, this segregation is increasing and tending to widen the gulf between the classes and the masses." The Commission recommended creation of Common School System (CSS) of public education "which will cover all parts of the country and all stages of school education and strive to provide equality of access to all children."

Neighbourhood school plan were suggested for the purpose. "The neighbourhood school concept implies that each school should be attended by all children in the neighbourhood irrespective of caste, creed, community, religion, economic condition or social status, so that there would be no segregation in schools." In view of the Kothari Commission Report, educational policy and progress have been reviewed in the light of the goal of national development and priorities set from time to time. In its resolution on the National Policy on Education in 1968, an emphasis on quality improvement and a planned, more equitable expansion of educational facilities and the need to focus on the education of girls was stressed. But in spite of these recommendations, the situation did not improve till 1990s.

²¹ Andrie Beteille. 2008 , Access to Education, Political and Economic Weekly , May 17-24 , 2008

²² Ibid.

²³ Education(Kothari) Commission (1966), Education and National Development: Report

of the Education Commission 1964 – 66, New Delhi: Government of India

Major shift in education policy was initiated in National Policy of Education (NPE- 1986). It emphasized that education, must play a positive and interventionist role in correcting social and regional imbalances, empowering women and in securing a rightful place for the disadvantaged and the minorities. It took a bold step of introducing common curriculum and common structure of school education system throughout the country. The NPE emphasized, universal access and enrolment, universal retention of children up to 14 years of age, and substantial improvement in the quality of education to enable children to achieve essential levels of learning. Subsequently a Programme of Action (POA) in 1992 was formulated for creating conducive conditions for attaining Universal Elementary Education (UEE) in time bound manner assigning specific responsibilities for organizing, implementing and financing the proposals.

According to the PROBE report 1999²⁴ "The schooling system is nowhere near ready to provide education of decent quality to every child. If the right to elementary education is to become a reality, massive effort is required to bring the schooling system in line with the goal of ensuring quality elementary education". Taking cognizance of the fact that nowhere in the World, country has achieved universal elementary education without the state ensuring the primary responsibility of providing free and quality education to all children up to 14 years, the Supreme Court was approached by civil society organizations to direct the government for enforcing Right to Elementary Education as fundamental right of all citizens of India. The Supreme Court's historic Unnikrishnan judgment in 1993 gave major boost to civil society movement for demanding compulsory free and quality elementary education as Fundamental Right for all children up to fourteen years of age. The Court contended that the Fundamental Right to Life (Article 21) in Part III of the Constitution should be read in harmonious construction with the Directive in Article 45 (Part IV) to provide Free and Compulsory Education to all children aged up to 14 years. Hence, by implication, free education of equitable quality from nurseries stage to Class VIII became a Fundamental Right. But government continued its insensitivity towards this important issue, taking pretext of paucity of funds.

Major change for education sector were initiated in 1997 when Education was shifted from state jurisdiction to concurrent jurisdiction, paving the way for central government's responsibility and role towards elementary education. Several centrally sponsored schemes (CSSs) with financial allocations from central government and financial support from United Nations Agencies, the World Bank and other bi-lateral and multi-lateral donor agencies provided support for selected education backward districts across the country under District Primary Education Programmes from 1994. (DPEP). Other CSSs in operation were Operation Blackboard, Mid-day meal scheme/ National programme for nutritional support to primary education, Teachers education, Kasturba Gandhi Balika Vidyalaya, Janshala programmes and Sarva Shiksha Abhiyan²⁵.

The internal pressure in the form of the States' Education Ministers' in 1998 recommended a Universalization of Elementary Education (UEE) program in mission mode. The international pressure was also evident in the form of MDGs to which India was committed to achieve. In early

²⁴ The PROBE Study, (1999), Oxford University Press, pp.41.

²⁵ Ministry of Human Resource Development (MHRD), Annual Report -2009-2010,

2000s, the efforts towards making Elementary Education a 'Fundamental Right' was also to make state responsible for providing the education services and increased financing of the sector.

International pressure in terms of adoption of The Convention on the Rights of the Child in 1990 and the World Declaration on Education for All (EFA) adopted in 1990 at Jomtien, which was renewed in 2000 through the Dakar Declaration, marked the beginning of a new era of advocacy and action in favour of children at the global and national level. The EFA movement brought education on centre stage to ensure the welfare of children by declaring it as a basic need on par with other human and social needs. Education has therefore been declared an inalienable right of every individual and a basic obligation of whole humankind. The 'Dakar Framework of action' on education has six goals including universal primary education, gender parity, adult literacy, quality and lifelong learning. India is one of the signatories to both these global commitments. According to the statistics of UNESCO's 2008 Education for all Global Monitoring Report for India the country represents a very discouraging position in terms of eradicating illiteracy. It ranks 105 in the projection of 127 countries in terms of goal to achieve universal literacy by 2015. India has already missed the gender parity goal which asks for equal number of girls attending primary and secondary education. This was to be achieved by the end of 2005.

The Millennium Development Goals (MDGs) agreed upon by all nations gave further boost to pressurize governments to prepare plans of action for achieving Dakar Framework on Education for All. This, of course, implies a complete closing of the gender gap. It also requires a 100 per cent primary school completion rate, that all students entering grade 1 are retained until grade 5. This is particularly pertinent in India where primary education has historically been neglected by the state. The second Millennium Development Goal is explicit on education. It says, "All the signatory countries will achieve universal primary education by 2015." The government of India prepared a detailed plan of action and implementation programme called the Sarva Shiksha Abhiyan – SSA, (Indian Education For All Framework) to translate the Dakar Framework of Action into reality. The aim of SSA is to achieve the Education for All (EFA) goals in a time bound frame in a mission mode. The SSA fixed targets to achieve the EFA goals much earlier than the stipulated dates agreed in the Dakar EFA goals but government sponsored studies and other research studies point out significant variations in achieving the SSA goals, especially widening gap in Gross Enrolment rates and Net Enrolment rates among gender and social groups.

Several educationists, reformers and political leaders raised questions like; "Why can India not do better in education, when our economic growth rate is frequently praised? Is there any obvious reason that every child cannot be put into a school for eight years as the Constitution desires? Why do little children slip to the bottom of state priorities and end up as targets of cheap solution. Why is the state in India so reluctant to give right to education for all children? Why does Indian society not regard children as a collective responsibility? Why we tend to look upon children as parental burden? All these questions were not answered eloquently, while implementing education policies.

With intense public pressure, government relented to introduce Right to Education Bill in December 2002 and introduced 86th Amendment Act (2002) via Article 21 A (Part III) "The State shall provide free and compulsory education to all children of the age of six to fourteen years in such manner as the state

may, by law, determine". Thereby the fundamental right given in Article 21 was diluted by excluding children aged 0-6 years from the purview of the Bill, thereby depriving around 170 million children below six years of their right to education. The original Right to Education Bill- 2002 was rigorously debated and several modifications were ultimately introduced in the parliament in 2009. In spite of several inconsistencies and lacunae in the Right to Education Bill-2009, (RTE Act 2009), it was notified on 27th August, 2009 for general information and the notification for enforcing the provisions of the Act w.e.f 1st April 2010 was issued on 16th February 2010. The RTE Act provides the legislative framework for Universalization of Elementary Education (UEE). The bill was adopted after 8 years of intense and sustained pressure by civil society.

This new provision in the Constitution which has an indirect but significant bearing upon the role of the government of India in education is entry 20 of list III, which is concerned with "Economic and Social Planning". Education planning being an essential element of economic and social planning, the government of India and the State Governments has to work together in preparing and implementing the national plans for the reconstruction of education. The government of India has prepared "Model Rules" for the states to implement the "Right of Children to free and compulsory education Act 2009". Some states have already drafted model rules and are preparing to implement it. Some states have reservation on it and are yet to begin this process. The new law makes it obligatory on part of the state governments and local bodies to ensure that every child gets education in a school in the neighbourhood. Its implementation will directly benefit out-of-school children who do not go to schools at present. These children, who have either dropped out from schools or have never been to any educational institution, will be enrolled in schools according to the provisions of the Act.

Given the current situation, elementary Education sector needs a paradigm shift in development strategy for generating a mass movement to take the process of universalization of elementary education forward as poverty and deprivation still remains India's biggest challenge for inclusive education development. India needs to improve education services in rural areas especially for girls and other marginalised communities (Scheduled Castes, Scheduled tribes and other backward classes) otherwise India's trumpet of being the third largest country with scientific and technical cadre in World and sixth nuclear power of the world and the fourth country to have sent mission to moon means very little for the masses. It is irony that majority of the northern states which has more than 40 percent population of the country are educationally poorer than some of average sub-Saharan countries²⁶.

India has shown significant policy change in elementary education reforms in recent years especially after the adoption of Right to Elementary Education as an enforceable fundamental right. The Sarva Shiksha Abhiyan (education for all campaign; a flagship programme of Govt of India) has made herculean efforts to reach the remotest corners of the country to impart inclusive elementary education to children from all sections of society. But the overall outcome is not yet satisfying. India is still a country having almost 35% of the worlds' illiterate population²⁷. According to various reports including UNESCO's Global Monitoring Report (GMR) 2010 report there are 774 million illiterates world over. Out of these illiterate populations, three quarter live in 15 countries including India, Bangladesh, Brazil, China, Indonesia, Pakistan etc. According to the EFA GMR- 2010, India's rank is still 105th among 128

²⁶ The Hindu, date 24th August 2007.

²⁷ UNESCO, Global Monitoring Report – 2010, "Reaching the Marginalised", Oxford University Press.

countries in the overall Education Development Index (EDI), sharing low EDI with majority of African countries and some Asian countries. The UNESCO, GMR-2010, EDI components on adult literacy, gender specific index and survival rate to Grade-V index indicates lower scores for India for all the three components as compared to high and medium level EDI countries. The gender index for India is only 0.84, compared to above 0.9 for all countries of high and medium EDI scores (except Zambia). Only 66 per cent of adults in India are literate, compared to more than 80 per cent in most countries that figure among the high and medium EDI groups.²⁸

Both the government and other research data on elementary education have pointed out increase in elementary level school enrolment rates and retention rates. But still there is a long way to touch the targets set by Education for ALL goals. The 64th National Sample Survey Report, Government of India, 2007-08, released in 2010 indicates that less than two-thirds (64.5%) of the all population were literates, while 71.7% population aged 7 and above were literates in 2007-08²⁹. A significant variation in the literacy rate was observed among gender and rural/ urban segments. However a satisfying feature was diminishing disparities across these segments during last five years. There has been a quantum jump in the female literacy rate over the last two decades as estimated in the NSS 42nd round (1986-87) with the rural female literacy rate having doubled from 24.8 percent in 1986-87 (NSS round 42nd) to 51.1% in 2007-08 (NSS round 64th). For the ages 7 and above 71.8% literacy rate was estimated (62.3% for females and 83.5% for males) by the NSS 64th round in 2007-08. Thus the NSS estimates depict that both gender and rural/urban variations in literacy rates still persist, in spite of several positive initiatives undertaken by central and state governments.

1.2 Scope of the Study:

A number of studies have been undertaken to examine the current status of elementary education in India, during last one decade to measure the progress of elementary education in the country especially after renewed policy changes for implementing Education for ALL programme of government in line with the UNESCO's Dakar Framework. These studies are based on both government data as well as primary survey data collected from representative states by government institutes and other research organizations. These studies have extensively used, District Information of School Education (DISE) data collected by National University for Education Planning and Administration (NUEPA), GOI which provides data every year from each and every school throughout the country and NSS 61st (2004-05) and 64th Round (2007-08), GOI survey data.

Several research institutes, Civil Society Organizations, academicians from research institutes and universities like ASER report by PRATHAM (A national Level NGO which conducts evaluation of quality in elementary education based on primary data from appropriately selected schools throughout the country), Public Report on Basic Education in India (PROBE, Which conducted first comprehensive study in 1999 and repeated the survey in 2007 in 4 educationally backward states of Bihar, Madhya Pradesh, Rajasthan, Uttar Pradesh and 1 educationally progressive state of Himachal Pradesh, based on primary survey of 200 villages) and National Coalition for Education (NCE) also conducted a primary survey for

²⁸ UNESCO, Global Monitoring Report – 2010, "Reaching the Marginalised", Oxford University Press.

²⁹ NSSO, 64th Round, 2010

elementary education in Madhya Pradesh, Jharkhand, Bihar, Uttar Pradesh and Himachal Pradesh 2008 (Edwatch Survey- Rhetoric Vs Reality- The state of Elementary Education in India 2008). The research reports indicate some positive changes in the enrolment rates, retention rates, infrastructure and quality improvement in elementary education system in the educationally poorer states but the reports indicate that the pace of the progress is uneven and segmented.

The government of India through its centrally sponsored scheme of Sarva Shiksha Abhiyan has covered majority of inaccessible areas and huge funding has been allocated and spent to ensure Inclusive Education for All especially for girls and other marginalized communities. The government's figures indicate that Gross Enrolment rate, Net Enrolment rate, Gender Parity Enrolment rate and infrastructure have increased in the elementary schools substantially during last 5 years³⁰. However, different states have launched the programme in different time period and are not in the same platform of the progress. At present India has different government sources for providing information on status of education (DISE data and All India Education Survey). However, the information provided is mostly concentrated on availability of infrastructure, enrolment. The community level barrier in achieving education is not addressed in these surveys. Further, the successful universalization of elementary education also depends on the positive involvement of teachers, parents and other members of the society.

The present study is being undertaken to assess the current status of Elementary education in India and measure the progress, obstacles and future prospects of elementary education in India. The study tries to present a balanced assessment of the state of India's elementary system. The study has selected appropriate representative sample schools in 10 states of India, covering educationally poorer and medium states. The study is supported by the National Coalition for Education (NCE) a conglomeration of networks working on right to education comprising of Parliamentary Forum on Education, Bachpan Bachao Andolan (Save the Childhood Movement; a network of more than 760 organizations and 80000 social activists working for the child rights), All India Primary Teachers Federation (AIPTF); a union of more than 3 million primary teachers, All India Federation of Teachers Organization (AIFTO), a union of 1.2 million teachers, All India Secondary Teacher's Federation (AISTF), 0.85 million teachers, All India Association for Christian Higher Education (AIACHE) an association of 300 college Principals, World Vision India (a Foundation working for children education and development. These networks have been working together on the issues of the Right to Quality Education, the eradication of Child Labour and the promotion of Child Rights since long independently and in collaboration with each other and with other civil society groups. As the issue of right to Education requires more intensive collaboration, it has been decided by these organizations to form a National Coalition for Education and work extensively on the issue of Education For All.

The study report is based on extensive field work in rural and urban areas of the selected 10 states. The study attempts to present authentic picture of the schooling system as parents, teachers, children and local self government members experience it. The study embarked to conduct a participatory research study with the support of teacher's Unions for Identifying constraints and problems of enrolment and retention of children in schools especially for inaccessible areas, girls, vulnerable communities, scheduled castes, scheduled tribes and other backward groups through field based surveys, focused

³⁰ MHRD -2010, Annual Report on Elementary Education and Literacy.

group discussion at grassroots level. The Study aimed to understand perception and response of community, parents, and teachers towards enrolment, retention and quality education of children in formal schools. It also aimed to conduct qualitative focused group discussions to measure the issue of out-of-school children and its linkages with child labour in the villages.

1.3 Objectives of the study:

The present study of "Status of elementary education in India" is an attempt to take an account of state of affairs of elementary education in selected 10 states of India based on appropriately selected sample schools and households. Major objectives of the study are:

- Analyse critically the functioning of elementary education system and their governance, accountability and management in India.
- Examine critically the Right to Education Bill in terms of its legal and policy framework challenges and future prospects.
- Assess the public expenditure and budgetary allocations on elementary education in the light of implementing the Right to Education for all children aged 6-14 years.
- Analyse current elementary education status in terms of access, infrastructure, enrolment, retention, learning achievements and quality of infrastructure, teaching learning materials, based on secondary and primary sources of information.
- Identify teacher's concerns related to their training, engagement of non-academic, involvement of para teachers and accountability issues.
- Examine the preparedness, involvement and participation of community and civil society in ensuring imparting elementary education.
- Assess the out-of-school children, drop-out rates and its linkages with child labour prevalence.
- Prepare Education Development Index in terms of selected indicators for the surveyed states and identify the determinants of school enrolment rates for future policy planning framework.

1.4 Methodology: The National Coalition for Education Edwatch Survey 2010

The survey covered following components and stakeholders

- **Educational Institutions / Schools-** Both quantitative and qualitative survey of selected schools in villages and towns in the 10 identified states was conducted. The data was collected through school records, discussion with head-teacher and other teachers.
- **Household survey of parents and children:** Census or enumeration questionnaire was canvassed among randomly selected households regarding demographic and education characteristics focusing on children between ages 5-14 years. Once the households had been enumerated, all households with children were classified into the following four strata: (1) households with currently enrolled children in formal schools; (2) households with dropouts; (3) households with never-enrolled children; (4) households with children in alternate schools. From each stratum, three households each were sampled, and the views/ information of these households on schools, education, costs of education, incentives, and so on, were collected through the household questionnaires.

- **Focused Group discussion:** FGD with women, Village Education Committee members, Panchayat and village community members was conducted. Focus group discussions with villagers were duly recorded in field diaries and supplemented with field notes and observations of the investigators. The survey yielded information regarding: (1) the state of government schools (access, retention, quality); community participation, governance of school, out of school children etc.;
- **Transact walk:** Transact walk was conducted in the selected villages to identify children not attending schools during the official school timings. Discussion with these children was also conducted to identify the reasons for not attending schools.
- **Interviews with the representatives of teachers, union, parliamentarians and academicians as well as social activists at different levels.**

Ten states namely Andhra Pradesh, Bihar, Jharkhand, Madhya Pradesh, Orissa, Punjab, Rajasthan, Uttar Pradesh, Uttarakhand and Gujarat were selected for the detailed field survey. These states were selected considering the levels of enrolments up to elementary level based on DISE 2007-08 data and NSSO 6 Round analysis. States with low and medium elementary level enrolment rates in consultation with teacher's union representatives, NGOs and socially active groups were selected for the survey. Low enrolment states were Bihar, Madhya Pradesh, Jharkhand, Orissa, Rajasthan, Andhra Pradesh and Uttar Pradesh, while medium level enrolment rates Gujarat, Punjab and Uttarakhand.

1.5 Sample Survey Coverage

The sample survey coverage was determined through a detailed consultation at the state head quarters of all the selected states with major stakeholders. A detailed discussion was held with representative School teachers, NGOs, Village Education Committee members, Panchayat Committee members, media and academic community members. Two districts from each state were selected for detailed survey. The two districts were identified based on Gross Enrolment rates, selected the best and worst performing districts from each state. Appropriate attention was paid to select high/ medium and backward block from the selected districts. A detailed consultation was held with teacher representatives, Civil Society Organization representative associated with education issues from each state from January 2010 to March 2010 to identify districts, blocks and villages for undertaking the detailed field survey. (Refer Consultation itinerary schedule, Annexure-I). A central level capacity building workshop was organized in Delhi and other state headquarters, where teacher's representatives, NGOs and other civil society organization members participated. The consultation identified two districts from each of the 10 states and two blocks from each selected districts for detailed field survey. The criteria for selection of districts was one poor and one medium level performance educationally district from each state based on validation of the existing gross enrolment rates data from representative teacher's and civil society members. Two blocks from each selected district were identified taking into account the enrolment performance and its validation from the representative teachers and civil society. Thus the sample covered for the detail survey was 10 states, 20 districts and 40 blocks. Four primary / upper primary/ elementary school were selected for detailed field institutional level survey from each block. Thus 160 educational institutes (primary/ upper primary/ elementary level) were selected through stratified random sampling technique for a detailed survey from the 10 selected states. The educational institutes selected for stratification considered

management of school, distance from Cluster Resource Centre, distance from Block Resource Centre, and number of villages covered by the school, gender participation of the children in school and accessibility of the school. Two villages covered by the each selected school were identified by the teachers' and NGO representative for undertaking household survey. The villages selected were with population of 500 to 5000 population range. This procedure was adopted to increase the sample size at relatively low cost. 25 households were selected through random stratification method from each village for the household survey. The random stratification covered caste and land ownership of the households. The household list was prepared and randomly each fifth household was covered for survey. A list of 'replacement household' was also prepared through random sampling to select the household if unable to identify from the first list. Since the primary aim was to conduct elementary education survey, therefore household with no children aged 6-14 years were not selected for the survey. (Refer Map No.I.1, Location of states, districts, blocks, schools and villages selected for Survey)

For details of the sample size for the survey (Refer Annexure-II). Separate questionnaires were prepared for School survey and Household Survey (Refer Annexure III and IV). Major themes in the discussion with Focused Group Discussion and Transact Walk are given in (Refer Annexure-V and VI). The household questionnaire covered family characteristics, children's current educational status. Respondent from the household was head of the family and one lady from the household. Similarly the education institution questionnaire covered infrastructure, enrolments, retention, teacher's quality and financial allocations. The respondent from the school was headmaster of school and one lady teacher of the school. These questionnaires were pilot tested to incorporate the necessary modification based on the inputs from the field. The survey was conducted from January 2010 to September 2010. A detailed list of states, districts, blocks, schools, villages and number of households selected from each village for the survey are given in Annexure II). The overall coverage of the sample is given in Table No. I.1

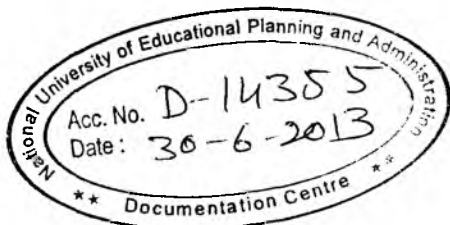
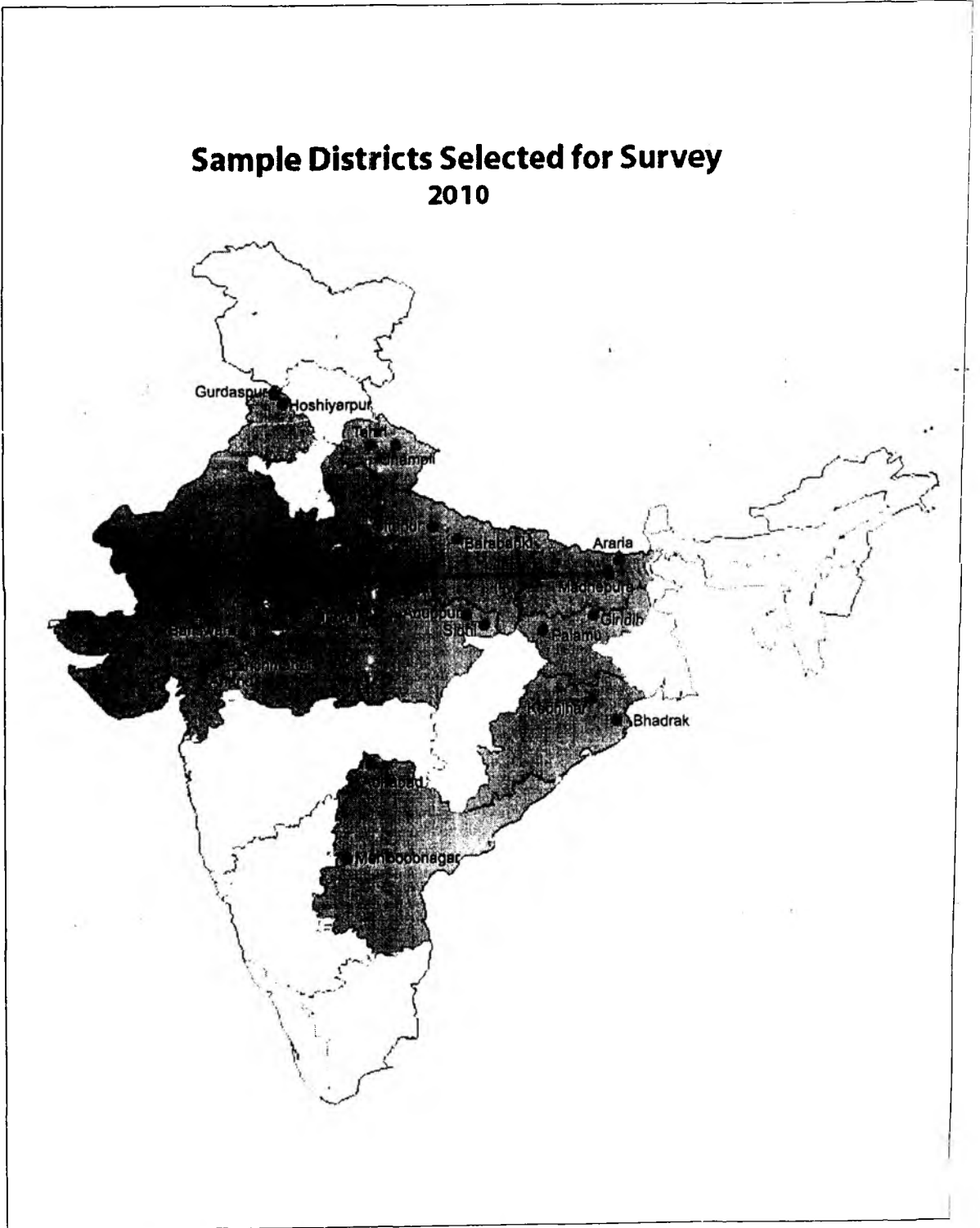
Table No. I.1 Sample Survey Coverage

Survey Details	Number Selected for Survey	Actual Survey Completed	% covered for actual survey
Number of States Covered for Survey	10	10	100
Number of Districts Covered for Survey	20	20	100
Number of Blocks covered for Survey	40	40	100
Number of Schools covered for Survey	160	140	88
Number of Teachers Interviewed	368	348	94
Number of Villages covered for Survey	280	262	94
Number of Households Covered for Survey	7800	7119	91
Number of FGDs Covered for survey	150	128	85
Number of Village Education Committee/ Panchayat Committee covered for Survey	80	68	85
Number of Villages covered for Transact Walk for identifying out-of-school children	140	135	96

Source: EDWATCH Survey 2010 in 10 states of India

Map No.I.1

Sample Districts Selected for Survey 2010



Institutional survey was conducted by the teacher's representatives selected by the All India Primary Teacher's Association. Four teachers not associated with the school selected for survey were identified from each block, both for Institutional survey and Household survey. Thus 160 teachers were selected for the conduction of both school and household survey from the 10 selected states. These teachers were appropriately trained during the consultation sessions to collect the data. School authorities from the states/ districts were requested to relieve the teacher's for the conduction of the survey. The data collected by the teachers were validated with the help of research scholar's from universities. A 10% random sample questionnaires were tested by the research scholar's for validating of the data collected. The validation process was also covered simultaneously and more than 5% variations in the questionnaires were resurveyed by the research scholars.

In addition to the two questionnaires (School and Household) a qualitative survey of educational institutes (Selected schools) was conducted by the university research scholar's and civil society members in one school from each selected block to observe the school functioning, quality of infrastructure, their functionality, teaching methods adopted by teachers, on the spot attendance of both teachers and students and gender and social segmentation issues. The research scholar's and civil society members were trained to observe these aspects without creating any obstacles in the routine school functioning. This data helped us to have a qualitative information of the school functioning.

The research scholars and NGOs representative also conducted a transact walk of the selected villages on a working day during the school time to observe the magnitude and reasons of children aged 6-14 years for not attending schools and are engaged in household work, sibling care, agriculture/ livestock rearing / other work activities in the villages. A focused group discussion with these children was conducted to identify the reasons for not attending schools.

The research scholar's and NGOs representatives also conducted focused group discussion with women and Village Education Committee members and Panchayat members separately to identify their participation, involvement and awareness about the elementary education policies and programmes undertaken by the local government. In this way questionnaire, observation, focus group discussion and transact walk was a triangulated mix of quantitative and qualitative methodology to take the real stock of the schooling system in government schools.

The Field Survey was spread from January 2010 to September 2010. Validation of the collected information, qualitative survey, focused group discussion and Transact Walk was simultaneously undertaken from March 2010 to September 2010. An intensive training for the field investigators was conducted to prepare them for creating appropriate rapport to conduct the survey and collect field data. The methods for field survey includes filling of structured questionnaires, group discussion and personal observations in schools and during transact walks. The questionnaires were prepared after thorough discussion with the Research Project Committee consisting of academicians, members from parliamentary forum, teachers unions, elementary education teachers' representatives and NGOs. Specific role of the Research Project Committee was to

- I. Comment on the literature review
- II. Approve of the study guidelines
- III. Assist in training the research team
- IV. Help to formulate the analytical frameworks
- V. Approve the final data analysis and conclusions

Both open ended questions and multiple choice question - answers will prepared to give flexibility collecting information to feed the computer directly for computation purpose as well as give adequate opportunity to the respondents to express freely. It also helps us to get maximum responses from the respondents. Participatory approach for collecting information was encouraged to seek views from various stakeholders. The information was collected through the group discussion, interviews and personal observations by the investigators.

The field investigators were administered appropriate training skills to collect the data from the field, so that the data collected will have uniformity in approach and content. Help of local field investigators/activists/ teachers, who are familiar with the area was sought to collect information from the selected education institutions and households. The questionnaires prepared will be translated into Hindi local language for the respondents' easy understanding and communication with the field investigator.

Composition and Characteristics of selected Sample Households: (REFER Table No. 1.2 to 1.5 and Figure No. 1.1) These tables indicate appropriate representation has been given to all religious, social and cultural groups in proportionate to their concentration of population in the selected states. Households with different land holding size has also been selected to represent economic characteristics of the households. A demographic characteristic of the surveyed sample population also presents an appropriate proportionate population representing the universe. 7% households selected were female headed. Educational levels of the respondents from the selected households were covering the general prevailing education levels of the households, thereby represented the universe appropriately.

A total of 140 elementary schools were surveyed in the 10 selected states. 93% schools were from rural areas, while 7% were from urban areas. Gujarat and Punjab had higher proportion of selected schools from urban areas. Both only primary and Upper Primary schools were selected to have proper representation from both groups. Necessary consideration was given while selecting the schools for distance of schools from the nearest Cluster Resource Centers (CRC), so as to build the capacity component into the sample frame. (Refer Table No. 1.6) Management of the schools was also considered, so all government management schools are covered for the survey. (Refer Table No. 1.7)

Table No. I.2
Respondents Social and Religious Characteristics

State	Total Sample Households	% Sample Households				% Sample HH Religion Composition		
		General	SC	ST	OBC	Hindu	Muslim	Others
Andhra Pradesh	684	5.83	36.78	32.4	24.32	96.05	3.31	0.64
Bihar	617	6.9	36.9	2.45	51.7	75.1	23.6	1.30
Gujarat	507	32.37	6.02	6.68	54.13	95.2	4.68	0.12
Jharkhand	783	34.05	13.14	35.41	17.4	91.9	7.84	0.26
M.P.	802	5.1	7.18	60.3	27.06	99.37	0.37	0.26
Orissa	754	12.84	23.0	16.1	47.65	99.2	0.25	0.55
Punjab	717	32.48	37.11	1.78	28.12	69.24	0.51	30.25
Rajasthan	778	4.52	9.2	61.14	24.63	98.6	0.5	0.9
UP	792	19.13	37.05	0.25	42.0	79.05	20.52	0.43
Uttarakhand	685	75	20.78	3.31	0.73	99.38	0.12	0.5
Combined	7119	24.56	24.89	17.56	33.32	88.45	9.47	2.08

Table No. I.3
Respondent Households Land Holding Size

State	Total Sample Households	% Sample Households Land Size					
		< 1 Acre	1-3 Acre	3-5 Acre	5-10 Acre	> 10 Acre	Landless
Andhra Pradesh	684	13.43	25.98	22.78	7.53	4.86	25.42
Bihar	617	62.78	20.6	8.21	2.65	0.51	5.25
Gujarat	507	48.04	22.42	7.6	16	3.4	2.54
Jharkhand	783	55	27.67	9.67	4.5	0.24	2.92
M.P.	802	31.86	35.8	19.7	6.48	2.7	3.46
Orissa	754	52.12	18.42	6.6	2.65	1.7	18.51
Punjab	717	48.9	19.3	6.1	5.7	5.8	14.2
Rajasthan	778	33.74	39.16	10.54	8.14	0.8	7.62
UP	792	61.0	20.3	4.3	3.13	0.79	10.88
Uttarakhand	685	91.6	4.2	1.5	0.62	0	2.08
Combined	7119	46.46	20.75	8.65	4.52	1.40	18.22

Table NO. I.4

Sample Coverage- Population and Demographic Characteristics

State	Total Sample Households	Sample Population			HH Size	Sex Ratio	% Population in Age		
		Male	Female	Total			<5	6-14	14-18
Andhra Pradesh	684	1352	1310	2662	3.89	968	8.1	21.0	110.2
Bihar	617	1623	1493	3116	5.05	919	10.7	31.3	44.9
Gujarat	507	1225	1132	2357	4.64	924	6.4	20.0	88.6
Jharkhand	783	1853	1748	3601	4.59	943	7.2	22.9	77.3
M.P.	802	1969	1820	3789	4.72	924	5.1	17.1	66.4
Orissa	754	1730	1687	3417	4.53	975	6.6	28.2	66.9
Punjab	717	1804	1609	3413	4.76	891	5.7	24.0	110.1
Rajasthan	778	2029	1869	3898	5.01	921	8.8	25.0	110.3
UP	792	2126	1921	4047	5.10	903	9.9	27.5	99.0
Uttarakhand	685	1585	1520	3105	4.53	958	6.5	19.6	99.4
Combined	7119	17296	16109	33405	4.69	931	7.4	21.78	88.68

Source: EDWATCH Survey 2010

Table No. I.5

Sample Coverage – Respondent's Sex and Education Level and

State	Total Sample Households Surveyed	Percent Female Headed HH Surveyed	Females Respondents Education Levels (%)			Male Respondents Education Levels (%)		
			Illiterate	Up to Primary	Above Primary	Illiterate	Up to Primary	Above Primary
Andhra Pradesh	684	12	75	23	2	57	25	18
Bihar	617	7	78	18	4	62	26	12
Gujarat	507	10	58	39	3	42	30	28
Jharkhand	783	8	76	20	4	59	31	10
M.P.	802	9	70	25	5	63	24	13
Orissa	754	10	68	29	2	58	34	8
Punjab	717	13	59	32	9	49	35	16
Rajasthan	778	6	83	13	4	75	18	7
UP	792	7	74	20	6	64	25	11
Uttarakhand	685	8	71	23	6	58	34	8
Combined	7119	7	67	29	4	60	27	13

Source: EDWATCH Survey 2010

Table No. I.6
Institutional Coverage and Characteristics

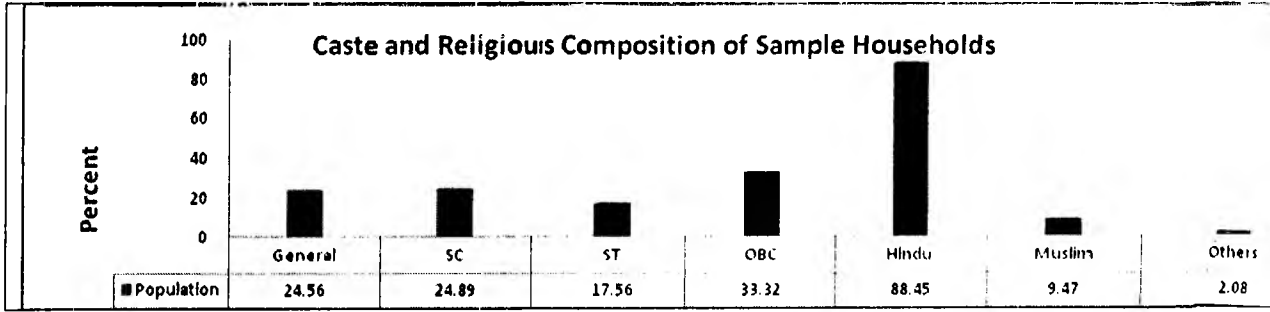
State	Schools Surveyed			Schools Surveyed		% Schools Surveyed Distance from CRC		
	Total	Rural (%)	Urban (%)	Primary	Upper Primary	<3	3-5	>5
Andhra Pradesh	13	95	5	70	30	17	8	75
Bihar	12	97	3	17	83	70	10	20
Gujarat	10	90	10	89	11	22	11	66
Jharkhand	20	94	6	5	95	66	27	7
M.P.	15	95	5	20	80	28	21	51
Orissa	16	93	7	87	13	60	26	14
Punjab	13	90	10	31	69	63	27	10
Rajasthan	16	93	7	25	75	33	11	56
UP	12	92	8	18	82	16	50	34
Uttarakhand	13	96	4	90	10	69	8	24
Combined	140	93	7	42	48	48	20	32

Source: EDWATCH Survey 2010

Table No. I.7
Institutional Schools- Management Coverage

State	Schools Surveyed	Percent Schools Surveyed Management			
		Dept. Of Edu.	Tribal/ Social Welfare Dept	Local Body	Pvt. Unaided And Others
Andhra Pradesh	13	55	9	27	0
Bihar	12	91	9	0	0
Gujarat	10	100	0	0	0
Jharkhand	20	100	0	0	0
M.P.	15	33	33	0	27
Orissa	16	100	0	0	0
Punjab	13	100	0	0	0
Rajasthan	16	80	20	0	0
UP	12	60	0	40	0
Uttarakhand	13	100	0	0	0
Combined	140	86	9	4	1

Source: EDWATCH Survey 2010



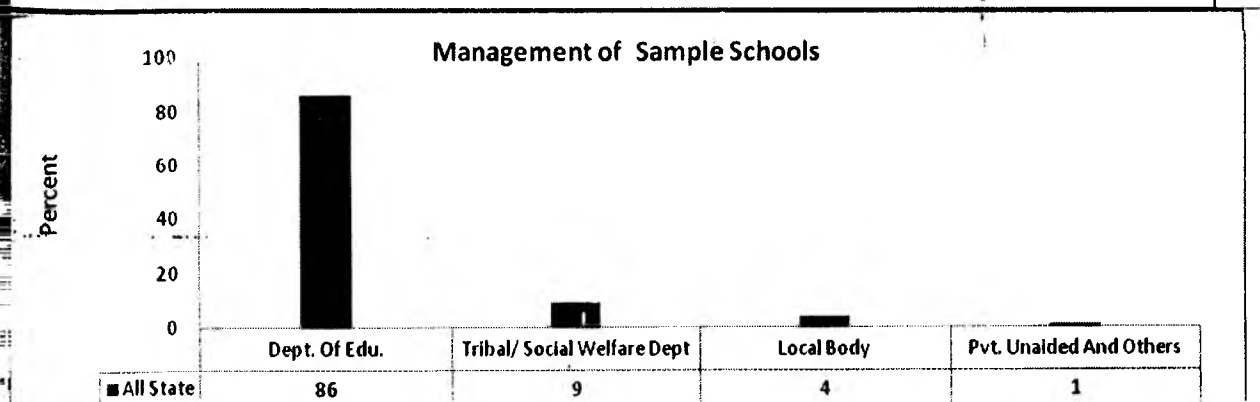
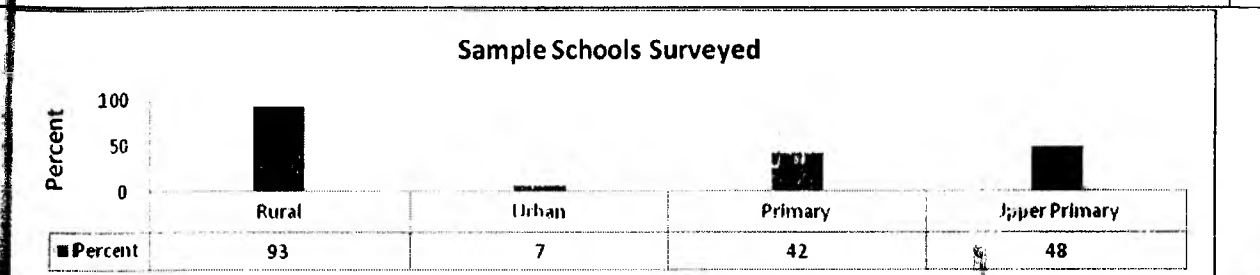
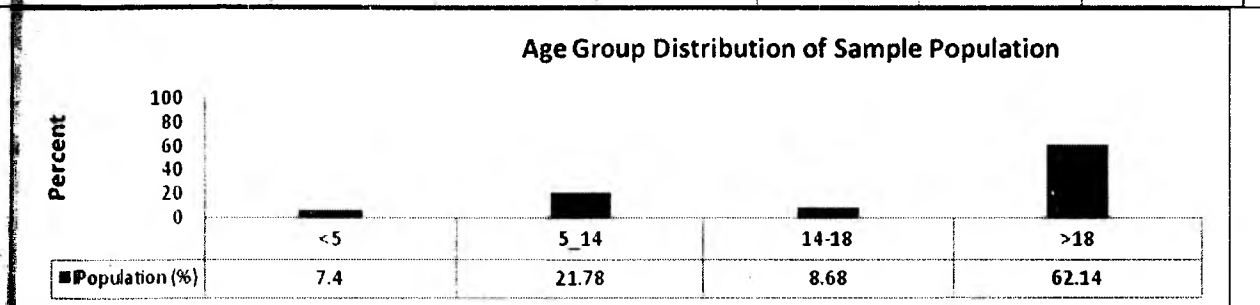
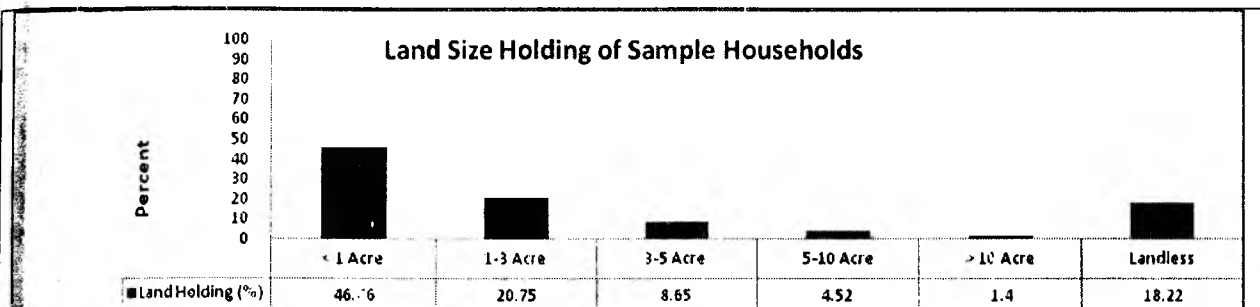


Figure No. I.1

1.6 Evaluation Design and Methodology:

A cross-sectional research design was adopted to have proportional coverage in the selected states. In consonance with the research design envisaged, a stratified two-stage sampling design was employed with villages and school as the first geographical strata as primary sampling units (PSU). All eligible children aged 6-14 years and teachers /Ht villages and School were the secondary sampling units (SSU).

Sampling Design & Methodology

The key objective of the study is to measure current status of elementary education in terms of reach, accessibility, enrolments and outcomes, keeping in view the household and community characteristic. To measure these attributes, sample size should be statistically adequate to identify and measure these attributes. The sample size must be statistically significance.

The sample size required to assess these attributes considered

- Actual size to represent the universe by designing sample size which is robust enough to even detect a magnitude of 10% at the district level.
- Appropriate significance level i.e. assigning probability to conclude that an observed phenomena are a reflection of effort and did not occur by chance i.e. at 95% level.
- Appropriate power i.e. the probability to conclude study has been able to detect a specified parameters i.e. at 80 % power.

Based on the above the required sample size (n) for a variable of interest as a proportion of a given group can be given by:

$$n = D \frac{[Z_{1-\alpha}^2 P(1-P) + Z_{1-\beta}^2 P_1(1-P_1) + P_2(1-P_2)]}{(P_2-P_1)^2}$$

Where:

- D=Design effect (Assuming a design effect of 1.3).
- P1=the estimated proportion at the time of the first survey.
- P2=the proportion expected at the time of survey.
- Z_{1- α} =the z-score corresponding to a significance level.
- Z_{1- β} =the z-score corresponding to the power.

The required sample size taking into account the key attributes in the areas at 95% level came out to be 10 states, 20 districts, 40 blocks and 360 villages.

Selection of Village: In the first stage 360 villages were selected across 40 blocks. The villages were selected using Proportionate Sampling Method. The following points highlight the procedure:

- Preparing a sample frame of villages.
- Allocating sample proportionately.
- Sorting villages by descending order of population.
- Cumulating population and compute interval by dividing total population by number of villages to be selected.
- Selecting a random number between 1 and I
- Selecting required number of villages systematically with a random start.

The table (I.1) depicts number of villages selected using PPS (Refer Annexure-I)

Stage II

Selection of HH: House-listing exercise was done within villages to list all children aged 6-14 years and from the sampling frame generated. 20 households was selected using systematic random sampling from each villages

Creating a Sampling Frame at village level

In order to provide robust estimate house listing and mapping exercise was done to generate sampling frame at the village level.

Household Mapping & Listing

The objective of a mapping and listing was to ensure that all households in the Primary Sampling Unit (PSU) were covered during the household listing exercise. The data collection agencies conducted a household listing and mapping exercise to obtain a complete list of all eligible respondents living in the household.

Mapping Exercise

Location Map

Location Map as the name specifies provides details about the location of a primary unit (PEU). The researcher involved in creation of the Location Map or the 'Mapper' specified the name of the PEU. This helped the main survey team in locating the PEU. The location map also had a commentary by the Mapper, which not only specified the easiest routes but also specifies the salient geographical features of the PEU.

Layout Map

One of the key activities in conducting an exhaustive Household listing and Mapping exercise is to identify and map out the entire areas in the PEU systematically so that the chances of missing out structures and as a result households staying in those structures is reduced. Each Mapper was required to prepare a layout map of the area of work allotted to her/him.

Household Listing Exercise

Household listing exercises were carried out in the study area using the house listing form. House listing sheet was finalized in mutual consultation with School teachers to list all relevant information about all household members providing specific details about head of the household and mothers of children aged between 6-14 years.

Selection of Schools: In the first stage 320 schools were selected in proportion to the total number of schools. The schools include primary as well as Upper primary schools. The schools were selected using Proportionate Sampling Method. The following points highlight the procedure:

- Preparing a sample frame of schools.
- Allocating sample proportionately.
- Cumulating population and compute interval by dividing total beneficiary population by number of schools to be selected.
- Selecting a random number between 1 and l.
- Selecting required number of schools systematically with a random start.

Training and Capacity Building

The listing and mapping training was conducted for two days. The training included briefing the investigators, the basics of household listing and mapping and practical experience of Listing and mapping in field where they were required to work.

Training for survey team

The training for the survey team included lessons on survey objective, survey tools, sampling design and expected data quality.

Capacity Building: Methodologies Used

The training consisted of a combination of classroom training and practical experience. Before each training session, all researchers and field staff went through the field manual carefully along with the schedules. During the training course, interviews were conducted in front of the class by two of the trainers as example of the interviewing process. During this phase of training, the schedule sections, questions and instructions were discussed in detail. Facilitators practiced reading the questionnaire aloud to another person so that investigators became comfortable with reading the questions aloud. The next phase of training was role-playing in which an investigator practiced by interviewing another investigator. One person was the interviewer and the other was the respondent. The next phase of the training was in the field for practicing the schedule.

Quality Control Mechanism

Each interviewer was observed during the first two days of fieldwork so that any errors made were caught immediately. Additional observations of each interviewer's performance were made during the rest of the fieldwork.

Spot check observation:

- Checking that the questions are asked in the right manner, and interpreting the answers correctly
- Spot checking some of the addresses selected for interviewing to ensure interviewing the right household
- Spot checking some of the addresses selected for the interviewing to ensure correct identification of the mothers. Reviewing each schedule ensure that it was complete and internally consistent
- Meeting with each member of the team on a daily basis to discuss performance
- Solving any problems that the interviewer might have faced

Back check and Validation

Field executive ensured that for all sampled area/call wherein completion rate was found to be low or seemed to be a problem, back checks were done by himself/supervisor or other team. A powerful tool in checking the quality of the data was to systematically check the information for particular households. This was done by conducting a short re-interview in some households and checking the results with what was collected by the interviewer. Re-interviews helped reduce the types of problems that affected the accuracy of the survey data.

After Field work

After field editing questionnaires were returned to the main survey office for data processing. The processing of data consisted of office editing, coding of others category-open ended questions, data entry, and editing inconsistencies found by the computer programs.

Scrutiny and Coding

The scrutiny facilitated easy entry into the DE program. The "other" responses were coded. The data collection team handled the data entry and validation work of the Survey. CSPro software was used for data entry. After data entry, the obvious errors that occurred during the data collection, coding and input stages were removed. An edit program was specified. This should program looked into missing values, skips, range checks and checks for inconsistency.

Software Used for Analysis

The choice and nature of data analysis depended on several factors such as type of variable, nature of variable and mode of analysis performed. In this study both SPSS 17.0 and STATA 8.0 was for analysis. Statistical package for social science (SPSS) is the most popular quantitative analysis software used today in social research. SPSS 17.0 was used for basic analysis and for generating tabulated reports, descriptive statistics, and complex statistical analyses. Besides SPSS, STATA was also used for some advanced analysis.

CHAPTER-II

Right to Elementary Education- A Critique

Right to Education as Fundamental Right:

In recent years, particularly after the seminal work of Weiner³¹, the debate on compulsory education as the means of eliminating child labour and ensuring universal participation of children in schooling has gained momentum. Weiner, in his study on the Indian situation, is unequivocal in recommending implementation of compulsory education. He considers that it is political will not poverty that constrains the development of education. In fact, Weiner presents compelling data on the fact that several countries have acted to universalise primary education at periods of relative poverty in their history of development. Taking a cue from Weiner's experiences, importance of universal elementary education was collectively acknowledged by 155 Nations and the United Nations, when they joined hands together in the World Conference on Education for All, held in 1990 at Jomtien, Thailand. The joint declaration at Jomtien reinforced to universalize basic elementary education and eradicate illiteracy in the World. This commitment was further crystallized at the Dakar meeting and was further emphasized at the United Nations meet of the Heads of Nations, while accepting to achieve the identified Millennium Development Goals by 2015.

Even though nearly all educationally developed countries attained their current educational status by legislating free and compulsory education -- Britain did so in 1870 -- India has dithered and lagged behind in introducing such legislation, with grave consequences. It was only after the Dakar meeting on Education for ALL in 2000, and the Heads of Nations commitment at the Millennium Development Summit in 2000 that the government of India introduced Right to Education Bill in December 2002 in the parliament and introduced 86th Amendment Act in the constitution in (2002) via Article 21 A (Part III). The article made Right to Elementary Education as fundamental rights of citizens.

Although the Bill was introduced in the Parliament in 2002, nevertheless it took eight years to get the Right to Education Bill-2009 in the statute books after rigorous pressure buildup, debates and several modifications to the original Bill of 2002. The modified Right to Education Bill was ultimately introduced in the parliament in 2009. In spite of several inconsistencies and lacunae in the Right to Education Bill 2009, (RTE Act 2009), it was notified on 27th August, 2009 for general information and the notification for enforcing the provisions of the Act was w.e.f 1st April 2010, issued on 16th February 2010. The RTE Act provides the legislative framework for Universalization of Elementary Education (UEE). (Salient Features of the RTE Bill -2009, Refer Annexure- VII)

At the very beginning of the notification of Act people were hopeful that the subsequent budget would reflect adequate allocation for the implementation of the Act. After the declaration of the budget, those hopes seemed to be a betrayal of Right to Education. The allocation amount for the first year (2010) for implementation of right to education act comes to Rs 15,000 crore out of the total budget of Rs 31,030

³¹ Myron Weiner in *The Child and the State in India: Child Labour and Education Policy in Comparative Perspective*, Princeton University Press, Princeton, 1991.

more sanctioned to the department of school education and literacy³². This appears apparently inadequate; less than half the estimated cost of Rs 34,000 crore per year (Rs 1.71 lakh crore for five years as declared by the HRD Minister in his speech and also estimated by the NUEPA. It should be borne in mind that substantial amount is required to enroll all out-of-school children in mainstream schools. Besides children enrolment, the recruitment of 2 million school teachers (at PTR 30:1 ratio as per new norm provided by the act) and their deployment in every school within six months of notification would be difficult job.³³ The Human Resource Development Minister also emphasized recruitment of 2 million teachers to successfully implement the Act.³⁴ Additional school buildings are required to be constructed to accommodate the children as per new norm and all teachers to be trained to a national norm within five years of notification. All this require substantial financial inputs in the initial years and form the basis of NUEPA estimates. All these arrangement will require more than 34000 crore allocation in the initial year. As has been declared that the enactment of the act will be in place from (July 2010) academic session. So it seems the current year's budget allocation has not been made with a serious thought of implementation of the RTE Act.

The reasons for delay in notification can be mostly attributed to unresolved financial negotiations between the National University of Education Planning and Administration, NUEPA, which has been responsible for estimating RTE funds and the Planning Commission and Ministry of Human Resource and Development (MHRD). From an estimate of an additional Rs.3.2 trillion to Rs.4.4 trillion for the implementation of RTE Draft Bill 2005 over 6 years (Central Advisory Board of Education, CABE) the figure finally set by NUEPA now stands at a much reduced Rs 1.7 trillion over the coming 5 years. For a frame of reference, Rs.1 trillion is 1.8% of one year's GDP³⁵.

The Act stipulates that Central and state governments will share financial responsibility for RTE. The central government will prepare estimates of expenditures while the state governments will be provided percentage support of these costs. The central government may request the Finance Commission to consider providing additional resources to a state in order to carry out the provisions of RTE. The state government will be responsible for providing the remaining funds needed to implement the RTE provisions. There will be a funding gap which needs to be supported by partners from civil society, development agencies, corporate organizations and citizens of the country. Thus financial gaps are likely to be the biggest impediments in the implementation of the Right to Elementary Education due to current fiscal deficit of states.

In addition to the financial gaps the new law has many critics. Some of them are among the nation's best known educators and, therefore, their concerns must be heard.³⁶ They have raised the following major issues:

The article 21-A in the constitution states that "The State shall provide free and compulsory education to all children of the age of six to fourteen years in such manner as the state may, by law, determine". The introduction of Article 21-A, diluted the fundamental right given in Article 21 by excluding children aged 0-6 years from the purview of the Bill, thereby depriving around 170 million children below six years of

³² Government of India, Budget Allocations -2010-2011.

³³ Right to Elementary Education Bill - 2009, Government of India.

³⁴ The Hindu Newspaper, 13th August 2010.

³⁵ Arun Mehta: elementary education in India Analytical report 2006-7 and 2007-08 NUEPA)

³⁶ The Hindu Newspaper, 2nd April 2010.

their right to education³⁷. Moreover as a signatory to the United Nations Child Rights Convention, has accepted the international definition of a child as someone under the age of 18 years. The Right of Children to Free and Compulsory Education Act, which came into force, covers only children in the group between 6 and 14, clearly excluding and violating the rights of the 0-6 and 15 to 17 year olds. Thus the law does not cover pre-school education which is a first step for enabling experiences for the success of eight years of formal education stipulated by the law. This step would require substantial coordination among the departments of Child Development, Health and Education, as well as nutritional supplementation for children between 3-6 years under the Integrated Child Development Scheme (ICDS) of government of India, covers only 25% of the child population³⁸.

Article 21-A further snatched away the concept of Common Education System of schooling by stating "that free and compulsory education shall be provided *"in such manner as the State may, by law, determine*". This conditionality was brought in to enable the State to circumscribe Common Education system. This goes against the spirit of Kothari Commission recommendations, where Common Education System was argued to build socially cohesive society. Thus the Act *offers* no vision of systemic reform leading to a decent common school system; instead it draws attention to the divisive, and not divided, character of our system of education. The Bill legitimizes the schools that *promote inequality* such as the government elite schools (e.g., Kendriya Vidyalayas, Navodhayalas) and the private unaided schools. This reflects in its provision of 25% reservation of seats in such schools for purportedly for the education of the weaker sections from the neighbourhood. A vast gap of resources, facilities and efficiency exists between the private schools which cater for the better-off strata of society and the ones run by the government. Within government schools, there is a vast difference between Central schools and those run by municipalities and village panchayats. However the provision for 25 per cent reserved seats for poor children in all private schools as well as Central schools makes a gesture towards a common school model. Critics of the RTE rightly find it a weak gesture but even to implement this gesture will be difficult to execute in a stratified and divided society.

The critiques also argue that the Act makes provision that private sector will be encouraged to open primary and middle schools in non-served area in rural as well as urban settings and they will be admitting the children from poor families to the tune of 25% of their intake capacity in each class in case of unaided schools and up to the percentage of annual recurring grant-in-aid to their annual recurring expenditure in case of aided schools. The special category of unaided schools will be reimbursed the fee of such students to the extent of actual per child expenditure incurred by the government or the actual expenditure incurred by the school, whichever is less. Thus indirectly government is introducing a voucher system in elementary education. The basic aim is to promote private schools out of public funds. In providing for *shifting of public funds* to private schools, the Draft Bill becomes an instrument of market forces.

There are broadly three categories of private schools. The first one comes as Missionary schools, religious schools and schools run by various philanthropic organisations out of their ideological commitment. The second category schools are run by NGOs, and certain govt aided institutions like child labour schools (NCLP), and special category schools aided by funding agencies UNICEF, International foundations and government departments. Normally these two categories are non-profit making

³⁷ Census of India estimates 170 million children below 6 years of age in 2010.

³⁸ Sixth Report of the Commissioners to the Supreme Court of India, December 2009, p. 4.

ols and run schools on their own ideologies and terms. The third category schools are corporate
ies owned profit making schools charging exorbitant fees, donations, capitation fees and serving the
rich class of India. Surprisingly these schools are called public schools in India without any real
mitment for the public good. This is a real profit making class of schools taking advantage of the
of elite middle class for exclusive and branded education for their children as a status symbol. This
which reaped all the benefits of free education provided by the government institutions and
ersities to reap huge rental incomes and high positions has now become the most self serving class.

or problem that both private and government schools face is the shortage of qualified teachers. The
Minister's admission that 2 million trained teachers are required for the implementation of the Act
ot be manufactured overnight, behind this shortage lies a long history of neglect of teacher training
the poor social status of the elementary school teacher. "Teacher training has remained on the
bins of the Indian academia, and the training of primary school teachers outside it. The challenge of
er recruitment and training will prove especially grim in the Hindi belt and the northeast, West
jal, and Jammu and Kashmir. In Bihar, the number of teachers required is very huge and the
utional capacity for training very low, and in Madhya Pradesh, no one knows how to undo the
ion taken long ago to stop the recruitment of career-path teachers. In West Bengal, overlapping
tures have impeded curricular and administrative reforms. These States are not the only ones
ing internal legacies of neglect or confused planning. The northeastern States have a vast number
trained and poorly qualified teachers who are already in the system. Violent conflict between the
rment and the people has cast a shadow on childhood in many parts of central and northeastern

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progress of the RTE in these parts cannot be easy or smooth. The southern States where the
tem is in better health, the RTE will pose the challenge of radical improvement in quality. How things
n out will depend on the willingness of the directorates to adjust their outworn perspective and
icies to the new expectations the RTE arouses in syllabus design, teacher preparation and
ployment. Kerala and Tamil Nadu are better placed than any other State to implement the RTE with
nfidence, but even they require radical measures to improve teacher training. The courses available
uninspiring and based on obsolete ideas. The pedagogic perspective of the National Curriculum
ramework (2005) is yet to percolate into teacher education programmes. This also holds true for mega-
ies like Delhi, Kolkata and Mumbai where children of the poor live in misery⁴⁰. The National Council
Teacher Education (NCTE) has reinforced this message of the RTE by demanding a higher entry-level
alification for elementary teachers' training. The NCTE has also sent a strong policy signal that all
urses for this level should come under the purview of universities. These signals will require sustained
llow-up action, for which the NCTE will have to improve its own functioning and image as a regulatory
ody.

ie 86th constitutional Amendment made education a fundamental right, a justiciable right. But
ording to the Act, it may not be possible for any person to approach the courts in this regard, as any
osecution requires prior sanction of the appropriate government, which in effect may mean no
osecution. The act almost prohibits all legal proceedings against anyone in this case when it states,
o suit or other legal proceedings shall lie against the central government, the state government, the
ational Commission for Protection of Child Rights, the State Commission for Protection of Child Rights,
ie local authority or the school management committee, or any person, in respect of anything which is

Krishna Kumar, India's Children have Precious Right, The Hindu, April2, 2010

Krishna Kumar, India's Children have Precious Right, The Hindu, April2, 2010

in good faith done or intended to be done, in pursuance of this Act, or any rules or order made thereunder.' This means there are doubts whether this is really a justiciable fundamental right for every child and poor parent of India.

The Act is silent about the major problem of elementary education i.e the 'Drop Out' rate. The spotlight till now has been on expanding the infrastructure, appointing teachers, ensuring that schools are within walkable distances, and so on. But the biggest problem facing the schooling system is that over 50% of children who join up in Class I drop out by Class VIII. It is not about children who never attended school — those are a separate and fast diminishing category. Total enrolment in primary classes (Class I to V) was 134.4 million in 2008-09, the latest year for which complete data is made available in the District Information System for Education (DISE) flash statistics, collected by the National University of Educational Planning and Administration (NUEPA)⁴¹. In Classes VI to VIII, the total enrolment has dramatically dropped to 53.4 million⁴². In fact, earlier data from 2006-07 containing class-wise enrolment shows that with each successive class, students quit in large numbers. By Class IV, every third kid has dropped out and by Class VIII every second student is no longer attending school. So, the dropouts need to be the biggest focus of the implementation mechanism being set up.

The Act although stipulated uniform norms and standards relating to infrastructure, teacher-pupil/teacher ratio and classroom/teacher ratios, curriculum and teaching quality but these should not be lower than that of the KENDRIYA VIDYALAYAS and moreover fixed timeframe should be stipulated to achieve these standards. The standards of student-teacher ratio and room sizes have been fixed in such a way that it is clear from the data circulated by NUEPA (National University of Educational Administration and Planning) that around 40 percent primary schools (with less than 60 enrolments) will continue to have two teachers and two rooms. What it means is that the existing practice of one teacher-one room with several classes will continue. The same conditions will be applicable to about 30 percent of the schools (with less than 90 or 120 enrolments). That is to say that in future also the practice of educating poor children of two or three classes in the same room will be continued in a shameful way.

Currently different scales of responsibility have been assigned to different types of schools for providing free and compulsory education. The net result of this provision will be the perpetuation of different types of schools, some meant for privileged classes and others for the poorer classes. This violates both Article 14 (equality before law) and Article 21A (Right to Education) of the Constitution.

The Act has various implementing bodies' right from central government, state government, local authority, school management committee etc., to issue guidelines. The school management committee has been given the main responsibility of providing free and compulsory education, which in principle is a decentralisation of governance and a body of people's participation. On the other hand it is also being felt that in the name of decentralization government tends to abdicate their responsibilities and leave the whole task to the lowest unit. This is clearer when it comes to funding. While the concurrent responsibility for education is the responsibility of the central and state governments. Both of them shall have concurrent responsibility for providing funds, under the act the final responsibility is entrusted with the state government. The act states, 'Notwithstanding anything... the state government shall ...be responsible to provide funds for implementation of the provisions of the Act.' This clearly means central government withdrawal from its responsibility for the implementation of RTE Act 2009.

⁴¹ DISE Report- 2009-10, NUEPA, Government of India.

⁴² Ibid.

There is nothing in the Act to say that handicapped children will be educated in the regular schools. The provision for the namesake has been made only in the standards for those handicapped that cannot move independently. The blind, deaf and mentally retarded children have been totally ignored. The intention of the Government is to keep such children indoors and to wash off their hands by handing over the responsibilities to NGOs.

The Act has not defined the qualification, salaries and other terms and conditions of the teachers. The Government can take whimsical decisions on these and related issues as per their own convenience. This will lead to creating chaos in Education. This year's budget has clearly indicated that appointment of para teachers and low paid teachers in private schools' and their exploitation –financial and otherwise - will continue.

The Act permits the engagement of Government school teachers in non-academic activities like Panchayat to Parliamentary elections, census, and relief works during disaster management etc. This means that the children in private schools will be taught everyday whereas the classes for poor children will get interrupted and disturbed due to the involvement of the government school teachers in non-teaching activities. This way the students of the Government school will continue to be unfavorably discriminated against and made to suffer.

The Act does not prohibit enhancement in school fees by private schools. This allows them to enhance the fees in uncontrolled and arbitrary manner. The Act does not require the private schools to follow government guidelines or to allow participation of parents, social workers etc in managing the affairs of the school. In fact the HRD Minister Kapil Sibal has already announced that after the Act is implemented the laws prevailing in different States with respect to monitoring the management and the fee structure of private schools will automatically become redundant. In such a situation the education will become dearer.

The Act provides for education up to class 8 without appropriate formal evaluation of the students. This means that children in Government and low economy private schools will be pushed upwards up to class 8 with half education or no education at all. Class 8 certificate earned in this manner, for sure, will not help them in admission to higher classes.

The Act provides for mother tongue as medium of teaching only if it is 'practicable' for the government. For selected few, English has been left anyway as medium of teaching. Therefore, the education with double standards has been allowed to continue.

Implementation Mechanisms for Right to Education Bill

The mechanism available for the redressal of the violation of RTE Act is stipulated as the National Commission for the Protection of Child Rights (NCPDR) which will review the safeguards for rights provided under this act, investigate complaints and have the powers of a civil court in trying cases. States need to constitute a State Commission for the Protection of Child Rights (SCPCR) or the Right to Education Protection Authority (REPA) within six months of April 1. Any person wishing to file a grievance has to submit a written complaint to the local authority. Appeals will be decided by the SCPCR/REPA. Prosecution of offences requires the sanction of an officer authorized by the appropriate

government. While the RTE's future depends on the initiative and resolve of the State governments, Centre's role is going to be crucial too. If its policy signals remain coherent, the States will have a better chance of staying on track. One major signal the Centre must send pertains to institutional strength and capacity to deliver the RTE. No case illustrates this better than the National Commission for Protection of Child Rights (NCPCR), which has the responsibility to monitor the RTE. It is supposed to keep a vigilant eye on several million classrooms where children are to be taught and protected from corporal punishment, mental harassment and discrimination. How is the NCPCR going to perform this huge task with the extremely meager infrastructure it has today? When a child falls victim to neglect, abuse or violence, the protective arms of the state must reach out fast. For a national commission to serve children in every corner of the country, it must have good State-level units with district-level branches. As of now, the NCPCR's presence in most States is barely symbolic. Between the responsibilities entrusted to it and its apparatus, there is a vast gap. It has no academic staff to study cases and to work with the States to find solutions.

Despite the flaws in the RTE Act, it is equally important to simultaneously ensure its proper implementation. Besides bringing about design changes, government must be made accountable through social audits, filing right to information applications and demanding children's right to quality elementary education. Moreover, it is likely that once the Act is notified, a number of different groups affected by this Act will challenge it in court. It is, therefore, critically important for us to follow such cases and where feasible provide support which addresses their concerns without jeopardizing the implementation of the Act. Although the right to Education has been implemented from 1 April 2010, the state level laws are yet to be made. These state level laws should be made in line with the Centre's laws with full public participation. Government should ensure 6 percent of GDP or 20 percent of Government expenditure be provisioned for education, and half of this public spending on education needs to be targeted towards elementary education. Owing to the fiscal problems faced by state governments Central assistance should be increased to 85% of funds required at least from the initial years.

All forms of privatizations including the Public Private Partnership or franchise to corporate bodies that leads to profiteering, commoditization and weakening the public education system should be dropped. Steps should be made to ensure quality of education, regular and trained teachers should be recruited in place of untrained and Para teachers. Para teachers recruited, so far should be trained and regularized. Provisions should be made in the said legislation for quality education system with measurable indicators so that parents and community can monitor the quality of education. Effort should be made to empower and build capacity of School Management committees to be able to strengthen school governance, planning and monitoring in a supportive manner.

The existing laws for protection of child rights should be enforced suitably and implemented strictly for total eradication of the menace of child labour, child servitude and child trafficking, and all the children of age group 0-18 years are enrolled in schools. Schools need to be made aware of provisions of the 25% reservations, the role of SMCs and the requirements under the Schedule. This can be undertaken through mass awareness programs as well as ensuring proper understanding by stakeholder responsible for its implementation. Schools should constitute School Management Committees (SMCs) comprising local authority officials, parents, guardians and teachers. The SMCs will form School Development Plans and monitor the utilization of government grants and the whole school environment. RTE also mandates the inclusion of 50% women and parents of children from disadvantaged groups in SMCs. Such community participation will be crucial to ensuring a child-friendly

“whole school” environment through separate toilet facilities for girls and boys and adequate attention to health, water, sanitation and hygiene issues.

Current Status of Implementing of RTE in States:

According to the latest information (as on 31st December 2010) only following states have framed necessary rules and regulation for the implementation of the Right to Education . These states are Chhatisgarh, Andhra Pradesh, Haryana, Karnataka, Madhya Pradesh, Uttar Pradesh, Himachal Pradesh, Rajasthan, Bihar, Tamil Nadu, West Bengal, Kerala, Orrisa, Maharastra, Arunachal Pradesh, Assam, Gujarat, Goa and Manipur. However the following states have not still prepared rules and other frameworks for the implementation of the Act. The state and union territories are Uttrakhand, Jharkdan, Mizoram, Sikkim, Tripura, Meghalaya, Nagaland, Jammu and Kashmir, Punjab, Andaman and Nicobar, Chandigarh, Delhi, Dadra and Nagar Haveli, Daman and Diu, Lakshadweep and Pondicheery.

Challenges before implementing the RTE Act

One of the major challenges is to cover a large number of out-of-school children as well as those children who have dropped in between without completing the elementary level of education. There are varying estimates of these children by government agencies as well by the non-governmental agencies. A large number of children also remain out-of-schools during the agricultural production season, which ultimately get dropped out. Therefore the task is huge which requires coordinated efforts from all stakeholders.

Lack of inter ministerial and centre states coordination: There is no uniformity in education system. We are still following old education pattern which encourages segregation. There are wide gap between the education for the poor and education for the middle income groups and rich people. A famous saying goes like “tell me your father occupation and I will tell you which kind of school you are in”. Even the RTE encourages provisions for differential education system. Thus with such a variation in the level and standard of education institute how can one ensure for the equal society, or equity based society and how can we realize the dream of Gandhiji, Lohiyaji or Jai Prakash Narayan.

Most of the Hindi speaking states of India have shown least interest in implementing this Act, while on the other hand about 67% of the out of school children of India are from these states. There are issues which are widely discussed like; the unavailability of funds, lack of proper or no school building, lack of coordination between centre and states to ensure the adoption of the RTE Act. The government needs to show resilience and political willingness as financial commitments can be easily expanded through proper mechanisms.

CHAPTER-III

Elementary Education: Budgetary Allocation and Public Expenditure

III.1 Budgetary Allocation for Elementary Education

One of the basic inputs required for improving the capacity of education development system national and state policies in terms of financial resource, administrative planning, accountability and efficient utilization of resources. For a country that still has a significant number of out-of-school children especially from marginalized community, the most pressing need is equitable financial allocations across all regions. For long, elementary education was a state subject and 'protected' sector and was not open for central/ any external aid. The financial allocations for education sector varied among the states depending upon their fiscal capacities and priorities. Their capacities of mobilization of resources by the states differed considerably leading to vertical and horizontal disparities in education financing and resultant outcomes. To correct the vertical and horizontal imbalances, education sector was transferred from state list to concurrent list in 1992 paving the way for the much needed transfer of funds to the states from the centre's pool. It is essential that policy and program designs in the crucial educational social sector should promote a strong equity oriented approach that ensures that regions and population groups that have been lagging behind receive much higher attention and resources. Providing a more equitable distribution of public resources and effort would be a prerequisite for bridging gaps in education.

Centre's grants-in-aid assistance to states took the shape of Centrally Sponsored Schemes (CSS) and there were several of them during the late 1980s and early 1990s. However, many CSSs in the education sector which existed in the late 1980s and early 1990s were mainly aimed at infrastructure provision and teacher training (such as Operation Black Board and Teacher Education)⁴³. But this support from the Centre was minuscule as compared to the total budget requirement for education sector in the country.

The fiscal crisis in early 1990s compelled India to go for structural adjustment measures which had implications for budget allocations for social sectors, especially education and health sector. International assistance was sought as part of the measures taken to shelter susceptible sectors including education. The Uttar Pradesh Basic Education Project (UPBEP) in early 1990s was supported by the World Bank which culminated with the a major World Bank supported centrally sponsored scheme- the District Primary Education Programme (DPEP) for identified educationally backward districts of India from 1994⁴⁴. Under this programme Centre's contribution was 85 percent with the 15% contribution from the state governments.⁴⁵ The total spending on education by both Centre and States was hovering between 3% of GDP which was much lower than the

⁴³ Ministry of Human Resource Development Report- Tenth Five Year Plan Allocations 2002.

⁴⁴ The World Bank Report on Education Sector in India 2000.

⁴⁵ District Primary Education Programme (DPEP) in India, Salient Features , MHRD Report 1995.

Pathari Commission recommendations.⁴⁶ Further, the intra-sectoral allocation of public education spending has been inequitable ever since planned development began over half a century ago. As much as 25–30 per cent of combined central and State education expenditure over 40 years was allocated to higher education (till 1990)⁴⁷.

The adoption of Universal Elementary Education (UEE) goal in India under the Sarva Shiksha Abhiyan (SSA) in 2001-02, a central government's commitment for Education for All, increased financial allocations substantially across the country. The SSA programme covers the entire of elementary cycle in all districts of the country. It was conceptualized as an additional finance over and above the state expenditures for elementary education to invest in infrastructure, quality improvement and capacity building. The states participating in the SSA were expected to maintain their elementary education expenditures at the level of the expenditure in the financial year (FY) 1999/2000 (in current prices)⁴⁸.

SSA is one of the most important flagship programme of the Government of India, implemented in mission mode to realize the Universal Elementary Education (UEE) goals by 2010⁴⁹. Till the end of Eleventh Plan, Centre governments contribution was 75 percent of the SSA financial outlays (resources allocated to Centre from Planning Commission) while the rest 25 percent was provided by the states (as additional resources in their budgets). One of the main features of SSA allocations was that, if the released amounts were not spent in a particular year, they do not lapse; rather this amount is carried over to the next year's Annual Work Plan and Budget (AWP&B). "The allocations for both DPEP and SSA were based on certain norms (with a ceiling on the overall share of expenditures on civil works in total at 33 percent), and based on district level Annual Work Plan and Budgets (AWP&B), thus enabling states and districts to access additional central funds⁵⁰. In the initial years, the better off states and within states, better off districts were able to get more funds under SSA while states/ districts that lacked capacity lagged behind, thus resulting in divergence in educational development across states and districts⁵¹. However, MHRD's efforts to identify 'Special Focus Districts' using various criteria⁵² and giving them preferential treatment in funds allocation has helped the Plans (and hence allocations) to become more 'evidence based' and 'needs driven'⁵³. (Refer Diagram III.1)

MHRD Report, Eleventh Five Year Plan (2007-2012), Elementary Education Sector Plans., GOI. Planning Commission.

Mehrotra, S. 2006 Reforming elementary education in India: A menu of options, International Journal of Educational Development 26 (2006) 261–277

ibid.

MHRD, Annual Reports 2008-09, Report on Elementary Education and Literacy

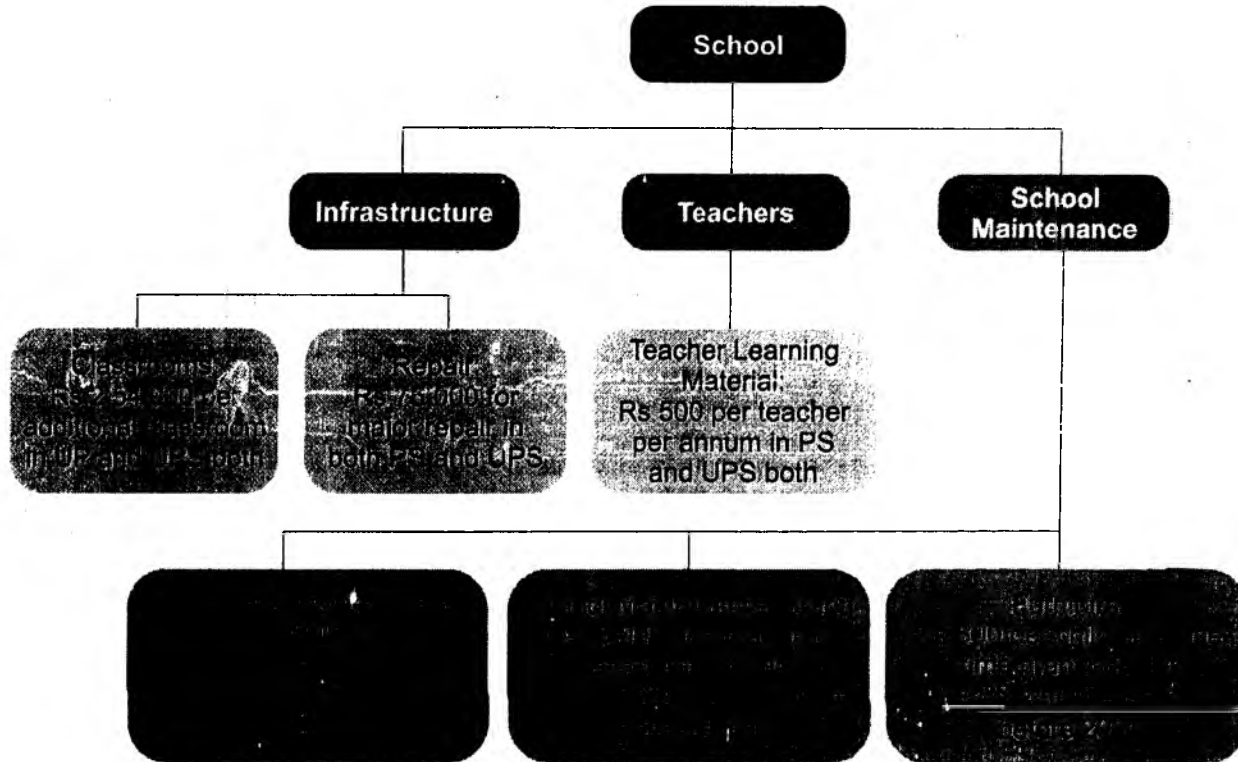
MHRD, Government of India, Sarva Shiksha Abhiyan, Guidelines 2002.

Jhingran and Sankar (2006) mimeo "Orienting Outlays towards outcomes: An Evidence based, Equity Focused approach for SSA"

The criteria used include: (a) districts where the number of out of school children are more than 50,000; (b) districts where the concentration of SC population is more than 25 percent; (c) districts where ST concentration is more than 50 percent; and (d) districts with Minority (Muslim) population concentration is more than 20 percent

Deepa Sankar, Financing Elementary Education in India through Sarva Shiksha Abhiyan, South Asia Human Development, The World Bank, 2007

Diagram III.1
SARVA SHIKSHA ABHIYAN – FUNDING FLOW ANALYSIS



Source: SSA Guidelines, Ministry of Human Resource Development, New Delhi

The current system of funds transfer and the accounting rules create unnecessary rigidities that often do not allow the State Governments to use the money in the most efficient or desirable way, and also lead to less than complete utilization of the budgetary allocation. The funds from SSA are tied to several parameters and therefore efficiency at the state and district level is important requirement. As the figure highlights, every school receives three grants – School Developmental Grant (SDG), School Maintenance Grant (SMG) and Teaching Learning Material Grant (TLM). Three other grants – classroom, repair and furniture- are based on demands made through planning process, the quantum of funds received is determined by national norms. A second problem with this 'tied' approach to funding is that norms determine the quantum of funds that the schools receive, resulting in a mismatch between school needs and funds received. To illustrate the point, a school with 1,000 students receives just about two and a half times more money than a school that has 100 students.⁵⁴ The assumption behind this approach – that all schools need the same inputs for better infrastructure and quality - curbs any space for local discretion and autonomy and therefore local needs are rarely reflected in local expenditures.

Some other problems include:

- Very rigid norms on unit costs and what is allowed in terms of spending, that do not recognize the diverse requirements of different states or particular regions;
- Inadequate financial provisions for infrastructure such as buildings etc, especially for some states and cities, which leads to the creation of poor quality infrastructure;

⁵⁴ A. Mukherjee and E. Satwalekar "A tale of two schools", PAISA briefs, Accountability Initiative, August 2009, www.accountabilityindia.org

An inflexible accounting system that does not allow transferring funds across heads to meet particular or changing requirements, and therefore inhibits full utilisation and also prevents synergies from developing;

insufficient allocation for repair and maintenance of infrastructure;

Treating rural and urban schools in the same manner even though the requirements are often very different (for example, urban government schools may require different infrastructure and facilities in order to attract students); and

treating all districts and geographical areas in the same manner regardless of the degree of backwardness, topographical conditions etc. (This is especially a problem for schools in hilly or heavily forested areas or those with poor physical connectivity, for which per capita allocations are the same as for other more accessible areas);

Problems in the timing of fund transfer, as well as uncertainties in fund provision created by the insistence on matching funds and the fact that plan ceilings keep changing every year.

Autonomy apart, accountability requires transparency and predictability in fund flows. After all, you need to know how much money is due and when it ought to arrive in order to make plans and hold the system to account. This is one of SSA's greatest weaknesses. In March 2009, PAISA undertook a survey of a 100 schools in Nalanda, Bihar to understand fund flows in the district. The survey found that majority of schools received funds somewhere between the months of December and February (officially, fund receipts ought to be scattered through the financial year so that expenditures match local and time specific needs). Consequently, expenditures are only incurred in the last quarter of the financial year. This last minute rush often results in inefficient and insufficient expenditures – just over 50 percent of the grant funds are spent within the financial year⁵⁵

In addition, there is a strong case for providing greater autonomy to local level management of schools, including locally elected bodies, school boards, Village Education Committees etc., in the use and management of funds, subject to some overall criteria. Within the stipulated norms for expenditure, there should be scope for greater flexibility in the use of funds in response to local needs and local innovation.

The 11th Five Year Plan (2007-2012) did not provide welcome support for the SSA as the Planning Commission decided to implement 50:50 % sharing of SSA allocations between Centre and the States, which was much lower than the 85:15 % sharing at the beginning of the scheme. However the originally expected allocation at the beginning of 11th Five Year Plan were changed to 65:35 % sharing basis for the first two years of 11th Plan, 60:40 % for the third year, 55:45 for the fourth year and 50:50 % for the fifth year. This change meant that the state governments are required to double their share in allocations for SSA and increase the total budgets for elementary education to reflect this change. This decision has also come at a time when states' budget decisions are increasingly coming under the scanner of fiscal responsibility regime and fiscal prudence measures, which put a downward pressure on states' overall (revenue) expenditures. In this scenario, often states may cut down on their overall budget for SSA, thus affecting the implementation of the programme that gained a real impetus a couple years ago with evidence based planning on focus areas, or the states may find funds for the sector by diverting funds from other social sectors, which is also not desirable. There are of course demands from the states to restore earlier pattern of 75:25 from several states including the Public Accounts Committee of the Parliament.⁵⁶

⁵⁵ Mukherjee, "Central Norms and Decentralized Implementation of Universal Elementary Education Program in India," PAISA Working Paper, November 2009, www.accountabilityindia.org

⁵⁶ Times of India, March 23, 2008.

The idea of Centre–State partnership to implement development programmes through sharing of finances is a positive step towards gradual takeover of all activities by the state government. However, the approach for sharing the working needs to be analysed in depth, as it may be fine for some economically better off states, but may not be feasible for economically backward states. There is no systematic assessment carried out of the impact of the funding formula on implementation of the programme in different states. It should be noted that the situation with respect to internal finances of the state government varies widely. A common point made is that a uniform formula is not helpful for promoting faster progress in educationally backward states, which are also poor in their economic status. There is a danger that some of the state governments may stop evolving new development initiatives for elementary education and would begin to depend solely on centrally-sponsored programmes as they are required to squeeze their finances to meet their share for SSA. The fallout of such a phenomenon is that it would further increase disparities in educational development among different states.

III.2 Trends in Public Expenditure on Elementary Education

The allocations (and expenditures) for Elementary Education consists of

(a) Capital expenditures which are incurred for asset creation and currently it accounts for less than a percent in overall elementary education expenditures in the country.⁵⁷

(b) Revenue expenditures consist of both Plan and non-plan expenditures. Plan expenditures are significant as they are spent for new investments while non-plan expenditures are functioning costs on a day today basis and include mostly salaries and maintenance charges.

SSA as a Centrally Sponsored Scheme (CSS) mainly provides for new investments and activities, and is hence 'plan' expenditures. The grants transferred from Centre to states through CSS are mainly plan expenditures, though it may also contain certain items that are generally classified as non-plan expenditures under state budgets. For example, the teacher salaries for teachers appointed under the SSA program is provided by SSA and hence classified as plan expenditures while the teacher salaries of those teachers paid by the state governments are classified as non-plan expenditures. Past trends in the in the GDP expenditure on education sector indicates insignificant changes in spite of the commitments made by the respective governments. (Table No. III.1)

Table No.III.1
Government (Centre plus State) Expenditure on Education (Current Prices 2007-08)

Year	Expenditure Rs. '0,000,000'	Percent GDP	Percent to Total expenditure	Percent to Social Sector Expenditure
2000-01	57,000	3.19	11.3	50.8
2001-02	68,071	2.99	10.6	49.4
2002-03	71,298	2.96	10.3	50.3
2003-04	75,607	2.74	9.6	49.3
2004-05	84,111	2.67	9.8	48.7
2005-06	96,365	2.69	10.0	47.2

⁵⁷ Deepa Sankar, Financing Elementary Education in India through Sarva Shiksha Abhiyan, South Asia Human Development, The World Bank, 2007

2006-07	119,199	2.88	10.4	46.5
2007-08 RE	133,284	2.84	10.2	45.3

RE: Revised Estimates

Source: Economic Survey 2007-08 and Earlier Economic Surveys.

The total budget expenditure on education consists of expenditure incurred by the union and the state governments. About 80 per cent of the government expenditure on education is met by the states. States meet a substantial amount of non-plan expenditure on education, while centre provides a significant amount towards plan expenditure. The combined expenditure on education (in current prices) increased from Rs. 67,000 crores in 2000-2001 to Rs 133,284 crores in 2007-08 indicating 100% increase in the expenditures during the period. But percent expenditure of GDP in fact decreased from 3.19% in 2000-01 to 2.84% in 2007-08. The proportion of total expenditure on education also declined from 11.3% in 2000-01 to 10.2% in 2007-08. The proportion of social expenditure on education sector also depicted declining trend during the period. (Refer Table No.1) Thus also there has been significant increase in the magnitude of expenditure on education sector but it has not kept pace with the requirement especially in view of the vision of universalization of elementary education for all children aged 6-14 years. However it was expected that after implementation of RTE Act; expenditure on education should have double to what it was in the 2009-10 budgets but there was a meager increase in the funds for Sarva Siksha Abhiyan (total literacy mission) in 2010-11 budget from the 2009-10 level (i.e only 14.5 % rise in the budget allocation)

The expenditure of Central government assumes significance in view of mobilizing state governments to initiate new programmes by providing matching grants, thus providing the required impetus. The Union government Education budget increased considerable during last decade. (Table No.III. 2)

Table No.III.2
Expenditure on Education by Union Government

Year	Rs. Crores	Percent of GDP	Percent of Total Budget
2000-01	7925.2	0.37	2.43
2001-02	8037.0	0.35	2.22
2002-03	9089.3	0.37	2.20
2003-04	10,177.5	0.37	2.16
2004-05	13,228.7	0.42	2.66
2005-06	17,809.6	0.49	3.52
2006-07	23,809.6	0.57	4.09
2007-08	29,588.7	0.63	5.35
2008-09 RE	38,702.9	0.73	5.15
2009-10 RE	42,000.0	0.74	5.13

RE: Revised Estimates

Source: Based on Union Budget 2008-09 and related budget documents of previous years and Economic Survey 2007-08 and earlier years.

Although there has been a substantial increase in the allocation of budget for education by the Union Government but the overall expenditures in terms of GDP, proportion of budget to total

budget as well as proportion of education budget to total social sector budget shows declining trends during 2000-2007. This was in spite of the recommendations made by several high powered committees for making available the estimated funds to ensure to achieve the UEE goal in 2010. The Tapas Majumdar Committee (1999) estimated that the country would require Rs.1,37,000 million in constant 1993-94 prices (Rs.2,03,000 million in current 1998-99 prices) between 1998-99 and 2007-08 while the Working Group on 10th Five Year Plan estimated that Rs.52,280 million would be required for elementary education during the 10th Plan period.⁵⁸ This is in spite of the fact that the allocation for the Eleventh Five year plan is likely to be Rs. 28,700 crore, which works out to be five times the allocation made during the Tenth Plan period.⁵⁹

According to an estimate of central government a total of Rs 2.32 lac crore would be required to implement the Act. The Expenditure Finance committee and the Central Cabinet has already approved that money. Accordingly out of the total expenditure during 2010 it was expected that an amount of Rs 24000 crore will be borne by the finance commission, while remaining expenditure will be shared by center and states with the proportion of 68:32. Government of India claims that out of 35 states and UTs, 16 states can easily bear the extra expenditure needed for the implementation of the Act. But in reality many states have expressed their inability to stipulate the extra funds required due to fiscal deficits.

The allocations in the Eleventh Five Years plan are likely to constitute 20% of the total plan expenditure as compared to 7.7 % in the Tenth Plan. But such substantial increase from central government, did not match with the corresponding increase from states, with the result GDP expenditure on education actually declined during last one decade. Structural adjustment and other fiscal measures have forced many state governments to indulge in cost-cutting actions, invariably reducing their budgets for education. This has resulted in two distinct trends that directly place the goal of providing 'quality education for all' at jeopardy. The first trend is that state governments are increasingly looking for cheaper and often substandard alternatives to provide primary education to the poor. One can see the emergence of a wide variety of institutional arrangements like; Education Guarantee Scheme schools, alternate schools, community schools, para teacher schools and so on, all targeted only at the poor. A study by World Bank indicated that although there was substantial increase in the per child revenue expenditure on elementary education from mere Rs 580 in 1991 to Rs. 1275 in 2004-05⁶⁰ (at comparable constant 1993-94 prices) but majority of this was contributed by the CSS under SSA and states share was nominal. Hence substantial increase in the budgetary allocations from the Union government is necessary to meet the UEE goals. The study further indicates large scale disparities in the per child elementary education expenditure among different states of India. (Refer Figure No III.1)

Figure No. III.1

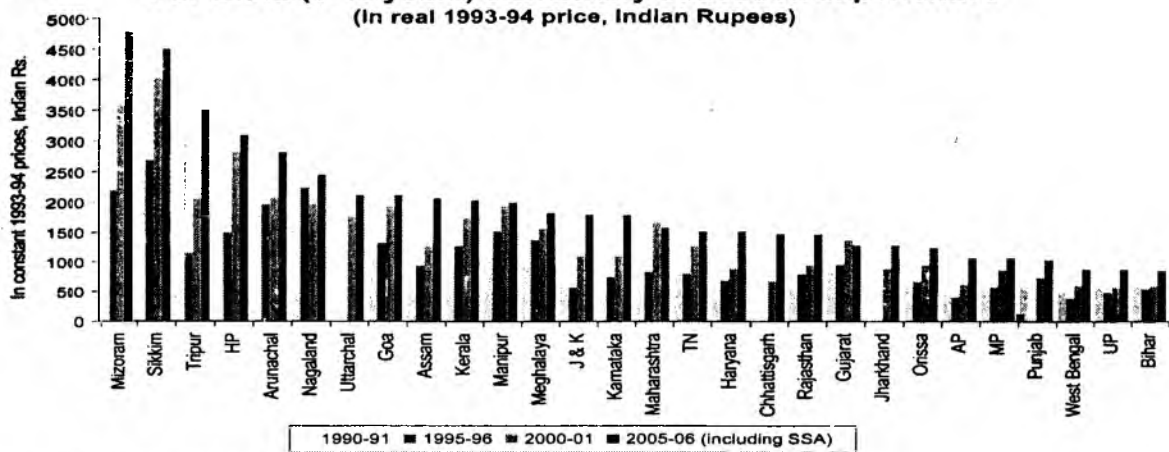
⁵⁸ Planning Commission, Government of India, Tenth Five Year Plan- 2002-2007, Education Report.

⁵⁹ Jandhyala B G Tilak, Education in 2008-09 Union Budget, Economic and Political Weekly, May 2008.

⁶⁰ Deepa Sankar, Financing Elementary Education in India through Sarva Shiksha Abhiyan, South Asia Human Development, The World Bank, 2007

Elementary Education Expenditure Per Child

Per Child (6-13 years) elementary education expenditure
(In real 1993-94 price, Indian Rupees)



Source: MHRD (SSA and Analysis of Education expenditures)

Source: Deepa Sankar, Financing Elementary Education in India through Sarva Shiksha Abhiyan, South Asia Human Development, The World Bank, 2007

3.3 Elementary Education Plan Expenditure:

The Plan expenditure on elementary education by the Central government hovered around 65% to 70% to the total expenditure on education. This shows some change in the trends towards developing elementary education during the last decade as compared to previous decades. But the state's expenditure on elementary education remained constant during last decade hovering around 9-10% out of 18-20% allocated to education sector of the total budget from the states. The plan allocation for the elementary education showed some impetus from 2004-07, when annual plan allocation increase hovered around 40-50%. But from the beginning of Eleventh Plan the increase was marginal during 2008-09 and 2009-10. This was in nominal prices but in terms of real prices the allocations were stagnant. There are two CSS schemes one is SSA and the other Mid-day meal scheme under the elementary education programme of the Central Budget currently in operation. Significantly 35-40% of the budget allocation for the Elementary education from the central government was meant for Mid-day meal scheme⁶¹. Although this is an important component for the overall child development but this translates to having lower financial allocations for the core elementary education activities i.e infrastructure, capacity building and quality education. (Table No.III. 3)

Table No.III.3
Plan Expenditure on Elementary Education (Rs. 0,000,000)

Year	Central Government					State Governments	
	Total Allocation on Education	Allocation on Elementary Education (EE)	% Allocation on EE	% Increase EE	% allocation on Mid-Day meal to total EE allocation	% Budget to Education	% Budget to EE

⁶¹ Budget Analysis on Education Sector Budgets 2009-10 and 2010-11.

2000-01	4858.8	3117.4	64.2		42	20.1	9.8
2001-02	5560.1	3569.2	64.2	15	29	18.2	9.7
2002-03	6380.0	4257.6	66.7	19	24	18.0	9.7
2003-04	7371.1	5201.0	70.6	22	26	16.3	9.6
2004-05	10133.2	7710.2	76.1	48	21	16.4	9.5
2005-06	14552.5	11749.3	80.7	52	27	17.0	10.2
2006-07	20213.8	16560.0	81.9	41	32	17.1	10.3
2007-08	25452.4	20304	79.8	23	37	17.4	10.4
2008-09	34393.5	21795	63.4	7	37	17.6	10.4
2009-10	42000	25000	59.2	15	35	17.8	10.3

Sectors such as department of languages, scholarships, book promotion, planning and administration are included in the total.

Source: Union Budget 2008-09: Expenditure Budget Vol II and earlier years and documents; and Financial Statistics of Education during the Eighth, Ninth (1997-2002) and the Tenth (2002-2007) Five-Year Plans. MHRD Budget statistics 2000-09

The UPA government promise reiterating the Kothari Commission recommendation of 1966 still remains unfulfilled even after 44 years in 2010. Education spending as a share of GDP (2009-10) at 3.23 % is nowhere near the promised 6 %. This is even more important to note that a substantial percentage of the elementary education budget is met by the Prarambhik Shiksha Kosh (PSK) funds – a 2% cess introduced in 2004 and levied on all major central taxes – income tax, corporation tax, excise duties, customs duties, and service tax. The revenue from the cess is meant for elementary education. “The Prarambhik Shiksha Kosh (PSK) was set up in 2005 as a dedicated non-lapsable fund, with the revenues of the education cess. The Kosh is to fund the two major schemes in elementary education, viz, the SSA and the midday meals. It is actually expected that these two schemes are largely financed out of gross budgetary support, and only after exhausting the funds provided by the gross budgetary support, the balance of the expenditure is to be financed from the Kosh. But it appears that exactly the opposite is happening. A disproportionately large amount of expenditure on SSA and midday meals is met out of revenues collected from the education cess. As high as 74 per cent of the expenditure on SSA and the midday meals in 2008-09 was to be met by the Kosh, i.e., by the revenues received from education cess, and the balance out of general budgetary support. The corresponding figure, i.e., the share of the Kosh, was 69 per cent in 2007-08. In other words, the two major components of elementary education receive very little resources from general tax and non-tax revenues”⁶². (Refer Table No. III.4)

Table No. III. 4

Contribution of Education Cess towards Central Budget for Elementary Education

Year	Education Cess (Rs. Crore)	External support for elementary education (Rs. Crore)	Allocations for elementary education & literacy (Rs. Crore)	Central government's allocation for elementary education after adjusting for education cess	Direct contribution of the Common citizen for UEE (i.e. contribution of cess)	Contribution of the central government in UEE after discounting for external aid and education
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⁶² Jandhyala B G Tilak, Education in 2008-09 Union Budget, Economic and Political Weekly, May 2008.

		(Crore)		(Rs. Crore)	In funding for UEE) in %	Cess in %
2001-02 (RE)	-	1212	3755	3755	0.0	67.7
2002-03 (RE)	-	1551	4305	4305	0.0	64.0
2003-04 (RE)	4107	1417	5455	1348	75.3	1.3
2004-05 (RE)	5010	1198	8005	2995	62.6	22.4
2005-06 (RE)	7490	1997	12243	4753	61.2	22.5
2006-07 (RE)	8949	1647	16895	7946	53.0	37.3
2007-08 (BE)	10424	1678	18629	8205	56.0	35.0

Note: The Cess figures for the year 2006-07(RE) and 2007-08 (BE) does not include the extra 1% cess for higher education. (1 Crore = 10 Million)

Source: Budget 2007-08- Dream or Despair? - Response to the Union Budget 2007-08, CBGA, p.12

Efforts are also being made to mobilize funds from local support through a Programme of Mobilising Local Support to Primary Schools (PLUS) which is envisaged as a systematic effort at mobilisation of local support for improvement of primary education. It is premised on the belief that, apart from the massive vertical - but impersonal - flow of resources from the central and state levels to the Primary School, it is necessary to also harness and mobilize local resources and commitment for its revitalization - in other words, to promote a horizontal flow of resources and attention to the Primary School. Its underlying approach is that "as many people and organisations as possible should be motivated to contribute whatever resources they can - time/knowledge/money/ materials - to needy Primary Schools." This approach is envisaged to create community involvement for greater participation. But unfortunately the programme has not elicited any significant support. The EDWATCH study 2010 found very limited support was provided by the local community in terms of fund flow due to lack of awareness and transparency and effective monitoring. Only 12% of sample Village had collected funds from local sources through school Management Committee member.

Unfortunately the last two subsequent annual Union budget (2009-10 and 2010-11) failed to live up to the expectations of the promised Eleventh Five Year Plan allocations, and did not fit with the grand plan to implementing the Right to Elementary Education for all children aged 6-14 years. The total allocations from Central government were raised by only 15% to 42,000 crores from the previous budget of 36,000 crores. It includes allocations for SSA, Mid-day meals, strengthening teachers training and others. This indicates that government is not serious to implement the Right to Elementary Education which promised substantial improvement in access, quality and other dimensions of elementary education and provision of quality education to every child as a fundamental right. The implementation of the Right to Education Act requires enormous resources. Conservative estimates put the requirement as Rs. 171,000 crore for a five-year period, but the government seems to have decided, as per the media reports, to provide only Rs. 32,000 crore for the remaining two years of the eleventh five year plan for SSA, which is considered the main or the

only scheme for the implementation of the Act⁶³. It appears the Ministry had sought an allocation of Rs. 40,000 crore in the current budget, and the Planning Commission seemed to have indicated its willingness to allocate Rs.35,000 crore; and the Ministry of Finance has allocated finally only Rs.15,000 crore for SSA and Rs. 9,300 crore for midday meals. On the whole, the overall allocation to elementary education may put serious question marks on the seriousness of the Union government on the implementation of the Right to Education Act.

III.4 Assessment of Public Provisioning for Education in India 2004-05 to 2008-09:

The common minimum programme and promises by UPA in 2004-05 brought hope for social sector especially elementary education. The SSA programme being UPA's flagship programme did not get its due share during its last two tenures. With the tabling of the Union Budget (Interim) 2009-10, and also notifying the Right of children to free and compulsory education Act 2009 (RTE) not much can be seen as a commitment for the implementation of elementary education right. A brief review of the promises made, the money spent and the outcomes achieved is in order.

Broadly, the UPA, through its National Common Minimum Programme (NCMP) committed to attainment of specific goals, key among them being: (a) bringing the level of public spending on education to 6 % of GDP, (b) introducing a Cess to finance universal and quality education, (c) tabling a Bill ensuring education as a fundamental right to all children, (d) increasing access and enrolment through spending on the flagship schemes of the UPA, and (e) establishing a National Commission on Education (the previous one was constituted in 1964).

Looking at the five years of the UPA, the following policy initiatives merit mention:

- 'The Right of Children to Free and Compulsory Education Bill, 2008' introduced in Parliament.
- Launching of Centrally Sponsored Schemes at the secondary stage such as Rashtriya Madhyamik Shiksha Abhiyan (RMSA), Model School Scheme (2500 model schools being established in Educationally Backward Blocks), Inclusive Education of the Disabled at the Secondary Stage (IEDSS), Girls' Hostel Scheme, Information and Communication Technology in Schools Scheme, Access and Equity (Strengthening of Boarding and Hostel Facilities for Girl Students) Scheme.
- Schemes such as Infrastructure Development Private Aided/Unaided Minority Institutes and Scheme providing Quality Education in Madrasas (SPQEM) focus on the Minority section of population.
- Six new Indian Institutes of Technology (IITs) functioning: one each in Bihar, Andhra Pradesh, Rajasthan, Orissa, Gujarat and Punjab. Two more IITs in Madhya Pradesh and Himachal Pradesh to commence in 2009-10.
- One new Indian Institute of Management (IIM) established at Shillong. Six more IIMs to come up during the Eleventh Plan.
- 15 new Central Universities approved with every state having at least one Central University.
- Five new Indian Institutes of Science Education & Research (IISERs) have started functioning at Kolkata, Pune, Mohali, Bhopal and Thiruvananthapuram.
- Two new Schools of Planning and Architecture (SPAs) set up in Bhopal and Vijayawada.

⁶³ The Times of India, April 3rd 2010.

- 1500 Industrial Training Institutes (ITIs) to come up at block level to enhance employment-oriented vocational education.

The Eleventh Five Year Plan also envisaged;

- Reduction in the dropout rates of children from elementary school from 52.2 % in 2003-04 to 20 % by 2011-12, i.e. by the end of the Eleventh Plan period.
- Developing minimum standards of educational attainment in elementary schools, to ensure quality education.
- Increasing the literacy rate for persons of age 7 years or more to 85 % by 2011-12.
- Lowering the gender gap in literacy to 10 percentage points by 2011-12.
- Increasing the percentage of each cohort going to higher education from the present 10 % to 15 % by 2011-12.

With all the above goals in mind it is worthwhile to identify the actual outcomes of the UPA policies

II.5 Public Spending on Education during 2004-05 to 2008-09

We find that public spending at the level of Union Government has increased but only in a small measure and not enough to make a difference to the overall level of spending by the country on education. Spending as a proportion of the GDP increased from 0.42 % (2004-05) to 0.7 % (2009-10 BE), (Refer Table No. III.5)

Table No. III.5

Union Government's Expenditure on Education* as a proportion of GDP

Year	Union Government's Expenditure on Education* (Rs. Crore)	Union Govt. Expenditure on Education as a Proportion of GDP (in %)
2002-03	9069.36	0.37
2003-04	10144	0.37
2004-05	13098	0.42
2005-06	17808	0.50
2006-07	23809.6	0.57
2007-08	27184.9	0.58
2008-09 RE	37366.5	0.69
2009-10 BE	41978.2	0.70

Source: 1. Expenditure Budget Volume-I for several years;

2. Economic Survey 2006-07 and 2007-08, GOI; Indian Public Finance Statistics 2007-08 & Budget at a Glance, Union Budget 2009-10

Note: *This does not include spending on education by Ministries in Government of India other than MHRD.

GDP figures used for 2008-09 RE and 2009-10 BE are as cited in the Union Budget 2009-10, Government of India; that for 2007-08 is from Indian Public Finance Statistics 2007-08; and those for prior years are from Economic Survey 2007-08.

III.6 Public Spending on Education by the States

The States too have a dismal story to recount with their budgetary spending hovering around 2.25 % to 2.39 % as a proportion of GDP in the last five years. (Refer Table No. III.6)

Table No. III. 6

Budget Expenditure on Education by the States (Education Departments) (in Rs. Crore)

Year	Revenue Account	Capital Outlay	Loans & Advances	Total	States' Total Exp. on Education as % of GDP
2003-04	64280	648	49	64977	2.35
2004-05	69371	984	128	70483	2.25
2005-06	78147	1716	53	79916	2.23
2006-07	89578	2379	16	91973	2.22
2007-08 RE	106474	3756	21	110251	2.35
2008-09 BE	122072	4635	11	126718	2.39

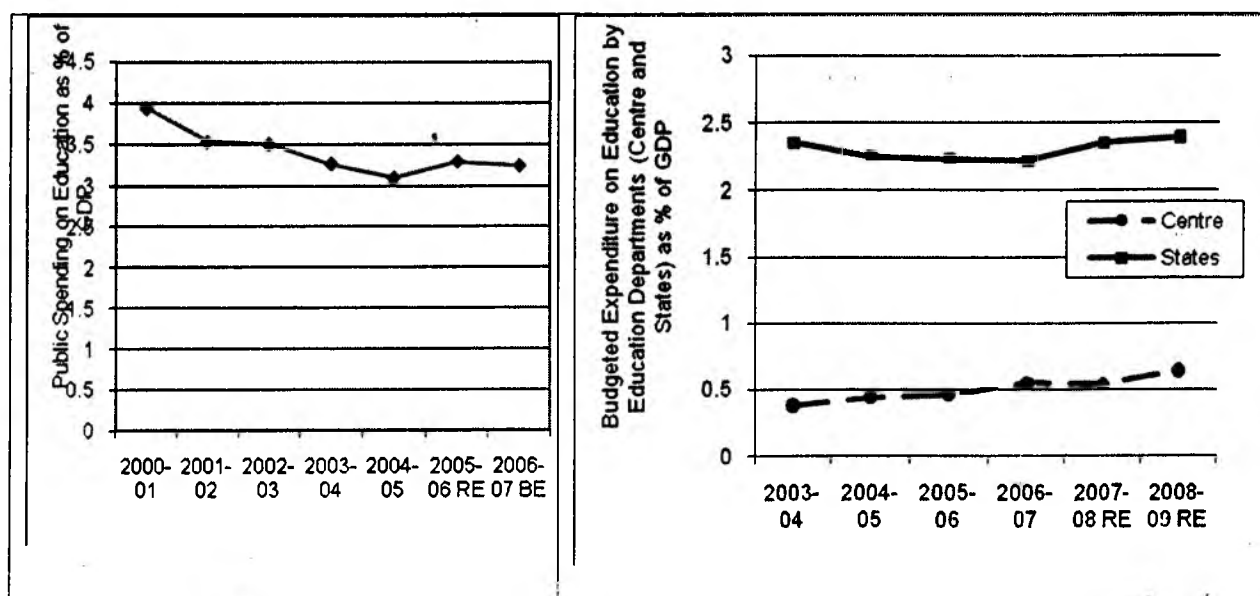
Source: RBI State Finances: A Study of Budgets in 2008-09

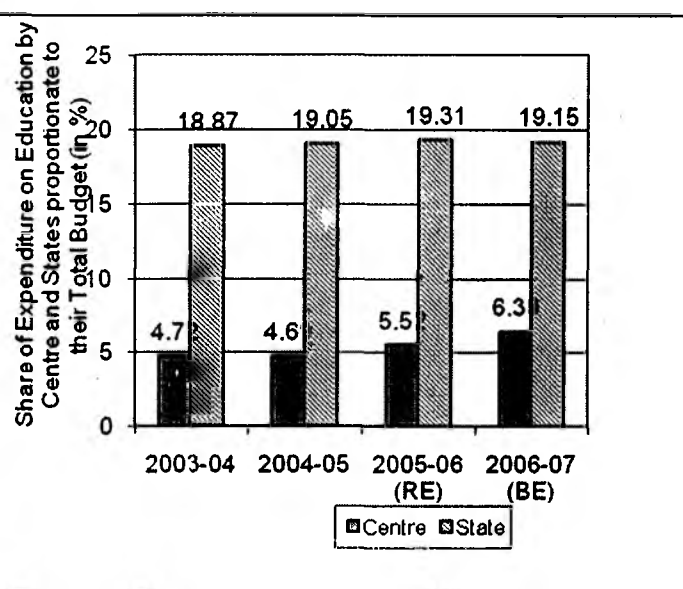
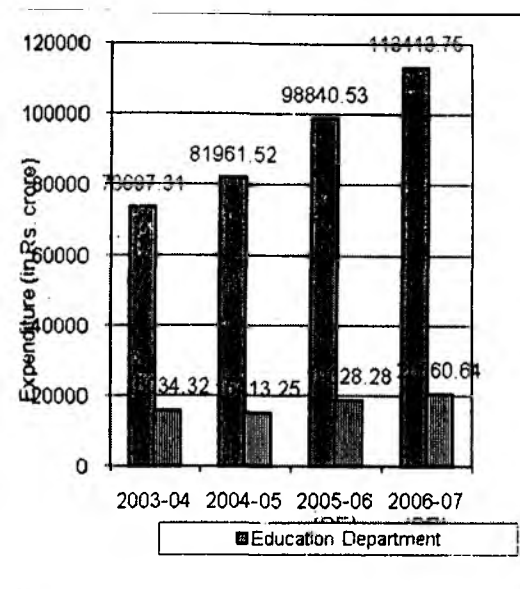
(c) Public Spending on Education by the Centre and States (Combined)

The promised 6 % of GDP as public spending on education remains as elusive today (at 3.24 % in 2006-07) as it was when the UPA came to power in 2004-05 (3.09 % of GDP). Although the budgeted spending has marginally increased for the country with the Education Departments spending more as compared to the Other Departments (Figure 1.3), looking at Figure 1.1, we find that the budgeted expenditure on education by Education and Other Departments (Centre and States) as a share of GDP is on the decline. Spending on education as a share of the total budget for all sectors also has remained at about the same level for both the Centre and the States, reflecting low priority for this critical sector (Figure III.2).

Figure No.III.2

Budget Expenditure on Education by Education Department and Other Departments (Centre and all States)





Source: Compiled from "Analysis of Budgeted Expenditure on Education", Ministry of HRD, Govt. of India - various issues

7 Public Spending on Major Schemes in Education in the Country

While the government has been blowing its own trumpet about increasing allocations, even at the level of flagship schemes, we find that allocations for the flagship schemes have actually been on the decline since 2007-08. For instance, in Sarva Shiksha Abhiyan (SSA), the Union Government started shifting an increasing share of the fund responsibility on to the States since 2007-08 and the overall spending on the scheme has never matched the overall budget for all States approved under SSA. At the secondary stage, Scheme for Universal Access & Quality at the Secondary Stage (SUCCESS) that was introduced in 2007-08 has been re-designed into a Mission similar to SSA: the Rashtriya Madhyamik Shiksha Abhiyan (RMSA) to ensure quality affordable secondary education for all. Allocations to University Grants Commission and for Technical Education have registered a marginal increase.

Table No. III.7
Union Budget Outlays on Select Programmes and Schemes under Ministry of Human Resource Development (in Rs. Crore)

	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10
Programme/ Scheme	RE	RE	RE	RE	RE	RE	BE
Sarva Shiksha Abhiyan (SSA)	2732.3	4753.6	7166.3	10145.7	12020.2	11940	11933.9
Mid Day Meal	1375.0	1507.5	3010.8	4813.2	6004	9513.6	9518.2
Strengthening of Teachers Training Institutions	150.0	186.3	180.0	162.0	266.6	285.2	450
Rashtriya Madhyamik Shiksha Abhiyan (RMSA)	...	...	...	...	0.15	224	1143.4
Scheme for Universal Access & Quality at the Secondary Stage (SUCCESS)	...	...	...	...	...	...	...

Access & Quality at the Secondary Stage (SUCCESS)							
Navodaya Vidyalaya Samiti	569.56	524.86	624.85	753.25	968.80	1420.8	1511.3
University Grants Commission*	1629.1	1808.1	2099.3	2700.2	3581.9	5482.3	6545.1
Technical Education (Total)*	1465.5	1441.4	1414.9	1736.3	2001.8	4189.3	4749.5

Notes:

1. Allocations for all programmes/schemes given above (unless specifically shown with an asterisk *) do not include the *Lump sum Provision for North Eastern Areas and Sikkim*. Starting from the year 2000-01, most of the Line Ministries/ Departments in the Union Government are reporting their expenditure on North Eastern Areas, under different schemes, separately under a head called "Lumpsum provision for projects/ schemes for the benefit of the North Eastern Areas and Sikkim". The amounts booked under this specific head for different schemes are not shown separately for most of the Ministries/ Departments in the Union Budget documents.
2. * Allocations for these programmes/ schemes include the *Lump sum provision for North Eastern Areas and Sikkim* (if any).
3. Source: Compiled from Demand Nos. 57 & 58, *Expenditure Budget Vol. II (Notes on Demands for Grants), Union Budget*, various years.

Budget Allocation for Education Sector.

Expenditure on various sectors of education during 2007-08 to 2010-11 from the money allotted to Education sector was as follows:

- Rastriya Maddyamic Siksha Abhiyam- 12.21%
- Teachers training- 36%
- UGC- 46%

III.8 The recent good news;

Due to continuous critique and pressure from civil society and states, the central government has now agreed to bear a greater burden of the cost of implementing the Right to Education Act. A sum of Rs 2310 billion has been cleared for the Right to Education (RTE) Act by the Expenditure Finance Committee (EFC) and a 68:32 funding formula has been agreed to be made between the Centre and the states. The EFC approved the new sharing pattern on July 28, 2010; the Ministry of Human Resource Development (HRD) is now expected to approach the Union Cabinet for its approval.⁶⁴

However, with many states demanding a 90:10 funding arrangement and Uttar Pradesh, Bihar and Bengal, among others, openly proclaiming their inability to fork out such huge funds for RTE, even this

⁶⁴ Pooja Parvati, paper on budget spending on education, CBGA New Delhi 2010 and Rama Kant Rai, Right to free and compulsory education AUg 2010 NCE India

68:32 ratio may not be well received.' The Bordia Committee set up by the ministry in 2009-10 to harmonize the Sarva Shiksha Abhiyan (SSA) and RTE also argued for a greater financial share from the Centre. It said that a sharing ratio of 55:45 (for the current year) and 50:50 (in 2011-12) would be unfavourable to the states as they would have to practically double their allocation. The committee found that even at 2009-10 sharing levels of 60:40 for the Sarva Shiksha Abhiyan, as many as 14 states defaulted on their shares. Andhra Pradesh, Maharashtra, Rajasthan, Chhattisgarh, Himachal Pradesh, Orissa are among the defaulters. Previous estimates drawn up by the National University of Education Planning and Administration (NUEPA) -- the basis of financial planning for RTE provisions so far -- had pegged the requirement at Rs 171,000 crore. Revised estimates drawn up in June after factoring in teachers' salaries under the existing Sarva Shiksha Abhiyan pattern, however, showed that implementation of the Act would cost the Centre a staggering Rs 231,000 crore over the next five years. Of this 231,000 crore estimate, Rs 24,000 crore will come through the Finance Commission's allocation to state governments. The remaining Rs 207,000 crore will be shared by the Centre and the states based on a 65:35 formula. This will mean 16 out of 35 states and union territories won't need to increase their education budgets to meet RTE commitments at all, Union government sources claim. It is hoped that the debate and stand of government of India regarding paucity of funds to implement the RTE will now be over.

CHAPTER-IV

Elementary Education – Management, Governance and Public Accountability

IV.1 Elementary Education in India

Elementary Education System in India is the second largest in the World with 1,285,576 government recognized elementary level schools located in 633 districts, enrolling 187,727,513 children during 2008-09.⁶⁵ India had a long history of organised education prior to the British Rule; the GURUKUL system was perhaps the oldest system of education in the World⁶⁶. The testimony of flourishing higher education in India is depicted by presence of several higher education learning centres at Nalanda, Takshila, Ujjain and Vikramshilal University. British record also shows that education was wide spread in 18th century with a school for every temple, mosque and village. But these traditions were not carried forward by colonial powers, which introduced English education that increased segmentation of education policies to meet their ends.

IV.2 Indian School Elementary Education Stages:

The School education in India is organized in four stages, Primary, Upper Primary/ middle (both now referred as Elementary together), secondary and upper secondary. Elementary level of education is up to class VIII, while minimum number of years to complete general education remains 10 years throughout the country. However RTE Act 2009 promulgated from 1st April 2010 stipulates compulsory education from ages 6-14 years, which at best can be attained by a child only till class VIII.

Post independence period education sector was the responsibility of the state governments, the Central government's obligation was only to coordinate in technical and higher education and specify standards. After 1976 the education sector was transferred to the Concurrent list of the constitution of India, thereby its responsibility rests both on states as well as the central government. Some proportion of funds for education are provided by the central government but the operational aspect of education lies with the state governments. Therefore the education system differs from state to state in terms of stages of public examination, age of admission in class –I, medium of instruction, actual number of working days in a year and fee structure. The division of the 10 years of general education differs at the primary and elementary levels as it varies 5+3+2, 4+3+3, 5+2+3 and 4+4+2.

- A. The Primary Stage consists of Classes I-V, i.e., of five years duration, is in 20 States/UTs namely Andhra Pradesh, Arunachal Pradesh, Bihar, Haryana, Himachal Pradesh, Jammu & Kashmir, Madhya Pradesh, Manipur, Orissa, Punjab, Rajasthan, Sikkim, Tamil Nadu, Tripura, Uttar Pradesh, West Bengal, Andaman & Nicobar Islands, Chandigarh, Delhi and Karaikal and Yanam regions of Pondicherry. On the other hand the primary stage consists of classes I-IV in Assam, Goa, Gujarat, Karnataka, Kerala, Maharashtra, Meghalaya, Mizoram, Nagaland, Dadra & Nagar Haveli, Daman & Diu, Lakshadweep and Mahe region of Pondicherry.

⁶⁵ Elementary Education in India, Progress Towards UEE, Flash Statistics, DISE 2008-09, National University of Education Planning and Administration (NUEPA), Government of India (GOI). Data as on 30th September 2008.

⁶⁶ B. Zutshi, India, Report on Elementary Education, 2006.

- B.** The Middle Stage of education comprises of Classes VI-VIII in as many as 18 States/UTs viz., Arunachal Pradesh, Bihar, Haryana, Himachal Pradesh, Jammu & Kashmir, Madhya Pradesh, Manipur, Punjab, Rajasthan, Sikkim, Tamil Nadu, Tripura, Uttar Pradesh, West Bengal, Andaman & Nicobar Islands, Chandigarh, Delhi and Karaikal region of Pondicherry. Middle stage of Classes from V-VII are in Assam, Goa, Gujarat, Karnataka, Kerala, Maharashtra, Meghalaya, Mizoram, Dadra & Nagar Haveli, Daman & Diu, Lakshadweep and Mahe region of Pondicherry while middle classes comprise of Classes VI-VII in Andhra Pradesh, Orissa and Yanam region of Pondicherry. In Nagaland Classes V–VIII constitute the upper primary stage.

The types of elementary school institution system in India are (i) Primary (ii) Primary with Upper primary (iii) Independent Upper Primary. There has been considerable increase of the in the spread of educational institutions from 1950-51 to 2008-09. From a mere 209,671 primary and 13596 Upper Primary schools government schools in 1950-51, the number of government primary schools increased to 711,685 in 2008-09, while the Upper Primary Schools (Primary ,Upper Primary high and higher secondary together, Only Upper Primary Schools) increased to 323,493 in 2008-09.⁶⁷ Thus government elementary school system has increased by 4.63 times during last 60 years in India. While the primary schools increased three-fold during 1950-51 to 2008-09, the Upper Primary schools increased by 24 times during the same period. In spite of significant increase in the Upper primary schools since 1950-51 yet the current ratio of availability of Primary School to Upper Primary schools is 2.27. The availability ratio of Upper primary school per primary school was higher in case of West Bengal, Andhra Pradesh, Bihar, Assam, Jharkhand, Uttrakhand, Goa, Chattisgarh, Madhya Pradesh, Tamil Nadu and majority of North-Eastern states. The ratio was lower for Union Territories, Karnataka, Kerala, Gujarat, Maharastra and Rajasthan.⁶⁸ Thus inherent in the system indicates lower availability of the Upper Primary sections in spite of the RTE for children up to elementary level.⁶⁹ Primary school/ sections per '000' child population aged 6-11 years was 9, while Upper Primary School/ Sections per '000' child population of 11-14 years was 7 in the country according to DISE 2008-09.⁷⁰ Considerable successes have taken place in coverage of more areas particularly in the nineties which has been referred to as a "watershed decade as far as basic education is concerned" (Planning Commission 2001).

IV.3 Type of Elementary Education Institutions and their Management:

⁶⁷ Elementary Education in India under Government Management, 2008-09, DISE 2008-09, National University of Education Planning and Administration (NUEPA), Government of India (GOI). Department of EMIS, Data as on 30th September 2008.

Selected Education Statistics, Ministry of Human Resource Development, Government of India, 2004.

⁶⁸ Elementary Education in India, Progress Towards UEE, Flash Statistics, DISE 2008-09, National University of Education Planning and Administration (NUEPA), Government of India (GOI). Data as on 30th September 2008.

⁶⁹ Right to Elementary education is now fundamental right for all children aged 6-14 years, hence all enrolled children must have school facility till Class- VII.

⁷⁰ Elementary Education in India, Progress Towards UEE, Flash Statistics, DISE 2008-09, National University of Education Planning and Administration (NUEPA), Government of India (GOI). Data as on 30th September 2008.

There are essentially four types of elementary level of schools in India: Government schools, including those run by local bodies, Private schools both aided by the government and unaided schools, and un-recognized private schools⁷¹. The latest DISE data 2008-09 indicates that out of 1.285 million government recognized elementary schools in the country 56% schools were run by State/ Central government education department, 4% by Tribal Welfare Department, 20% by Local Body in Towns Municipal areas, 6% by Private aided and 14% by Private un-aided. Jharkhand, Chhattisgarh and Bihar have more than 95% schools under Government Management. (Refer Table No IV.1) There has been significant increase of private aided and un-aided schools during last five years especially in urban areas. Private aided and un-aided schools have increased from 15% in 2003-04 to 20% in 2008-09.⁷² The state wise distribution of schools having Private Aided managements shows that their number is high in Kerala, followed by Tamil Nadu, Maharashtra and Other Union Territories like; Delhi, Chandigarh etc and North-Eastern states.

Table No.IV.1
Elementary Education Schools in India- Management and Types- 2008-09

State	Total Elementary Schools	Government %				Private %	
		Education Dept	Tribal	Local Body	Others	Aided	Unaided
A & N Islands	360	83.89	0.00	1.67	1.39	0.56	12.22
Andhra Pradesh	101303	2.76	4.29	68.27	3.21	3.46	18.01
Arunachal Pradesh	4583	93.13	0.46	0.48	0.37	1.81	3.75
Assam	68542	77.44	0.01	10.22	0.08	9.56	2.68
Bihar	67749	99.79	0.06	0.00	0.00	0.01	0.13
Chandigarh	177	59.32	0.00	0.00	3.95	3.95	32.77
Chhattisgarh	49907	63.20	27.82	0.35	0.41	0.83	7.31
Dadra & Nagar Haveli	308	88.31	0.32	0.00	0.32	3.90	2.92
Daman & Diu	99	85.86	0.00	1.01	1.01	5.05	7.07
Delhi	4930	18.68	0.00	36.43	1.03	5.27	38.58
Goa	1563	70.31	0.13	1.09	0.38	26.23	1.66
Gujarat	33106	5.25	1.60	77.92	0.08	2.16	12.99
Haryana	18947	78.07	0.39	2.11	1.03	2.31	16.06
Himachal Pradesh	17360	86.47	0.02	0.02	0.31	0.18	13.00
Jammu & Kashmir	25415	81.65	0.04	0.00	0.41	0.02	17.88

⁷¹All schools/ institutions run by central and state governments, public sector undertakings or autonomous organisations completely financed by government are treated as government institutions. All institutions run by municipal corporations, municipal committees, notified area committees, zilla parishads, panchayat samitis, cantonment boards, etc., are treated as local body institutions. A private aided institution is one which is run by an individual or a private organisation and receives maintenance grant from a government or a local body. A private unaided institution is one which is managed by an individual or a private organization and is not receiving maintenance grant either from a government or from a local body.

⁷² DISE Data, 2004-05 and 2008-09, NUEPA, Government of India.

Jharkhand	41850	93.49	0.28	0.19	0.33	2.26	2.72
Karnataka	57517	79.06	0.86	0.10	0.30	4.26	15.42
Kerala	12352	36.58	0.36	3.57	0.31	55.42	3.70
Lakshadweep	39	100.00	0.00	0.00	0.00	0.00	0.00
Madhya Pradesh	132746	66.88	15.28	0.02	0.51	1.23	16.08
Maharashtra	92053	0.22	2.31	68.89	0.25	19.65	8.67
Manipur	3954	42.54	21.85	0.13	0.30	14.29	20.89
Meghalaya	11467	30.80	0.10	1.55	0.22	59.53	7.56
Mizoram	2826	79.33	0.04	2.51	1.49	1.31	15.18
Nagaland	2575	72.54	0.00	0.00	0.70	0.00	26.76
Orissa	62162	85.85	2.60	0.18	0.99	5.11	5.26
Puducherry	692	62.14	0.00	0.00	0.72	4.77	32.37
Punjab	21875	59.98	0.02	26.27	2.08	2.27	9.38
Rajasthan	105085	36.15	0.26	37.80	2.93	0.71	22.15
Sikkim	1144	67.05	5.16	2.01	0.52	4.46	20.72
Tamil Nadu	53890	7.98	3.09	54.37	0.31	15.57	18.68
Tripura	3905	95.65	0.15	0.00	0.03	1.64	2.54
Uttar Pradesh	186741	73.06	0.56	0.88	0.60	4.15	20.73
Uttarakhand	21583	78.61	0.33	0.53	0.62	2.75	17.15
West Bengal	70771	80.41	0.04	0.53	0.53	2.27	16.71
India	1285576	56.48	3.71	19.47	0.85	5.67	13.77

Source: DISE Report- 2010.

The elementary education system also provides separate boys schools, separate girls schools and co-educational schools. According to the DISE 2008-09 data out of 1035178 government elementary schools in the country, 96 % were co-educational schools, while 2% each were boys and girls schools separately. However Haryana and Delhi states have higher proportion of separate boys and girls schools.

IV.4 Education Systems and Accountability:

In spite of significant strides towards meeting elementary education goals, the low retention rates and poor quality of elementary education in India is caused by systematic or institutional failures, lack of accountability, dysfunctional schools, misallocation of resources as a result of weak accountability and lack of decentralization of policy and planning processes⁷³. Lukewarm community participation has resulted in teacher absenteeism, less number of working instructional days, irregular fund flow and poor status of teaching-learning materials and school infrastructure⁷⁴. All these indicate symptoms of systematic failure. The Public Report on Basic Education in India (PROBE 1999) drew wide public attention to this problem with the data and anecdotes collected during their survey of primary schools in four states of India. There is too little accountability for learning performance oriented management.

⁷³ The PROBE Report, 1999, Oxford

⁷⁴ The PROBE Report, 1999, Oxford

The present school inspection system consists of visits by the Cluster Resource Centre (CRC) professionals and visits by the Block Resource Centre (BRC) professionals. Only 17% Primary Schools and 37% Upper Primary Schools had nearest CRS within 1 kilometer, while more than 32% primary schools and 27% Upper Primary schools CRC beyond 5 kilometer distance⁷⁵. Only 67% of Primary Schools and 66% of upper Primary schools were visited by CRC coordinators in 2005.⁷⁶ The BRC inspections were conducted for 58% primary schools and for 43% Upper Primary Schools in 2004⁷⁷. Studies need to be conducted to assess the extent of efforts made during the plan period to improve management of schools and teaching-learning processes in the classroom? Are schools functioning better now than earlier? What efforts have been made to make functional decentralisation a reality, particularly in educationally backward states?

The EDWATH study 2010 found the only 23% primary and 26% Upper Primary Schools were visited by CRC Coordinator during last six months preceding the survey (Refer Table No.IV.2). Gujarat and Jharkhand had higher proportion of schools covered for inspection, while inspections were least for Uttarkhand, Madhya Pradesh and Bihar. A significant proportion of the schools visited were checked only for administrative inspection, especially checking registers and records related to mid-day meal supply. Majority of the schools indicate that the inspection system is only cosmetic where most of the activities checked are administrative with hardly any inputs on teaching related activities⁷⁸. The staff felt that majority of the time during these visits is wasted on providing necessary logistic support to the supervisors and no efforts are made to build the capacity of staff, which is the major requirement of these visits. The staff also stated that such visits in fact restrain the working of the teachers as they are asked to prepare unnecessary administrative records and lest time is devoted for actual teaching. Their primary concern is to examine school registers. Only 35% schools reported that actual classroom activity was observed by the inspector. But such an inspection was only "token ritual" without any specific support. Very few inspections reported the inspection for "infrastructure needs of the school". The inspectors do not seem to feel the need of talking to parents. There seems to be no follow up action after the inspection.

Despite its limitation, the inspection system seems to be contributing something as a accountability mechanism. It is at least as a watchdog to check absenteeism of the teachers. The administration feels that due to expansion of the elementary education system after 2000, the monitoring and administrative mechanism have over-stretched their resources, so the monitoring is not appropriate as very few staff is available, who have to cover many institutions.

Table No. IV.2
Cluster Resource Center Inspection in Elementary Schools- 2009-2010

State	Number of Schools Selected for Survey	School Visited by CRS during last six months			
		No	%	Percent Schools Visited by CRC	
				Training	Administrative
Andhra Pradesh	13	4	31	52	48

⁷⁵ Arun, C, Mehta, NUEPA, Elementary Education in India, Progress towards UEE- 2005

⁷⁶ Ibid.

⁷⁷ Arun, C, Mehta, NUEPA, Elementary Education in India, Progress towards UEE- 2005

⁷⁸ Discussion with Teachers, during Orientation courses given by consultants for undertaking this survey at Dehradun, Bhubaneswar and Patna. The teachers expressed that monitoring by CRC/ BRC staff is usually for administrative accounting and hardly for academic support or inputs.

Bihar	12	3	25	67	23
Gujarat	10	5	50	79	21
Jharkhand	20	8	40	79	21
M.P.	15	3	20	52	48
Orissa	16	5	31	85	15
Punjab	13	4	31	63	37
Rajasthan	16	5	31	51	49
UP	12	3	25	58	42
Uttarakhand	13	2	15	66	34

Source: EDWATCH Survey- 2010

IV.5 Community Participation in School Governance:

Decentralization of the management of schools, combined with community participation, is the most effective instrument for ensuring accountability, improving the day-to-day functioning of schools and allowing for flexible responses to local requirements. Therefore, there should be devolution of authority to local levels, whether to panchayats, Village Education Committees or municipalities. School Management Committees that include representatives of all stakeholders, including parents and teachers, should be empowered to make many decisions. Social audits of schools should be supported and encouraged. Community participation in school accountability was completely absent in India until 1990. Interventions that provide physical resources alone are not enough to improve outcomes if workers delivering the service do not perform as expected. The Sarva shiksha abhiyan which is a nation wide government scheme initiated in 2001 to universalize quality education envisages increasing accountability of schools to the community through greater involvement of village education committees and parent-teacher associations.

It was only after promulgation of Panchayati Raj Institutional Act that community participation and multiple forces like support from international donor agencies and the World Bank which brought the issue of the relationship between local government and education onto the agenda during last two decades. The lack of accountability may be partly attributed to the fact that the communities are largely uninformed about the controls that have been devolved to them, as found in recent surveys. With the result there have been efforts through several programmes and strategies to reform the governance system by emphasizing community involvement.

In the early 1990s after the Structural Adjustment Programmes, India embarked on a process of creating autonomous units of local government that were elected and which were to be given substantial responsibilities for developing local areas. The 73rd and 74th Amendment to the Constitution set the stage and the states enacted laws to hold elections to the Panchayat Raj Institutions (PRI) having three tiers generally called the district, block, and Gram Panchayat. States have also begun to elect Panchayat members through electoral processes. There are now over three million people in India who are elected representatives of the PRI bodies. This is linked to changes and developments to strengthen Panchayati Raj Institutions (PRIs) in different states. The last few years have seen the emergence of a variety of mechanisms to facilitate community involvement in school governance such as School Development and Monitoring Committees (SDMCs) in Karnataka, empowered SMCs in Andhra Pradesh, Committees of PRIs in Madhya Pradesh through the new Jana Shiksha Adhiniyam or the revamped VECs in several other states. But in most of these cases there is a danger that they may dissipate over a period of time unless efforts are made to link them to administrative reform measures in various states.

The EDWATH study 2010 indicates that Education Management Committee (EMC) was available in 86% villages and Mother/ Parents Committee were available in 61% villages. Andhra Pradesh, Madhya Pradesh, Orissa and Rajasthan have high coverage EMC in villages where as Uttrakhand, Uttar Pradesh, Jharkhand and Bihar has fewer villages with EMC. Mother's and Parent's was available in 74% sample surveyed villages, indicating that community initiatives have gained ground for education development. However a large number of villages in Bihar, Jharkhand, Uttrakhand and Uttar Pradesh did not indicate serious functioning of these committees.

Table No. IV.3
Availability and Functioning of Education Management and Other Community Committee's
2010

State	Number of Villages selected for Survey	Villages having Education Management Committee				Villages having Mothers Committee/ Parents Committee			
		Available	%	% Available		Available	%	% Available	
				Functional	Non-Functional			Functional	Non-Functional
Andhra Pradesh	30	25	83	75	25	23	76	86	14
Bihar	26	22	85	37	63	18	69	36	64
Gujarat	26	20	77	56	44	24	92	78	22
Jharkhand	28	24	86	35	65	18	64	45	55
M.P.	28	26	93	68	32	18	64	60	40
Orissa	26	25	96	75	25	19	73	65	35
Punjab	24	20	83	45	55	20	83	52	48
Rajasthan	24	20	83	68	32	19	79	68	32
U.P.	27	23	85	35	65	20	74	48	52
Uttarakhand	23	20	87	30	70	15	65	38	62
Combined	262	225	86	56	44	187	71	61	39

The field visits indicate there has been significant change in the attitude of community towards education awareness. 25% of the head teachers mentioned that parents were willing to help us in every respect especially sending children regularly to schools. Parent-teacher associations (PTAs) and Village Education Committees (VECs) were in place and significant contribution was provided in identifying out-of-school children and making parents agree to send their children to schools. A discussion with PTAs and VECs indicated that teacher's absenteeism has been curtailed to a large extent but they feel learning activity in schools has not improved. Teachers still do not actively participate in the learning teaching process and are engaged mostly for outside classroom activities. VECs feel that although they meet once in a month but the decisions taken in such meeting are not implemented. According to VEC members "VEC seemed to be a token institution with neither teacher nor parents expecting much from them". Some PTAs mentioned that VEC meeting are held only for some events especially Republic day and Independence day just for watching students perform cultural programs. Thus dynamism of the committees is lacking as they feel "orders from government" are actually implemented irrespective of the decision we take in these meetings.

In many villages the village Panchayats are ignorant about their rights and many times decisions are imposed on them. Thus popular aspirations are not represented even in the Panchayats. Sometimes head-teacher/ teachers are in collusion with Sarpanch and they bypass VECs and other community

committees. Some teachers also felt that Panchayats over-extend their powers for personal gains and get well intentioned teachers transferred to far flung areas.

Lack of active parent-teacher interactions is a serious shortcoming in the government school education system both in rural and urban areas. Parental apathy is serious concern although individually they express concerns but they are not willing to share these concerns with teachers and VECs. Thus the participatory system in education is not functioning. This erodes the basic principle of accountability and good governance. Government machinery has done little to build such institutions in rural areas. It was observed during field visits that informal channels of PTAs have produced better results as teachers seem receptive to the views and suggestions from parents and community. Where-ever community and teachers are working together; the attendance rates and functioning of the schools have improved. Such practices were seen in all states. The community seems to me uninterested to look into the accountability issues of school functioning. Parents hardly make an effort to visit schools to find out the progress of their wards. Thus the agenda should to activate VECs, PTAs formally as well as informally. Role of teachers is essential in this regards. Visiting parents by teachers have had very positive effects in surveyed villages.

Thus the actual progress in devolving substantial autonomy and real responsibility to these units of government has seen very mixed progress across the states. States have also to devolve functions listed in Schedules XI and XII of the constitution to PRIs. However, the Indian experience of decentralization has so far been unbalanced. Whereas India has made rapid strides in political decentralization, administrative and fiscal decentralization remains weak. Indian experience of decentralizing functions has shown progress (i.e. primary education is a subject that has been decentralized to PRIs by many states), but this has not giving PRIs adequate finance or control over functionaries (teachers) or equipping them with capacity.

Some of the issues of accountability and good governance are teachers are not encouraged as the promotion system is based on seniority. It has nothing to do with the capacity, capability and performance of the teacher. Teachers unwilling to act according to the wishes and whims of administrators and community leaders are unceremoniously transferred to far flung areas. Present inspection system is fraught with inconsistencies and lacunae. In majority of cases head-teacher post has been abolished and there is no one to monitor the system. The teachers live in their own world without any concern for the student or the community. Interactions between teachers and community are few. Peer culture among teachers becomes barrier for transformation and learning new or innovative ideas in the absence of encouragement. Parents and community institution feel aloof and have little power to change the atmosphere.

The World Development Report on Service Delivery has focused in on the key role of relationships of accountability in providing for effective service delivery, including how a shift from state level line agency to locally elected bodies might take place, if well designed, improve accountabilities, through decentralization arrangements of the functions, fund flow and functionaries are followed, so that this devolution leads to improved learning achievement?"

Several studies on elementary education in India have concluded ⁷⁹ that

⁷⁹ Lant Pritchett and Varad Pande, Making Primary Education Work for india's Rural Poor: A Proposal for Effective Decentralization, Social Development Papers, South Asia Series.

- Educational reform proposals should be judged against the criteria of cost-effectively initiatives especially improving the level and distribution of learning achievements.
- Education can be improved with decentralization, if increased autonomy can be matched with greater accountability as the current system neither gives autonomy to the front-line service organizations and providers nor does it create accountability for performance.

CHAPTER-V

Elementary Education: Access, Reach and Infrastructure, Students Incentives and Teacher Resources

V.1 Elementary Education Coverage and Access

The Census of India 2001 reveals that despite a host of schemes and programmes, only 65.38 per cent of the Indian people were literate (75.85 per cent men and 54.16 per cent women). According to the NHFS-III survey (2005-06) 49.5% of females and 78.1% of males were literate. Significantly 25% girls and 23% boys aged 6-9 and 13% girls and 8% boys aged 10-14 had no education according to the NHFS-III report⁸⁰. The NSSO 64th Round (2007-08) indicates literacy rate of 62.3 % for females and 80.5% for males for population aged 7 and above years⁸¹. Thus the government data indicates some progress in the education status from 2001, but concerns for elementary education still exists, in spite of tremendous efforts made through SSA and Adult education programmes.

According to the Census of India 2001 figures, Sixty-five million children aged 6-14 years were not attending any educational institutions in India, which were much higher than the education department estimates of 25 million children (MHRD- 2002). A staggering number of children, (38.41 per cent of boys and 51.88 per cent of girls in the age group 6-14) were not attending schools (Census 2001). This has made the entire claim of the education plans under the Sarva Shiksha Abhiyan out of sync with the reality. However recent data from NHFS-III and NSSO round 64th and UNICEF (2010) data indicates significant decrease in the out-of-school children aged 6-14 years. The NHFS-III recorded that 15.4% boys and 19 % girls aged 6-10 years were not attending schools, while 20% boys and 30% girls in the age group of 11-14 years were not attending schools⁸². The NSSO 64th round depicts age specific attendance rate of 87% for girls and 89% for boys in the age group of 6-10 years, while it was 83% and 89% respectively for girls and boys for 11-13 years⁸³. The latest UNICEF figures (2010) point out that 8 million children are still out-of-schools in India. ASER report 2009 points out that 4% child aged 6-14 years were out-of-school and this figure was 6% for girls aged 6-14 years.⁸⁴ Thus variations in the children out-of-schools were found among different sets of data information. If ASER report of 2009 is correct then significant progress has been made in providing schooling facility throughout the country during last two years.

Nevertheless the above figures point out stark reality that disparities still exist in the elementary education system in India in spite of the several promises and assurances made at different national and international forums by government. Major reasons remain the problem of universal access across all sections of society in all micro regions. The figures also indicate significant measures and efforts need to

⁸⁰ National Health Family Survey-III, 2005-06, India Volume-I, September 2007 , pp28.

⁸¹ NSSO 64th Round, Education in India (2007-08), Government of India, May 2010.

⁸² National Health Family Survey-III, 2005-06, India Volume-I, September 2007 , pp28.

⁸³ NSSO 64th Round, Education in India (2007-08), Government of India, May 2010.

⁸⁴ Annual Status of Educational Report-Rural (ASER) Report, 2009 facilitated by PRATHAM.

be taken to attain the Dakar goals of quality and equity in elementary education among all sections of people.

V.2 School Access and Availability:

The first step towards building the base for a well-rounded human resource pool is undoubtedly the creation of infrastructure for providing access to elementary education. The availability of school facilities and its quality of infrastructural base is closely related and translates to enrolments, retention, students' participation and achievements levels of children. This is supported by abundant empirical evidence both from developed and developing countries. The studies of, Bhagwati⁸⁵, Mohanty⁸⁶, Govinda and Varghese⁸⁷, Pal and Pant⁸⁸, Urwick⁸⁹, and others testify this relationship. Therefore availability and accessibility of educational institutions plays the key role in attaining the set national goals of achieving Education for All.

By 'Availability' we mean the physical existence of educational institutions according to the needs of the people, which is determined- by the numerical strength of the student population in specific age-groups⁹⁰. The availability of these institutions proportionate to the requirements of the population is the foremost necessary condition for educational progress. The spatial pattern of distribution and the growth in the number of these institutes also have a significant role in the overall educational development of any region. Accessibility to an educational institution is likewise an important criterion in considering their efficiency and availability to the population intended to be served by them. The attribute of accessibility flows directly from the decision to locate an institution according to the residential location of the population to be served. The decision to receive formal education, which is imparted in schools on a collective basis, implies daily movement of student population between the centers of residence and the institution. Such, movement may be unimportant in the urban areas where alternative modes of transport are available and schools are located within the settlement. However, the location of schools in the rural areas has a crucial bearing on their usability by the population intended to be served. There is an outer limit beyond which it is not physically feasible for the children of different age groups to travel⁹¹. Location of schools henceforth in itself is a function of a number of

⁸⁵ Bhagwati, J. (1973): Education Class and Income Inequality, *World Development*, Vol.1, No.5, May, 1973.

⁸⁶ Mohanty, Jagannath (2003): 'Primary and Elementary Education'. Deep and Deep Publication Pvt. Ltd. New Delhi.

⁸⁷ Govinda and Varghese (1993): 'Quality of Primary Schooling in India: A Case Study of Madhya Pradesh', International Institute of Educational Planning (IIEP), Paris, and NIEPA, New Delhi.

⁸⁸ Pal, S.P and Pant, D.K. (1995): Strategies to Improve School Enrolment Rate in India, *Journal of Educational Planning and Administration*, NIEPA 9(2) April, New Delhi:

⁸⁹ Urwick, James and Junaidu, S.U (1991): 'The effects of school Physical Facilities on the process of Education': A Quantitative study of Nigerian Primary Schools. *Journal for Educational Development*. Vol II, No.1. Great Britan.

⁹⁰ Raza, M., Ahmad, A. and Nuna, S.C. (1978): *School Education in India: A Regional Dimension*, NIEPA, and New Delhi, pp 98

⁹¹ Ibid

topography, age group of children, size and density of population, size of area, distance, Punjab, socio-political factors may be viewed as important factors influencing singularly or in association with each other upon provision and location of school infrastructure⁹².

The concept of providing school within one kilometer direct distance does not work in many situation, where actual accessibility with institution does not exist due to river, topographic feature, main highway in between the two habitations of a villages etc; Thus physical distance must be translated into easy accessibility. " Our habitation is across the national highway and the school is located on the other side of the national highway which is overcrowded with fast running vehicles, so we feel afraid to send children to schools crossing the national highway". This concern was projected by many villagers.

Nevertheless between 1950-51 and 2008-09, the number of primary/ junior basic schools in India increased nearly by four-fold, from about 210,000 to 809,108 schools and the number of middle/ Upper Primary schools increased by 35 times from 13,600 to 476,468 schools (MHRD, Annual Report 2008-09 and DISE Report 2009-2010). Significantly after the Dakar Framework of Actions and MDG commitments made by India, 126,336 primary schools and 48,994 Upper Primary schools were constructed in the country during 2002-03 to 2008-2009 period⁹³. According to the 7th All India Educational Survey (2002-03) conducted by the (Ministry of Human Resource Development) through the National Council of Educational Research and Training (NCERT), about 53% habitations had primary school facility within them, while 88% habitations have primary schooling facility within or at a walking distance of one km. Upper primary schools/sections are found located in 19.1% habitations and 78.12% habitations have upper primary schooling facility within or at a distance of 3 km. The 7th All-India School Education Survey (2002-03) also indicates that 98.5% of the rural population was served by primary schools (Grades I-V) and had access to primary schools / sections within one kilometer from their habitations in 2002-03. In terms of population coverage for upper primary (Grade VI-VIII) the percentage population having access to these facilities within a range of three Kms stood at over 86% in 2002-03⁹⁴.

This indicates that some habitations, villages and population are still outside the coverage of primary and upper primary schools/ sections. The PROBE report of 1999 indicated that 43% population lives more than 1 kilometer away from the nearest upper-primary school. However several mountainous regions and tribal areas lack access to primary schools even within the distance of 2 to 3 kilometres⁹⁵. While 95 per cent of the population in rural areas have gained access to schooling, nearly 10-15 per cent of the Scheduled Tribe (STs) and Scheduled Caste (SCs) groups in rural areas are still deprived of schools (given that in many states they continue to live in segregated hamlets). Moreover, the proportion of population from backward caste groups not served within the habitation exceeds 50 per

⁹² Sinha, S.N (1988): Regional Disparities in the Level of Development of School education: A Comparative Study of Bihar and Haryana, Thesis Jawaharlal Nehru University, New Delhi.

⁹³ DISE -2009-10, NUEPA, Government of India.

⁹⁴ NCERT, 7th All India Educational Survey- 2002-03.

⁹⁵ Personal observation of Researcher while conducting field surveys in Uttar Pradesh, Jharkhand, Bihar, Himachal Pradesh.

cent in States such as Madhya Pradesh and Uttar Pradesh⁹⁶. The lack of upper primary schools is more dramatic, with one fourth to one half of the STs without a school within the habitations sections of

Along with distance norm for opening elementary schools, population norms must be also maintained. The Education for All campaign has put severe pressure on existing schools for enrolling children without sufficient space. Thus unless and until habitations and population are covered by school institutions, the dream of Right to Elementary Education cannot be completed. Currently due to the SSA several children are enrolled in existing elementary schools, thereby increase in enrolments is beyond the stipulated norms within habitations/ villages.

NSSO 64th Round indicates that 92% households confirmed presence of Primary school within 1 Kilometer distance, while 7% households stated presence of Primary school within 1-2 Kilometer, One percent household stated presence of Primary school beyond 2 Kilometers. Although access of primary schools has been significantly improved, still some habitations had to travel beyond 2 kilometers to avail primary school facility. The access to Upper Primary school was below the expectation levels as only 62% of households stated presence of Upper Primary school within 1 Kilometer distance, 17% households had to travel 1-2 kilometers for Upper Primary school, 18 % have to travel 2-5 kilometers and 3% households have to travel beyond 5 kilometer for Upper Primary school in rural areas. In the case of urban areas access was better for both Primary and Upper Primary schools.

Table No.V.1
Access to Schools (Based EDWATCH Survey 2010)

State	School Type	% Children Availing Schools at Distance Range			
		<1 Km	1-3 Km	3-5 KM	>5 KM
INDIA *	Primary (Rural)	91	8	0.5	0.5
	Upper Primary (Rural)	62	29	5.8	3.1
	Primary (Urban)	92	7	0.1	0.0
	Upper Primary (Urban)	68	28	0.7	0.2
Andhra Pradesh	Primary	94	1	2	3
	Upper Primary	68	25	5	2
Bihar	Primary	40	35	14	11
	Upper Primary	28	37	13	22
Gujarat	Primary	99	1	0	0
	Upper Primary	79	14	6	1
Jharkhand	Primary	98	1	0	1
	Upper Primary	54	26	18	2
M.P.	Primary	99	1	0	0
	Upper Primary	58	28	12	2
Orissa	Primary	77	9	5	9
	Upper Primary	46	32	12	10

⁹⁶ B. Zutshi, India , Report on Elementary Education, 2006.

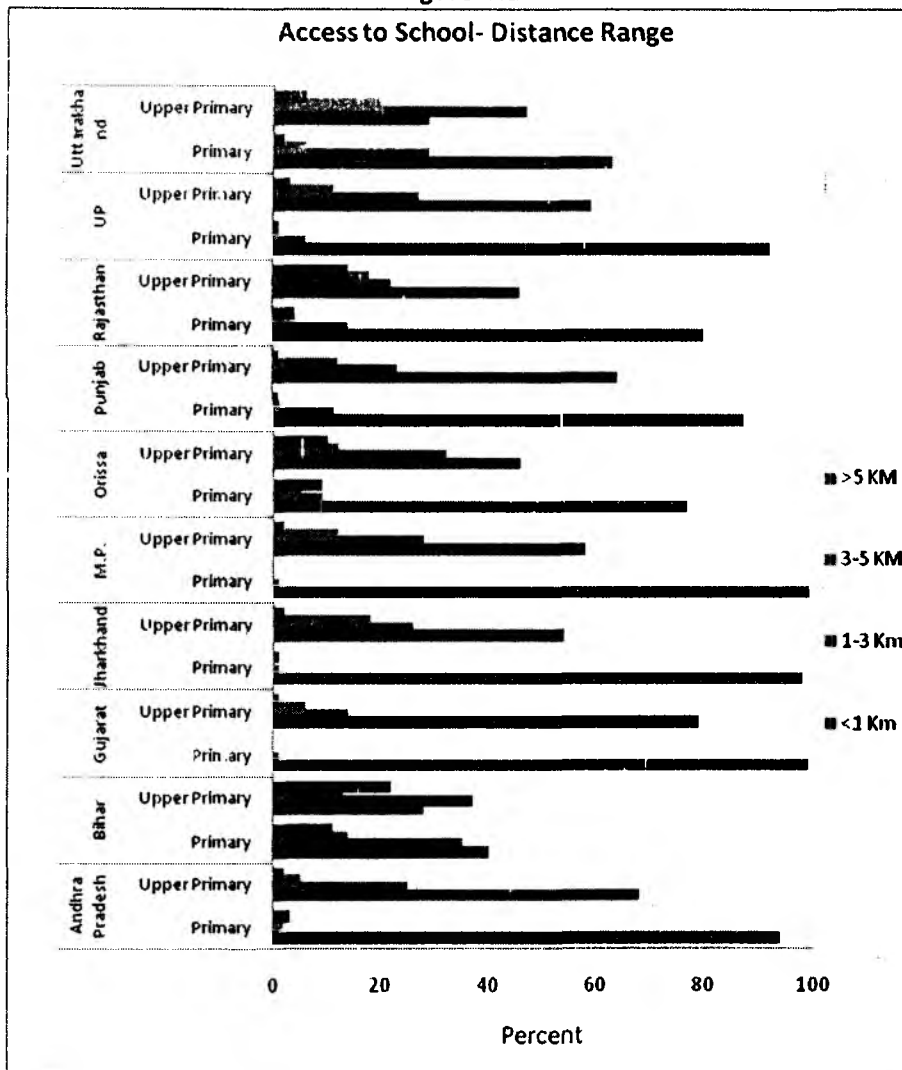
⁹⁷ Govinda, R. 2005, Elementary Education in India Promise, Performance and Critical Issues, Securing Rights Citizen's Report on MDG, Wada Na Todo Rep

Punjab	Primary	87	11	1	1
	Upper Primary	64	23	12	1
Rajasthan	Primary	80	14	2	4
	Upper Primary	46	22	18	14
UP	Primary	92	6	1	1
	Upper Primary	59	27	11	3
Uttarakhand	Primary	63	29	6	2
	Upper Primary	29	47	20	6
Combined	Primary	86	9	3	2
	Upper Primary	51	28	13	8

* Data from NSSO Round 64th -2010.

Source: EDWATCH Survey-2010

Figure V.1



The present EDWATCH study indicates significant improvement in the access of schools both for primary and Upper Primary sections. (Refer Table No. V.1 and Figure V.1). Eighty six % of the surveyed villages had Primary Schools within the village and 96% of the population had primary school facility within 1 Kilometer distance. There was also significant improvement in the access to Upper Primary Schools as 51% villages had Upper Primary section within the village. Significantly 68% and 84% population was having access to Upper Primary Sections within 1 Kilometer and 3 Kilometer respectively. However there were instances found where children have to walk long distance through barren land, uphill or through forests or across streams/ busy national highways. Such situation is common in Bihar, Jharkhand, Orissa, Uttarakhand and Madhya Pradesh. Field observations have also showed that if proper care is not taken, this may lead to legitimization of social divisions through schooling, as often such small habitations are inhabited by marginalized groups living on the fringes of the main village with a full- fledged school.

The shortage of schools in some areas has been historically prevalent due to their deprived social status or having difficult topographical conditions. Distance and difficulty of physical access are important reasons for school drop-out, especially in such areas. Sometimes it is also the case that such areas are inhabited by particular communities with their own language or dialect that is different from the state language; hence they are excluded from the school services. In order to ensure access to schools for children in such areas, special measures must be taken. The National Knowledge Commission (NKC) has recommended several measures for such areas, these includes:

- Financial norms for schools in such locations must be different from those in more accessible areas, as they will require additional resource allocation based on particular conditions.
- Special incentives, including a financial incentive (such as a “hardship bonus”) need to be provided for teachers to take up jobs in such areas. Two different models may be considered – one based on recruiting local teachers on a permanent basis
- Residential arrangements must be made for teachers in such locations, by providing quarters next to or near the school. The cost of building such quarters should be factored into the costs of the school building.
- There are some geographical zones especially in mountainous regions that are plagued by unique problems due to vast tracts of land, difficult topography, and a sparse and nomadic population. In such areas, well equipped residential schools should be set up instead of insisting on a school in every habitation. These schools must be equipped to look into the needs of very young children living away from their families.

Badarpur Khadar located in between Delhi and Uttar Pradesh Border is a typical case of neglected area for school facility. The area is adjacent to Yamuna river near on Delhi- Baghpat Road. The village has around 100 households and is one of the oldest village. The government apathy has led to complete illiteracy as children have to travel 3-5 kilometer even to avail primary school. There is no school. The nearest government school is 4 to 5 kilometers away, even the approach road to the school is muddy, very difficult to traverse during rains.

V.3 Availability of Upper Primary Schools

The ratio of upper primary schools to primary schools has improved significantly from 1:15.4 (one Upper Primary School to 15.4 Primary schools) in 1950-51 to 1:2.27 in 2008-09.⁹⁸ In spite of phenomenal

⁹⁸ DISE Report- 2010, NUEPA, Government of India.

increase in the number of primary and elementary schools, a significant regional variation still exists in the access of schools. Among the major states the upper primary to primary school ratio is above national average for West Bengal (1: 5.63), Bihar (1: 3.73), Assam (1: 2.99), Jharkhand (1: 2.88), Tamil Nadu (1:2.48), Madhya Pradesh and Uttar Pradesh (1:2.62), Andhra Pradesh (1:2.55). However in case of Orissa and Rajasthan the ratio was below the national average. (Refer Table No. V.2 and Table No.V.3 and Map No.V.1)

The increase in number of schools is being outpaced by increase in the number of habitations and the school going child population. Average number of schools per village was 1.15, however school per village varied from 0.60 in case of Jharkhand to 2.88 for Tripura (Zutshi, B. 2005)⁹⁹. The states with less than one primary school per village were Uttar Pradesh, West Bengal, Punjab, Orissa, Madhya Pradesh, Karnataka, Himachal Pradesh, Haryana, Chattisgarh, Bihar and Uttranchal (Zutshi, B. 2005)¹⁰⁰. The child population threshold¹⁰¹ (Available number of children, whether enrolled or out-of-school, aged 6- 14 years) per primary and upper primary school was 242 for the country. Among the large states it was highest for Bihar (442), Uttar Pradesh (314), West Bengal (297), and Jharkhand (286).¹⁰² (Refer Table No.V.3)

Although improvement in the access of primary schools has been achieved, but constitutional obligation of elementary education up to class VIII is still not workable as Upper Primary schools are not conveniently located for the students. A significant proportion of Students in rural areas have to travel without any access to transport system for 3- 5 kilometer during hot summer, rainy season and uphill. This discourages regular attendance of students. The inadequacy of Upper Schools in the rural areas actually acts as a barrier for girls enrolments and hence enhances girls drop-out rates.

Discussion with the community indicates that separate girls Upper Primary schools are demanded due to cultural and social perceptions. Recently several efforts have been made to provide new schools especially Upper Primary schools but their infrastructure is inadequate. Instances especially in Uttrakhand , Jharkhand and Orissa were found where children have to travel 5 kilometers to reach nearest Upper Primary schools.

Table No V.2
Number of Government Recognized Schools in India

Year	Primary School	Middle Schools / Upper Primary	Upper Primary/ Primary Ratio
1950-51	210,000	13,600	1: 15.4
1999-2000	6,41,695	1,98,004	1:3.24

⁹⁹ Zutshi, B, 2005, India, Education Report, Global March against Child Labour.

¹⁰⁰ Ibid.

¹⁰¹ The Population threshold was worked out by working ratio of children aged 5-14 years (Census-2001 data) with the number of primary and upper primary school (DISE- 2004) data. Unfortunately the census data for the states was not available for age group 6-14 which would have been more appropriate in view of the children being enrolled from age 6 in classes I.

¹⁰² Zutshi, B, 2005, India, Education Report, Global March against Child Labour.

2004-2005	7,67,520	2,74,731	1:2.79
2005-2006	771,082	288,199	1:2.67
2007-2008	785,950	320,354	1:2.41
2008-2009	809,108	356,435	1:2.27

Source: MHRD Statistics and DISE 2008-09

Table V.3
Elementary Schools – Growth Pattern

State	Number of Recognized Elementary Schools	Schools per '000'		Elementary Schools Per Village	Government Schools Opened		Primary/Upper Primary Ratio	
		Child population			2008-09	2002-03 to 2008-09		
		Primary	Upper Primary			Primary		Upper Primary
A & N Islands	360	8	6	0.65	16	3	2.12	
Andhra Pradesh	101303	12	7	3.60	6506	3299	2.55	
Arunachal Pradesh	4583	41	14	1.1	2452	140	4.16	
Assam	68542	17	9	2.60	14402	302	2.99	
Bihar	67749	6	3	1.50	15749	345	3.35	
Chandigarh	177	2	2	7.37	6	5	1.12	
Chhattisgarh	49907	14	10	2.45	4399	6959	2.35	
Dadra & Nagar Haveli	308	12	8	4.4	88	9	2.42	
Daman & Diu	99	3	5	4.30	0	0	1.04	
Delhi	4930	3	2	29.87	99	74	1.80	
Goa	1563	8	5	4.35	4	1	2.73	
Gujarat	39106	7	8	2.10	2260	688	1.39	
Haryana	18947	6	6	2.72	738	652	1.52	
Himachal Pradesh	17360	23	16	0.86	354	1267	2.23	
Jammu & Kashmir	25415	23	15	3.82	8032	211	2.50	
Jharkhand	41850	12	7	1.28	16102	440	2.88	
Karnataka	57517	11	10	1.95	3880	550	1.84	
Kerala	12352	4	4	9.05	28	10	1.78	
Lakshadweep	39	5	5	1.6	2	1	1.35	
Madhya Pradesh	132746	13	9	2.39	4247	7085	2.48	
Maharashtra	92053	8	8	2.10	5115	745	1.61	
Manipur	3954	17	9	1.65	35	6	2.62	
Meghalaya	11467	39	18	1.90	151	66	3.13	

Mizoram	2826	21	21	3.45	261	209	1.43
Nagaland	2575	11	7	1.95	49	41	2.20
Orissa	62162	11	11	1.21	6813	340	1.88
Puducherry	692	5	6	7.52	9	0	1.51
Punjab	21875	7	5	1.72	322	302	2.04
Rajasthan	105085	13	12	2.54	13334	1970	1.82
Sikkim	1144	20	9	2.53	48	1	3.27
Tamil Nadu	53890	9	6	3.30	2402	920	2.48
Tripura	3905	12	8	4.48	748	19	2.13
Uttar Pradesh	186741	6	4	1.73	15475	21042	2.41
Uttarakhand	21583	16	11	1.28	1453	1120	2.52
West Bengal	70771	8	2	1.73	756	172	5.48
India	1285576	9	7	2.01	126335	48994	2.27

Source: DISE Report-2010, Census of India – Series-A, Number of Villages 2001.

There were 9 primary and 7 Upper Primary government management schools available per '000' child population aged 6-14 years in the country. Regional variations were found in the availability of primary and upper primary schools per '000' child population. Highest number of primary schools per '000' child population was in mountainous regions and in North-Eastern states, while the least was found in case of Uttar Pradesh, Punjab, Bihar, Jharkhand and Maharashtra. In case of Delhi, Haryana, Punjab and Kerala government schools were less but a significant presence of private schools in these states were found. Upper Primary schools per '000' child population was least in west Bengal, Bihar, Jharkhand and Uttar Pradesh.

Elementary schools per village were 2.01 for the country.¹⁰³ However least number of schools per village was low for Orissa, North-Eastern states, Bihar, Jharkhand, Uttar Pradesh, Uttarakhand, West Bengal, Punjab. (Refer Map No. V.2). Thus wide regional variations exist in the availability of schools across states. Thus accessibility of schools needs to be improved in these states especially due to increasing child population.

V.4 Infrastructure Services, Students Incentives and Teachers Resources

The availability of school facilities – school infrastructural, qualified and trained manpower and students incentives has close association with quality of education especially with students' participation and achievements levels. Mohanty¹⁰⁴ in his work on primary and elementary education states that the "school plant" is a comprehensive term meaning building, playground, furniture,

¹⁰³ The per villages elementary school was found taking into account statewide villages according to the Census 2001 records. Since there is likely increase in the number of villages in 2010, hence the per village schools might be much less than depicted in the table.

¹⁰⁴ Mohanty, Jagannath (2003): 'Primary and Elementary Education'. Deep and Deep Publication Pvt. Ltd. New Delhi.

equipment, library, and laboratory and so on. All these physical facilities that are required for achieving the various objectives of the school constitute the school plant. The school plant he asserts not only includes the existing facilities, but also the future requirements to meet the changing demands of education. Govinda and Varghese¹⁰⁵ note two important points regarding the provision of infrastructural facilities in schools, these are schools with higher grades attached to them have better facilities relative to schools with only primary sections, and the size of the school i.e. student enrolment, is a significant determinant of the status of facilities made available to a school. In the study of quality of education the results are determined by "the inputs into the teaching/learning process". The components of inputs are (i) the instructional materials; (ii) training of teachers and (iii) teachers' salaries and motivation. Without basic inputs particularly text books and other instructional material, learning is seriously hampered. Input facilities both physical and instructional have an important role to play, as the observation of various studies suggests, "it forms the backbone of the education network. It acts as a magnetizing force for children especially in the formative years of schooling and not only determines their participation levels but also determines the quality of education"¹⁰⁶.

Major cause of higher drop-out rates and higher Gender Parity Index are inadequate infrastructure in schools and poor quality of teaching. Several surveys point out infrastructural deficit in primary and upper primary schools.¹⁰⁷ According to the report a large proportion of primary schools in the country are devoid of permanent structures, drinking water, library facility, play grounds, and toilets. A significant proportion of schools have only single teacher to teach three or four different classes. PROBE Report 2007, indicates the schooling infrastructure has improved during last decade. For instance, the proportion of schools with at least two pucca rooms went up from 26 to 84 per cent between 1996 and 2006. Nearly three-fourths of all primary schools now have drinking water facilities. Toilets have been constructed in over 60 per cent of all schools.¹⁰⁸

V.5 School Infrastructure- Buildings, Boundary Wall, Classrooms, Drinking Water and Toilets.

Information collected through the District Information System for Education (DISE) suggests that 3.53 % of the primary schools and 3.31 % of upper primary schools and 2.81% of all schools did not have any building in 2008-09.¹⁰⁹ 20% primary schools had no building in Bihar followed by Jharkhand (13%) and Chattisgarh (8%). In the case of all schools Bihar, Chattisgarh and Jharkhand have significant proportion of schools without buildings. Further, there is a severe shortage of classrooms in schools where the school building is present. There was a shortage of over 600,000 class rooms during 2006-07¹¹⁰. The EDWATCH survey found pucca building was available in 85 % of primary and Upper Primary schools but 35% of the building were dilapidated due to lack of regular maintenance. The water was leaking during rainy season and teachers even stated that during heavy rains they have to close school. Andhra Pradesh and Rajasthan have most school in dilapidated conditions. (Refer Table No. V.4).

¹⁰⁵ Govinda and Varghese (1993): 'Quality of Primary Schooling in India: A Case Study of Madhya Pradesh', *International Institute of Educational Planning (IIEP)*, Paris, and NIEPA, New Delhi.

¹⁰⁶ During the field visit in Orissa a parent was speaking for developing good infrastructure as an essential requirement for quality improvement of education system.

¹⁰⁷ The PROBE Report, 1999, Oxford University Press

¹⁰⁸ Jean Drez, The Probe Report, 2007, The Hindu, September 28th 2008.

¹⁰⁹ DISE report, 2009-10, NUEPA.

¹¹⁰ Planning Commission, Eleventh Five Year Plan, Education Report.

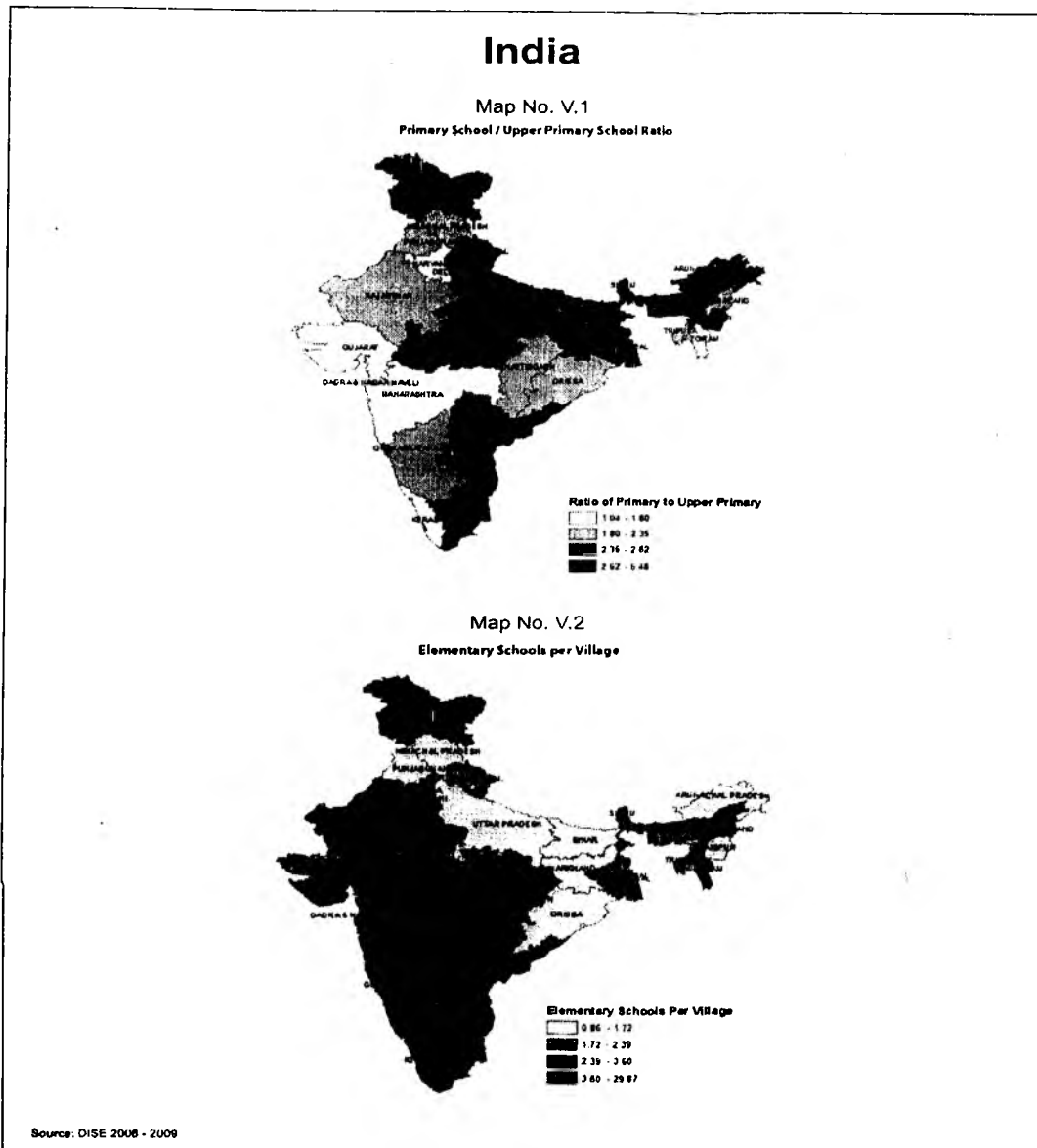
Boundary wall an important requirement for school environment was missing in 49% elementary schools in 2008-09. Majority of elementary schools in Assam, North-Eastern states, Bihar, Chattisgarh, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Madhya Pradesh and Uttar Pradesh were without boundary wall. Parents were apprehensive to send older girls to such schools as they felt "this is not culturally safe for our daughters". Teachers also were unhappy with such a situation as they reported "some children slip out of schools" without our noticing them. The EDWATCH survey found a significant proportion of schools in Jharkhand, Bihar, Madhya Pradesh, Orissa and Uttar Pradesh were without boundary walls. Only 43% schools had boundary walls. Thus the school with good conditions for teaching and learning environment was missing. (Refer Map V.3)

Table V.4
Infrastructure in Elementary Schools Percent Schools – 2008-09

State	% Schools with Boundary Wall	School/ Classroom Ratio	Student/ Classroom Ratio	Drinking Water	Common Toilet	Girls Toilet	Electricity	Computer
A & IN Islands	48.61	8.4	19	98.61	95.56	81.67	87.50	47.50
Andhra Pradesh	52.46	4.4	25	85.59	61.45	47.14	37.34	22.71
Arunachal Pradesh	27.65	3.5	20	63.30	25.79	16.08	16.65	9.54
Assam	26.47	2.5	35	65.34	30.27	12.74	8.78	3.24
Bihar	33.19	2.9	96	85.32	57.19	26.06	3.45	0.68
Chandigarh	93.44	26.4	30	100.00	40.11	94.92	100.00	85.88
Chhattisgarh	42.57	3.3	28	88.74	44.16	23.13	20.77	6.30
Dadra & Nagar Haveli	43.18	4.3	39	93.83	42.21	32.79	74.35	4.22
Daman & Diu	90.91	7.2	36	100.00	89.90	73.74	100.00	43.43
Delhi	97.95	14.5	27	100.00	52.82	57.87	98.50	85.84
Goa	64.88	4.9	23	97.70	61.10	58.03	94.75	31.22
Gujarat	83.61	5.7	34	90.24	73.10	67.73	87.38	37.69
Haryana	93.43	5.7	30	96.99	94.80	87.54	96.03	27.46
Himachal Pradesh	31.76	4.0	15	94.10	50.86	42.90	58.28	12.94
Jammu & Kashmir	29.65	4.4	17	78.66	35.27	20.36	18.08	11.66
Jharkhand	22.54	2.9	54	71.70	40.92	28.23	6.81	5.83
Karnataka	70.76	5.1	27	82.73	83.29	56.04	85.27	18.35
Kerala	72.84	10.8	25	97.73	82.88	77.87	90.07	79.93
Lakshadweep	46.15	12.7	22	100.00	76.92	64.10	100.00	89.74
Madhya Pradesh	43.35	3.7	31	92.69	74.20	47.60	20.56	10.38
Maharashtra	58.13	5.5	31	87.70	77.14	63.94	71.37	37.17
Mizoram	28.86	5.9	19	76.58	51.44	18.64	21.29	11.99
Meghalaya	18.95	2.9	18	50.61	32.82	11.15	14.13	7.25

Mizoram	29.97	4.4	19	80.64	81.71	34.22	32.41	15.64
Nagaland	76.50	7.2	22	75.15	79.88	57.36	33.36	23.57
Orissa	59.13	3.6	30	83.33	57.15	34.01	18.64	7.51
Puducherry	84.25	12.3	21	99.71	99.28	88.58	100.00	70.95
Punjab	90.51	5.3	24	97.32	89.17	83.27	85.91	32.53
Rajasthan	64.26	4.6	25	91.96	48.65	82.99	28.99	2.73
Sikkim	25.52	7.1	15	87.50	98.69	41.43	53.41	24.04
Tamil Nadu	62.07	6.6	28	100.00	66.74	64.15	81.02	32.12
Tripura	14.80	6.2	28	77.77	70.47	26.63	12.60	8.71
Uttar Pradesh	48.04	4.4	39	97.58	92.65	84.20	18.37	3.59
Uttarakhand	75.75	3.8	20	87.23	85.55	52.21	32.55	22.27
West Bengal	40.11	3.9	47	82.71	74.34	41.18	24.92	5.90
India	51.02	4.4	33	87.77	66.84	53.60	35.56	14.12

Source: DISE Report 2010.



On an average only 3.1 classrooms were in a primary school in 2008-2009 which showed a slight increase from 2.8 in 2006-07. Least classrooms per primary school were in Assam, Jharkhand, Bihar, West Bengal, while higher number of classrooms per primary school were in Kerala, Tamil Nadu and Uttar Pradesh. Less number of classrooms has resulted in multi-grade teaching in same classrooms. This is a common sight in majority of schools. Even teachers usually take classes outside in open under tree or in corridors. Due to effective enrolment drive student classroom ratio has significantly increased and classrooms have become congested. Visit to schools during the field survey depicted such a view where children can hardly sit freely and have to couch together to make room space for other students. These classrooms have hardly any space for showing teaching-learning materials. Thus the norm of number of students per classroom should be effectively adopted to overcome the congestion in the classrooms. The EDWATCH survey reported 3.7 classrooms per elementary schools. Majority of these classrooms have been constructed under the SSA. But considering 8 classes have to be taught in these elementary schools, the School/ Classroom ratio is still low and it encourages multi-grade teaching in classes. This hampers the teaching-learning environment especially for class V-VIII. Regional variation in the availability of School/ Classroom ratio (SCW) was found as Orissa, Punjab and Uttar Pradesh have low SCW. The survey depicted better SCW in Bihar and Jharkhand as significant

construction activities have been started in these states under the SSA during last five years. (Refer Map. No V.4).

During the field visit to School a number of schools were found having multi-grade teaching in a single class both in primary and elementary schools. The teaching environment was found most unsatisfactory as students were left alone without any supervision as same teacher was teaching different classes at the same time in a same class.

Astonishingly 12% primary schools were without drinking water facility- a basic requirement for any educational institution to attract students according to the DISE report.¹¹¹ Majority of these primary schools were in Assam (35%), North-Eastern States, Jharkhand (28%), West Bengal (18%), Orissa (17%), Bihar (15%), Utrakhand (13%), Chattisgarh (12%), Jammu & Kashmir (12%), Maharastra (12%). The EDWATCH study depicted that only 68% schools had functional drinking water facility. Drinking water was not available in significant number of schools in Andhra Pradesh, Rajasthan and Utrakhand. Further scrutiny revealed that water quality was not monitored in 5% schools as students stated that some of the water pots have not been changed for the last three days. (Refer Map No.V.5)

Common toilet was only available for 67% elementary schools, while it was available for only 63% primary schools. States with majority of schools without common toilet were Assam (70%), North-eastern states, Jharkhand (60%), Chattisgarh (54%), Rajasthan (52%), Himachal Pradesh (50%), Bihar (43%), Andhra Pradesh (39%). EDWATCH survey also found similar results as Andhra Pradesh, Bihar and Madhya Pradesh have large proportion of schools without toilets. (Refer Map V.6) Separate Girls toilet was available only in 53% schools according to the DISE data while it was available only for 44% schools according to the EDWATCH survey-2010. States with least proportion of school with girls toilet were Andhra Pradesh, Madhya Pradesh, Assam, North-Eastern states, Bihar, Chattisgarh, Jammu and Kashmir, Himachal Pradesh, Jharkhand, Orissa. Rajasthan which is culturally sensitive have higher proportion of schools with separate ladies toilet. The EDWATCH survey reported that 25% schools did not have usable toilets as water was not available for cleaning and moreover for 15% cases toilets were found locked. Field observation also indicated improper location of ladies toilet where doors could not be closed properly. Parents expressed concern for not have proper separate toilet facilities for girls. ASER report 2009 also reported 32% schools with toilet facilities were not usable due to lack of water supply or it being unclean. (Refer Map V.7)

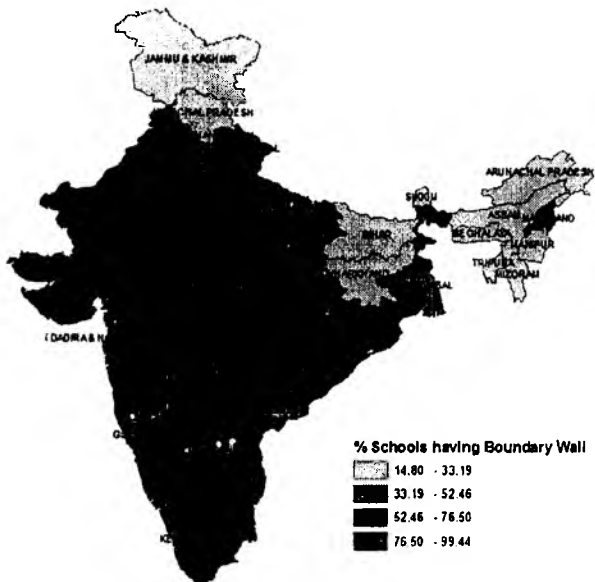
Educational institutes which require demonstration of modern tools and techniques through computer- an essence in the present day knowledge economy was not available in majority of schools due to unavailability of electric supply. Only 36% of the elementary school have electric supply, which demonstrates the pathetic situation especially during the hot summer months when electric supply is required for cooling. Obviously education quality suffers due to lack of innovative methods of teaching learning materials. Majority of the states have a significant proportion of schools without electric connections. EDWATCH survey also reported only 0% schools with electric supply. But having electric supply does not necessarily mean functional electric supply as in majority of cases supply is discontinued or not available for majority of days. (Refer Map No. V 8). Only 14% elementary schools had computer facilities. Computer facility was restricted in few Union Territories and in Delhi. (Refer Map No. V.9).

¹¹¹ DISE, Report 2009-10

India

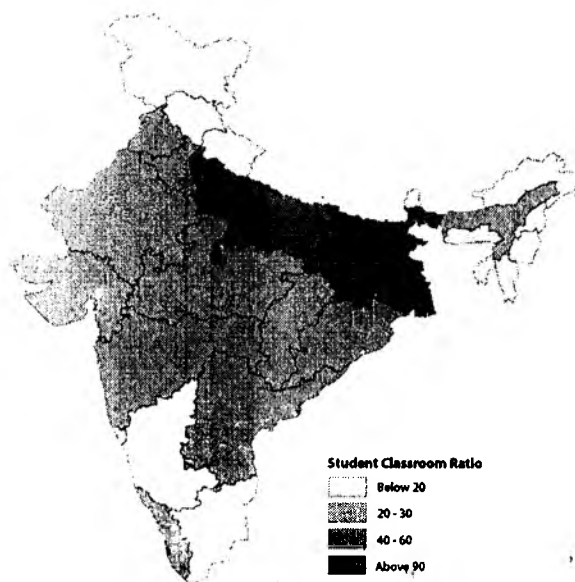
Map No. V.3

Percent Schools with Boundary Walls



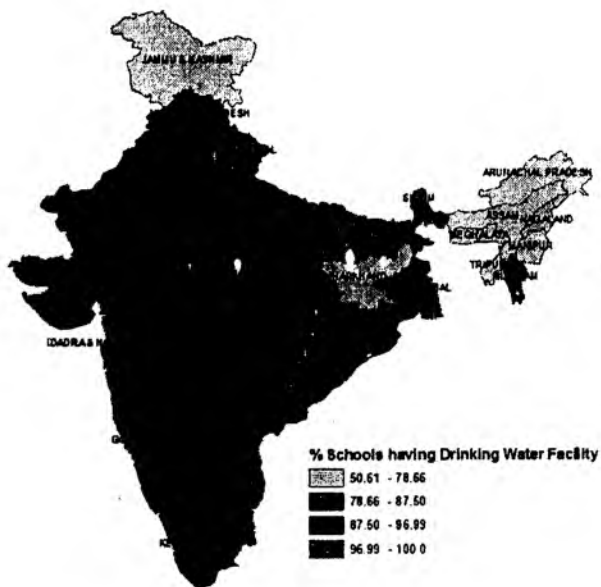
Map No. V.4

Student Classroom Ratio



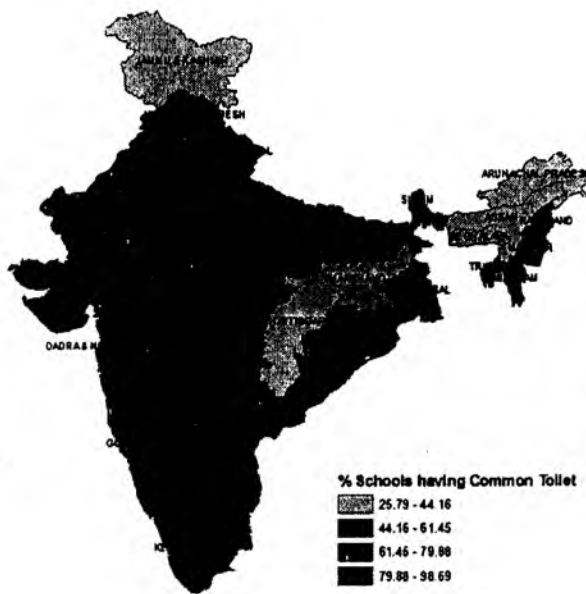
Map No. V.5

Percent Schools having Drinking Water Facility



Map No. V.6

Percent Schools having Common Toilets

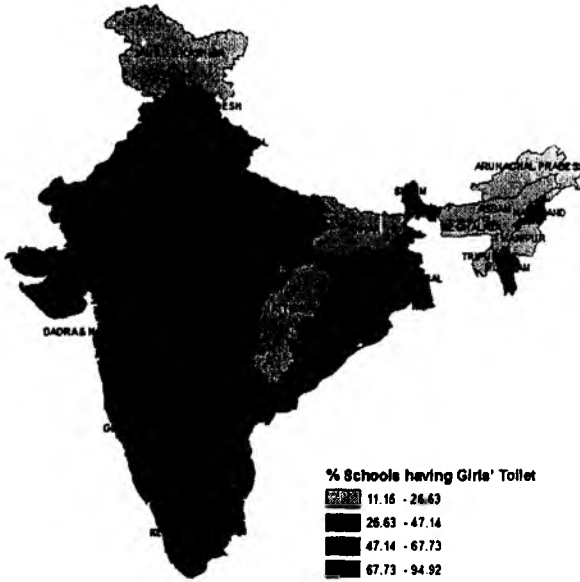


Source: DISE 2008 - 2009

India

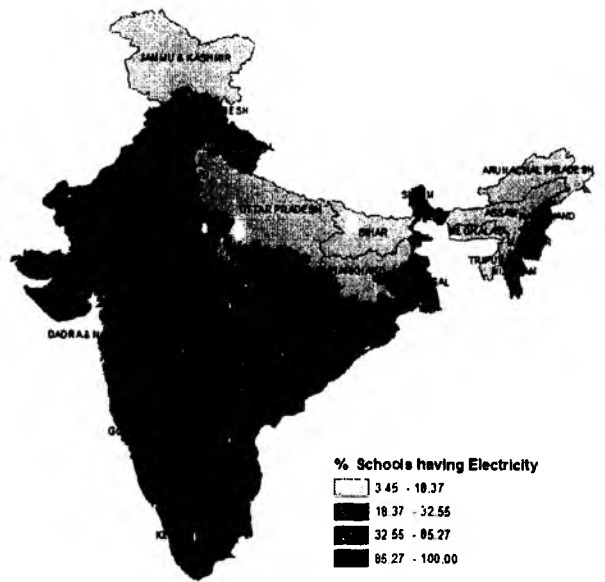
Map No. V.7

Percent Schools having Girls Toilets



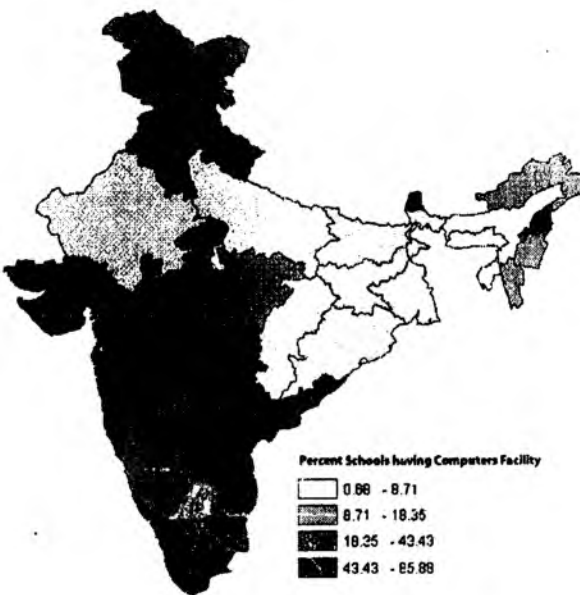
Map No. V.8

Percent Schools having Electricity Service



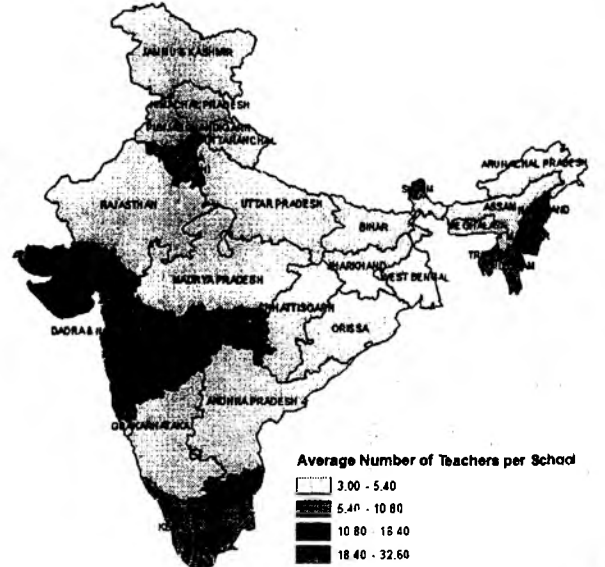
Map No. V.9

Percent Schools having Computers Facility



Map No. V.10

Average Teachers per School



Source: DISE 2008 - 2009

Medical facility was provided to the students with the help of nearby medical centers. But doctor's visit was occasional and not regular. Teachers / parents and students complained that medical care was not appropriate.

A study conducted by All India Federation of Teachers' Organization in 2009 among 8 states also depicts infrastructure deficit in schools especially lack of teachers' room, library, separate toilets for girls and women teachers and electricity facility in majority of schools.¹² The study depicts that 21% schools did not have office rooms, 64% schools do not have teachers room, 70% schools do not have library, 6% schools do not have black boards, 33% schools are without electricity and 86% schools do not have fans, Telephone connection was not available in 65% schools.

The EDWATCH 2010 survey reflects significant infrastructure deficit in elementary schools. (Refer Table No. V.5 and Figure No. V.2)

Table No. V.5
Infrastructural Facilities among Surveyed Schools- EDWATCH Survey 2010.

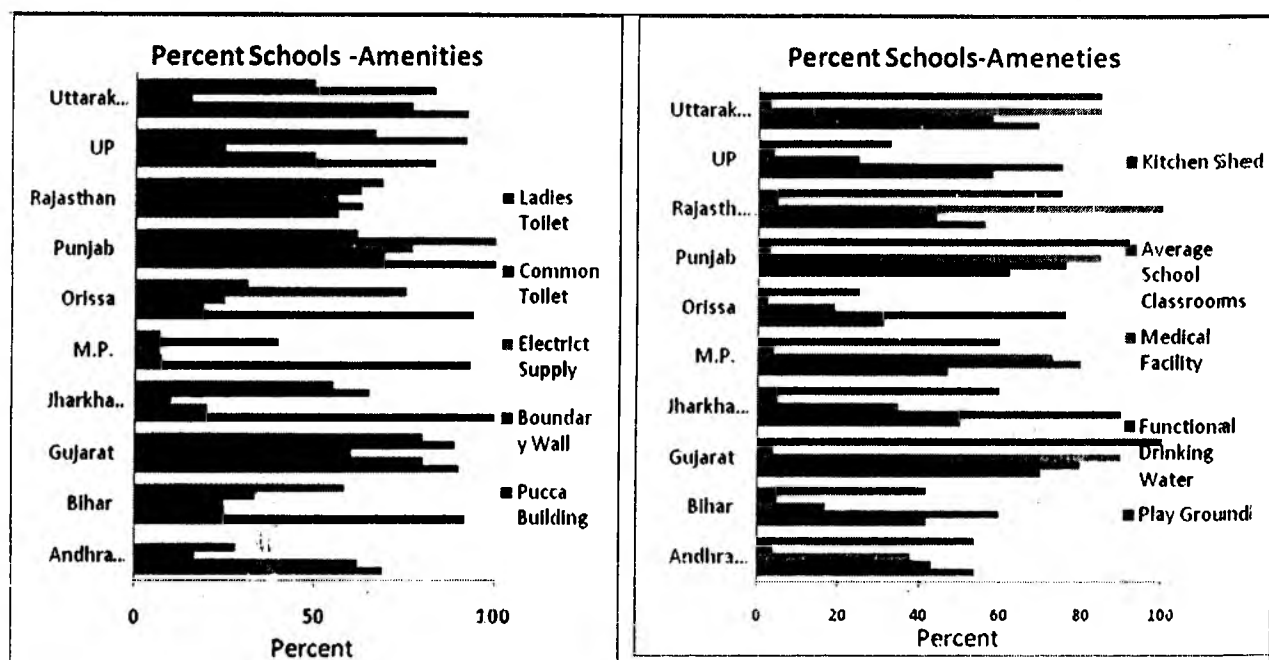
State	Percent Surveyed Schools having									
	Pucca Building	Boundary Wall	Electric Supply	Common Toilet	Ladies Toilet	Play Ground	Functional Drinking Water	Medical Facility	Average School Classrooms	Kitchen Shed
Andhra Pradesh	69.0	62	16.7	28.3	0.0	54	43	38	4	54
Bihar	91.7	25	25.0	33.3	58.3	42	60	17	5	42
Gujarat	90.0	80	60.0	88.9	80.0	70	80	90	4	100
Jharkhand	100.0	20	10.0	65.0	55.0	50	90	35	5	60
M.P.	93.3	7	6.7	40.0	6.7	47	80	73	4	60
Orissa	93.8	19	25.0	75.0	31.3	31	76	19	2.5	25
Punjab	100.0	69	76.9	100.0	61.5	62	76	85	3	92
Rajasthan	56.3	63	56.3	62.5	68.8	56	44	100	5	75
UP	83.3	50	25.0	91.7	66.7	58	75	25	4	33
Uttarakhand	92.3	77	15.4	83.3	50.0	69	58	85	3	85
Combined	84.5	43.8	29.8	66.5	44.8	51.8	68	54	3.7	62

Source: EDWATCH Survey-2010

The real extent of infrastructural deficit emerges when considering requirements of universal elementary education. The congestion in the classrooms has forced several schools to teach in open spaces as well as to operate multi-grade classes. In many cases teachers use panchayat-ghars/dharamshalas to teach students to avoid overcrowding, but they can not be used on the days special functions are to be held in those buildings. Multigrades classes were in operation in majority of surveyed schools. In 60% schools two classes were in session in the same room, while even three classes were in session in 5% schools.

¹² All India Federation of Teachers' Organization, (AIFTO), "plight of Para Teachers in India", EFAID Survey Report 2009-10.

Figure No. V.2



Source: EDWATCH Survey-2010

V.6 Educational and other Incentives Provided to Children:

In addition to the infrastructure facilities, educational incentives play significant role to attract students in schools and also to retain them in schools. Major incentives provided to the students include free education or tuition fee waiver, scholarship or stipend, free or subsidized books or stationery, mid-day meal, and students' concession in public transport etc.

Education is free of tuition fees in government schools in most of the states up to certain level of education. The NSSO 64th round depicted that 80% of rural students and about 40% of urban students attending primary level classes got free education. At Upper Primary level, education was free for 75% of rural and 45% of urban students. The proportion receiving free education was higher among rural students compared to urban students and also higher among girls than among boys. Wide variation among the states in the proportion of students getting free education and the proportion exempted from payment of tuition fees. At primary level, for instance, more than 90% students in Assam, Chhattisgarh, Orissa and West Bengal received free education, compared to only 25% in Punjab and 35% in Haryana. Inter-state differential were no less marked at other levels of school education.

As expected, the proportion of students availing free education was high in the lower decile classes but gradually reduced as one moved up along MPCE decile classes in both the sectors. Thus, in rural India, the proportion of students receiving free education dropped from more than 80% in the poorest decile class to 50% or less in the richest class at primary and middle levels of education. The drop was even sharper in the urban sector for primary and middle level, from more than 60% to less than 10%. In case of tuition fee exemption, however, a similar pattern was

not observed. This could be because such waivers are not always accorded on economic considerations alone.

Some students are awarded scholarships or stipends in cash as long as they continue their studies or are provided with free or subsidized books and/ or stationery as educational incentives. Special incentives are provided for girls in many states for continuing education up to class 10. 'Ladli' scheme in Delhi government has been appreciated as it provides special incentives for girls to continue education up to class X. In many states, schools provide the students with mid-day meals or concession in public transport fare for the students. Rural students benefited more from these incentives, especially in respect of scholarship, free/ subsidized books, mid-day meals from government, etc. According to the NSSO 64th Round, 17% students in rural areas received scholarships/ stipend as compared to 6% in urban areas. 58% students received subsidized text books in rural areas as compared to 29% in urban areas. 49% students received midday meals in rural areas as compared to 21% in urban areas. The proportions of beneficiaries among female students were a few percentage points higher than among male students.¹¹³

There has been inter-state variation in proportion of students receiving these incentives. In Gujarat, Uttar Pradesh, and Chhattisgarh, more than 30% of students in general education got scholarships. In respect of providing free books or stationery, Tamil Nadu, Chhattisgarh, were noticeably ahead of the other major states. Mid-day meals from government were provided to more than 50% of students in Tamil Nadu, Karnataka, Orissa, Chhattisgarh, Madhya Pradesh, Jharkhand, and Gujarat, but to only 14% in Punjab and 24% in Haryana. In Kerala, more than 25% of general education students received concession in public transport fares.

The EDWATCH survey also reveals that 83% of schools were providing free tuition fee to children. Text books were also provided free of cost in 85% of surveyed schools. However in case of Andhra Pradesh only 17% schools were providing free text books to the children. Stationery was provided only in 15% schools mostly in Gujarat. Thus free education in real sense was free tuition fee and books. Significantly 48% schools were also providing free uniform to children, which was appreciated by parents as it has helped in school attendance. A higher proportion of schools were providing free uniforms in Gujarat, Orissa and Uttar Pradesh and Bihar. Attendance scholarship incentives were provided by 55% of surveyed schools. Madhya Pradesh, Gujarat, Jharkhand, Uttar Pradesh have larger coverage of attendance scholarship incentives. (Refer Table No. V.6 and Figure No. V.3)

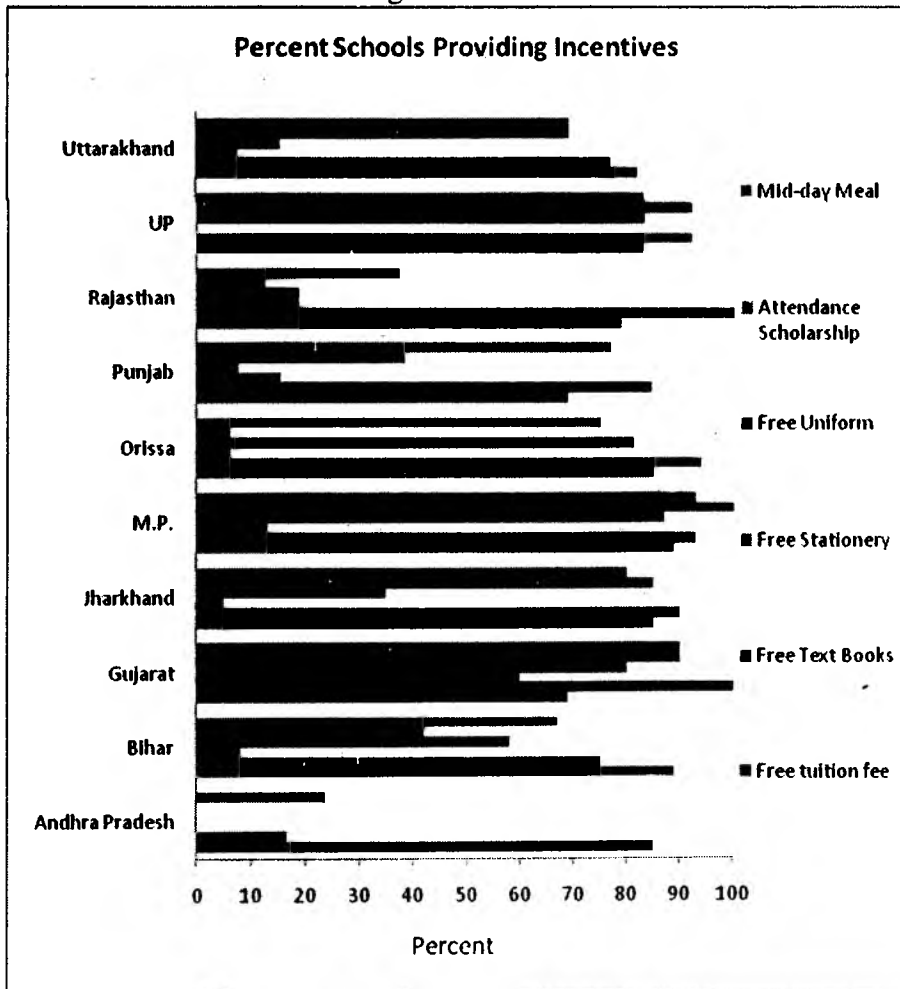
72% of schools were providing mid-day meals to students. However regional variations exist in the provision of midday meals. Andhra Pradesh and Rajasthan covered fewer proportion of schools under midday meal scheme. The midday meal scheme according to many teachers was a burden on them, as they had an added responsibility of managing the process. They had to procure the raw materials from the Co-operative Societies in accordance to the student strength and supervise on the cooking, and serving of these meals. A bigger task was maintaining the meals register that had to be updated on a daily basis for the amount of raw material consumed and left. The school teachers reported that 'most of their day's job is occupied in supervising over the meals and filling up the meals register as there were only three teachers including him at the school'. No clerical staff is appointed at the primary level for this purpose.

¹¹³ NSSO 64th Round Report, 2010.

(Table No. V.6)
Percent Schools having Incentives for School Children

State	N	Percent Surveyed Schools having					
		Free tuition fee	Free Text Books	Free Stationery	Free Uniform	Attendance Scholarship	Mid-day Meal
Andhra Pradesh	13	85	16.7	0	0	0	23.7
Bihar	12	89	75.0	8	58	42	67
Gujarat	10	69	100.0	60	80	90	90
Jharkhand	20	85	90.0	5	35	85	80
M.P.	15	89	93.0	13	87	100	93
Orissa	16	85	93.8	6.25	81.25	6.25	75
Punjab	13	69	84.6	15.4	7.7	38.5	77
Rajasthan	16	79	100.0	18.75	18.75	12.5	37.5
UP	12	83	92.0	0	83.3	92	83.3
Uttarakhand	13	82	77.0	7.7	15.4	69.2	69.2
Combined	140	83	85	15	48	55	72

Figure No. V.3



V.7 Teachers Resources:

The availability of school structures and students incentives alone is of no use, until we do not have adequate academic/instructional facilities, which comprise of teachers, quality of teaching and teaching aids used by teachers. The quantity and quality of teachers available have direct impact on student's retention and transition rates. The absence or low Pupil/ teacher ratio will lead to doubling up of classes, idle time for students, and even student dropouts if absence becomes frequent enough¹¹⁴. Teachers are the principle instructional instruments in the educational setup today; although improving the teacher's performance is the most important challenge for education in India. In all states, teachers' salaries constitute the largest share of the education budget, and the states cannot afford to waste these resources. These instructional inputs into the education system are of prime importance in determining the enrolments levels to an extent and retention levels to a great deal. The role of these facilities adds more to the quality outcome of the education system and also the achievement levels of a student. This study tries to look into the availability of teachers, qualification of teachers, number of female teachers, teacher-pupil ratio's and the availability of teaching aid, that enhance the overall learners achievements levels, and also help enhance the retention and enrolment ratios.

Non-availability of teachers and large size of classes are more tangible and rudimentary problems that the elementary education system faces today. Community also feels that teachers are insensitive due to their lack of creativity and motivation. Although this cannot be generalized as several instances have been found where teachers have contributed in spite of limited resources at their command. But at the same time apathy of teachers to hold classes in an ordinary and regular manner were responsible for the plight of most rural schools¹¹⁵. Purposeful utilization of the instructional inputs available is dependent on the ingenuity and motivation level of teacher in concern. That is why with the same level of infrastructure availability, performance in sates varies due to specificity in the quality of manpower¹¹⁶. Therefore it becomes an important concern in the study to look into the availability of teachers at different levels of education to access the quality and quantity of the teaching manpower.

Table No. V.7
Teacher Resources in India – 2008-09 (Based on DISE Information)

State	Teachers Per school		% Schools with single teacher		% Schools with Female Teachers	% Schools with Trained Teachers	Pupil/ teacher Ratio
	All Schools	Primary Schools	All Schools	Primary Schools			
A & N Islands	10.7	4.8	2.78	5.00	100.00	98.92	0.00
Andhra Pradesh	5.0	3.0	9.02	13.28	78.68	89.59	1.41

¹¹⁴ Lorena Alcázar, F. Halsey Rogers, Nazmul Chaudhury, Jeffrey Hammer, Michael Kremer and Karthik Muralidharan: Why are teachers absent? Probing service delivery in Peruvian primary schools; 31, January 2007.

¹¹⁵ Dreze, Jean and Haris Gazdar (1996): 'Uttar Pradesh :Burden of Inertia, Indian Development : Selected Regional Perspectives , Oxford University Press ,New Delhi

¹¹⁶ Ibid.

Arunachal Pradesh	3.8	2.0	50.23	63.98	83.70	25.02	2.40
Assam	3.8	2.4	24.87	33.31	71.52	40.95	10.64
Bihar	5.0	3.8	4.93	6.22	80.20	40.93	42.12
Chandigarh	32.6	14.8	0.00	0.00	99.44	99.90	1.13
Chhattisgarh	3.5	2.8	12.22	15.18	66.51	58.90	6.46
Dadra & Nagar Haveli	4.6	2.1	22.08	38.51	84.74	93.83	4.55
Daman & Diu	7.5	5.8	0.00	0.00	93.94	91.95	4.04
Delhi	18.4	10.4	0.06	0.12	92.37	99.09	4.42
Goa	5.4	2.5	21.37	31.20	97.70	95.22	0.45
Gujarat	6.1	3.0	2.07	5.54	83.61	95.34	3.17
Haryana	6.1	4.2	3.08	4.23	79.30	88.84	7.34
Himachal Pradesh	3.7	2.6	9.45	13.43	73.10	91.43	1.08
Jammu & Kashmir	4.9	2.4	12.73	20.79	73.13	54.02	1.17
Jharkhand	3.6	2.2	7.41	10.24	54.49	80.34	20.34
Karnataka	4.6	2.3	8.09	16.31	81.42	95.09	3.82
Kerala	10.8	6.4	0.66	0.65	99.38	98.61	1.76
Lakshadweep	17.1	12.5	0.00	0.00	92.31	100.00	0.00
Madhya Pradesh	3.3	2.6	14.63	17.44	66.65	61.20	16.55
Maharashtra	6.3	3.1	7.24	14.21	70.94	99.06	2.60
Manipur	6.1	3.1	11.58	18.00	79.99	36.31	4.17
Meghalaya	3.4	2.5	13.46	18.05	80.95	32.12	1.12
Mizoram	6.1	5.1	1.80	0.93	82.48	67.97	0.96
Nagaland	8.3	6.1	2.37	3.69	85.20	21.72	2.72
Orissa	4.0	2.6	7.41	12.22	63.73	78.23	5.23
Puducherry	14.8	6.1	0.00	0.00	95.81	97.57	0.43
Punjab	4.7	3.0	5.50	8.12	91.86	91.96	6.60
Rajasthan	4.3	2.2	16.27	31.42	63.81	82.55	7.92
Sikkim	7.3	5.1	0.35	0.50	88.55	36.14	0.96
Tamil Nadu	6.1	3.9	2.16	3.11	93.88	94.45	4.47
Tripura	7.7	3.9	0.92	1.19	53.83	41.76	5.86
Uttar Pradesh	3.5	3.5	7.49	3.65	75.63	84.59	32.17
Uttarakhand	3.0	2.4	14.95	19.85	74.30	80.49	6.29
West Bengal	3.9	2.8	4.08	4.75	70.38	78.47	14.02
India	4.5	3.0	9.71	13.25	73.66	81.89	12.96

Source: DISE Report 2010

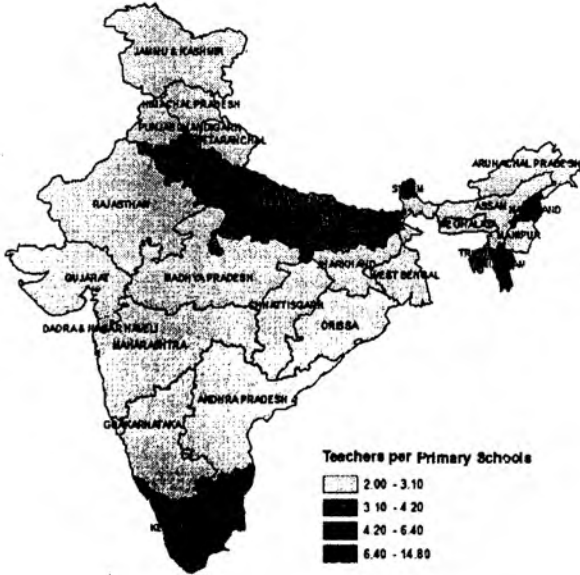
According to DISE 2009-10 Report 5,789,898 teachers averaging 4.5 teachers per school were working in Elementary schools in the country in 2008-09. However average number of teachers in primary schools was 3. ¹¹⁷ Average teacher in elementary schools were lower than the national average in Assam, Chhattisgarh, West Bengal, Uttrakhand Uttar Pradesh, Orissa, Madhya Pradesh and Jharkhand. (Map No. V.10). Similarly in the case of Primary schools, average number of teachers was less than the national average in West Bengal, Uttrakhand, Rajasthan, Orissa, Karnataka, Jammu and Kashmir, Jharkhand, Himachal Pradesh and Chattisgarh. (Table No. V.7 and Map No. V.11)

¹¹⁷ DISE Report , 2009-10.

India

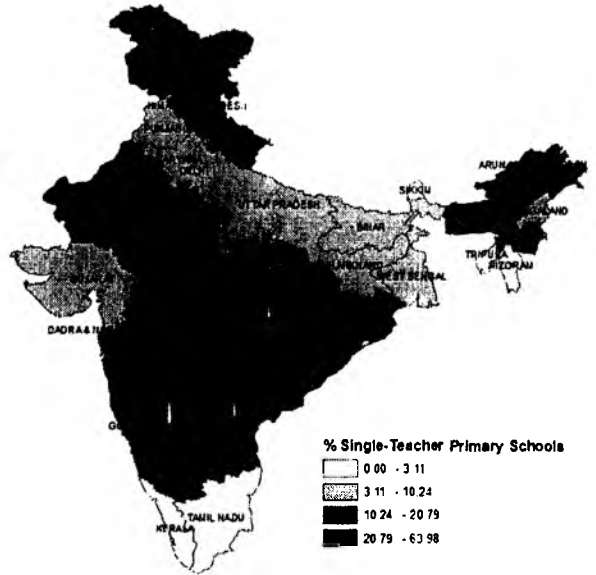
Map No. V.11

Average Teachers per Primary School



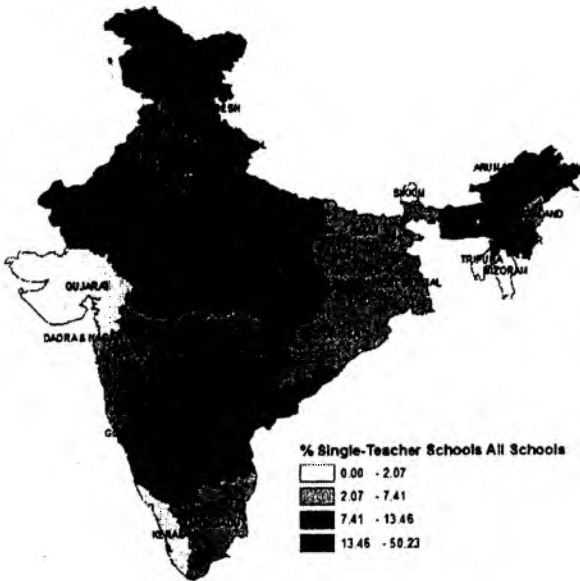
Map No. V.12

Percent Single Teacher Primary School



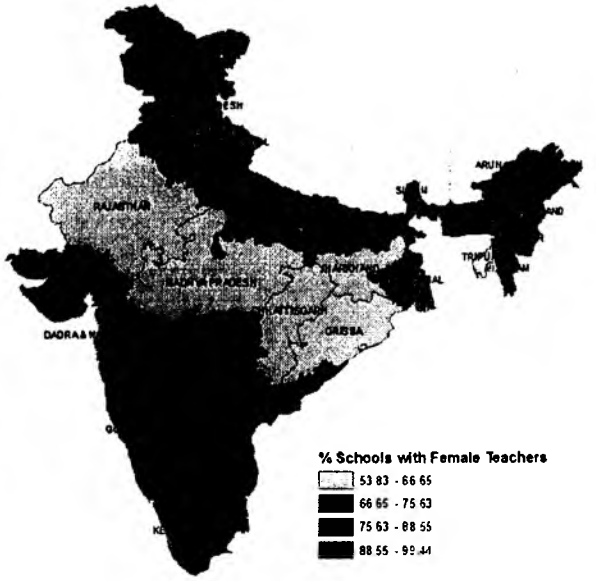
Map No. V.13

Percent Single Teacher - All Elementary School



Map No. V.14

Percent Schools with Female Teachers



Source: DISE 2008 - 2009

Single teacher were still available in 13.25 % primary schools and 9.71% elementary schools in the country in 2008-09.¹¹⁸ Many of schools also have single teacher present on majority of days or even remain without any teacher for varying periods of time as many teachers are absent (either availing permitted leaves or on duty leave for one reason or other reason) . Even teachers are subcontracted for teaching work by main teachers in few cases. States with majority of schools with single teacher in primary school were Rajasthan, Assam, North-Eastern states, Chattisgarh, Goa, Jammu & Kashmir, Madhya Pradesh and Uttrakhand. (Refer Ma[p No. V. 12) In the case of Upper Primary schools majority of single teacher schools were in Assam, North-eastern states, Chattisgarh, Rajasthan, Madhya Pradesh and Uttrakhand. (Table No. V.7 and Refer Map No. V.13)

Presence of female teachers in the primary classes enhances gender parity enrolments especially in case of socially sensitive states like Rajasthan, Haryana and Punjab. Only 73% of the elementary schools were having female teachers in 2008-09. Majority of elementary schools without females teachers were in Chattisgarh, Jharkhand, Himachal Pradesh, Jammu & Kashmir, Madhya Pradesh and Orissa. (Refer Map No. V. 14) According to the DISE 2008-09 information 44% of the total teachers in elementary schools were females. The proportions of female teachers were higher than the national average in case of Tamil Nadu, Gujarat, Delhi, Goa and Karnataka. However the proportion was lower in case of Assam, Bihar, Chattisgarh, Jharkand, Madhya Pradesh, Orissa and West Bengal.

Presence of trained teachers in schools is directly related to the methods of teaching taught in schools which directly translate into students learning outcomes. The DISE report 2009-10 indicates 82% teachers were professionally trained in elementary schools. The proportion of professionally trained teachers was 86% in government managed schools, 89% in private unaided and 71% in private unaided schools. However professionally untrained teachers were high in Bihar, Chattisgarh, Jammu & Kashmir, Madhya Pradesh, North-eastern states, Orissa and West Bengal. The proportion of trained teacher also depicts strong regional imbalances. This depicts that low premium being attached to quality of education by the government which encourages parents not to send their children to schools and instead send them for work. North east states, Madhya Pradesh, Orissa, Bihar and Uttar Pradesh had lesser trained teachers, while the southern states of Tamil Nadu, Karnataka, Kerala and Andhra Pradesh have high proportion of trained teachers. (Map No. V.15)

The availability of teachers can be best judged by the Pupil Teacher Ratio (PTR) at different levels of schooling. The PTR is the proportion of the teaching manpower according to the class-size, and is therefore represented by number of students per teacher. The pupil/ teacher ratio (PTR) remained constant at 43 from 1990 to 2002 due to lower recruitments and strong enrolment drive.¹¹⁹ However after 2007 recruitment has picked up across the country and PTR was 34 in Primary Schools and 31 in Upper Primary Schools in 2008-09. The PTR was high in Primary schools for Bihar, Uttar Pradesh and West Bengal. In the case of Upper Primary Schools PTR was high for Bihar, Jharkhand, Uttar Pradesh and West Bengal. Slow growth in teacher supply has resulted in overcrowded classrooms in these schools. Thus the PTR is above the Right to Education norm in majority of states. Regular posts for teachers remain unfilled, since the state is not in a fiscal position to hire additional teachers. (Refer Table No. V.8 and V.9., Figure No. V.4 and Map No.V.16)

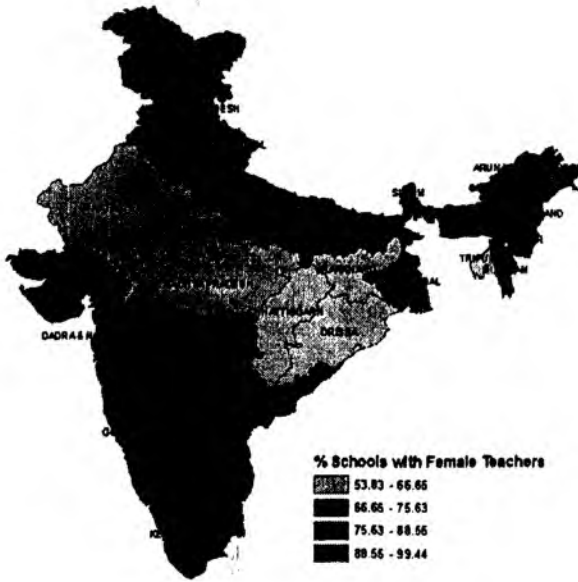
Source: Ministry of Human Resource Development (MHRD), Annual Report

¹¹⁹ MHRD Statistics on Education Status of India 2001-02.

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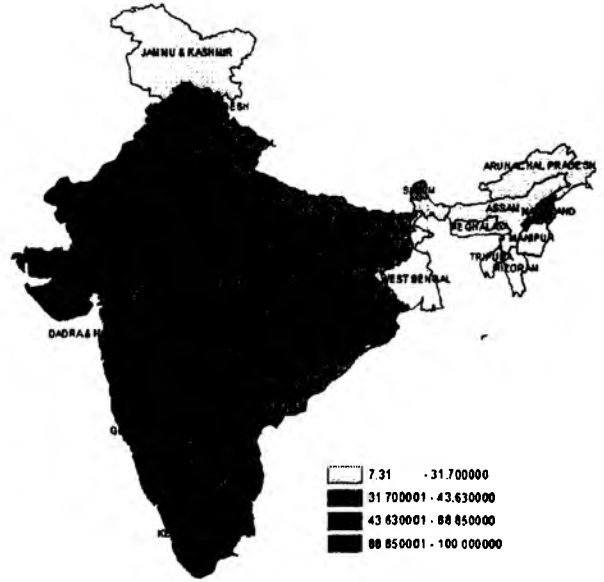
Map No. V.14

Percent Schools with Female Teachers



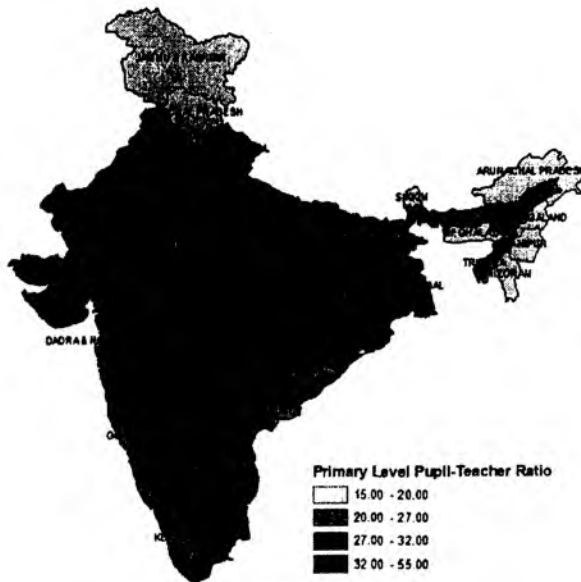
Map No. V.15

Percent Teachers Professionally Trained



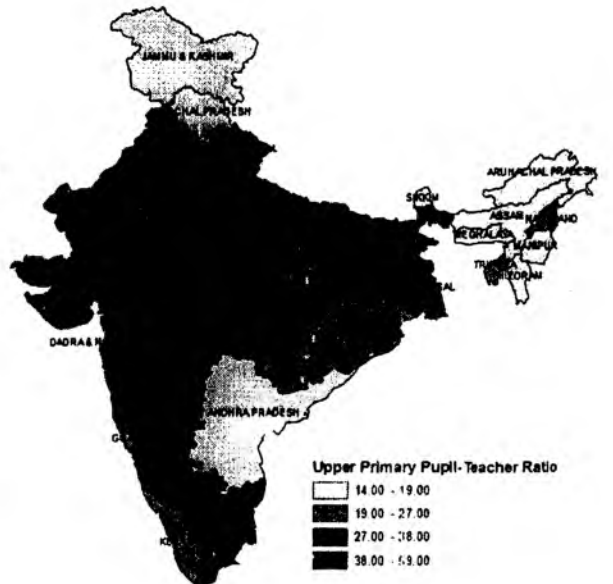
Map No. V.16

Pupil - Teacher Ratio - Primary Schools



Map No. V.17

Pupil - Teacher Ratio - Upper Primary Schools



Source: DISE 2008 - 2009

Table No V. 8- INDIA
Pupil/ Teacher Ratio, 1950-51to 2008-09

Year	Primary	Upper Primary
	PTR	PTR
1950-51	24	20
1970-71	39	32
1990-91	43	37
2000-01	43	38
2003-04	45	35
2007-08	34	31
2008-09	34	31

Source: Ministry of Human Resource Development (MHRD), Annual Report

Table No. V.9
Teacher Resources- Characteristics in India – 2010 (Based on EDWATCH Survey)

State	Total Teachers		Teachers Per school		% Schools with single teacher		% Schools with Female Teachers	% Schools with Trained Teachers	Pupil/ teacher Ratio
	Primary	Upper Primary	All Schools	Primary Schools	Prim	Upper			
					ary	Primary			
Andhra Pradesh	25	19	4.75	2.77	0	0	23	46	25
Bihar	8	47	4.7	4.0	0	0	50	83	91
Gujarat	29	7	7.0	3.22	0	0	70	30	24
Jharkhand	2	72	3.78	2.0	0	0	75	90	70
M.P.	9	46	3.83	3.0	6.7	0	33	87	54
Orissa	38	9	4.5	2.71	0	0	69	94	27
Punjab	14	42	4.66	3.5	11	0	69	100	37
Rajasthan	10	53	4.41	2.5	25	0	56	100	33
UP	7	43	4.3	3.5	0	0	75	33	74
Uttarakhand	32	4	4.0	2.66	8	0	92	100	23
Combined	174	342	4.11	2.96	1.78	0	67	79	48

EDWATCH Survey 2010

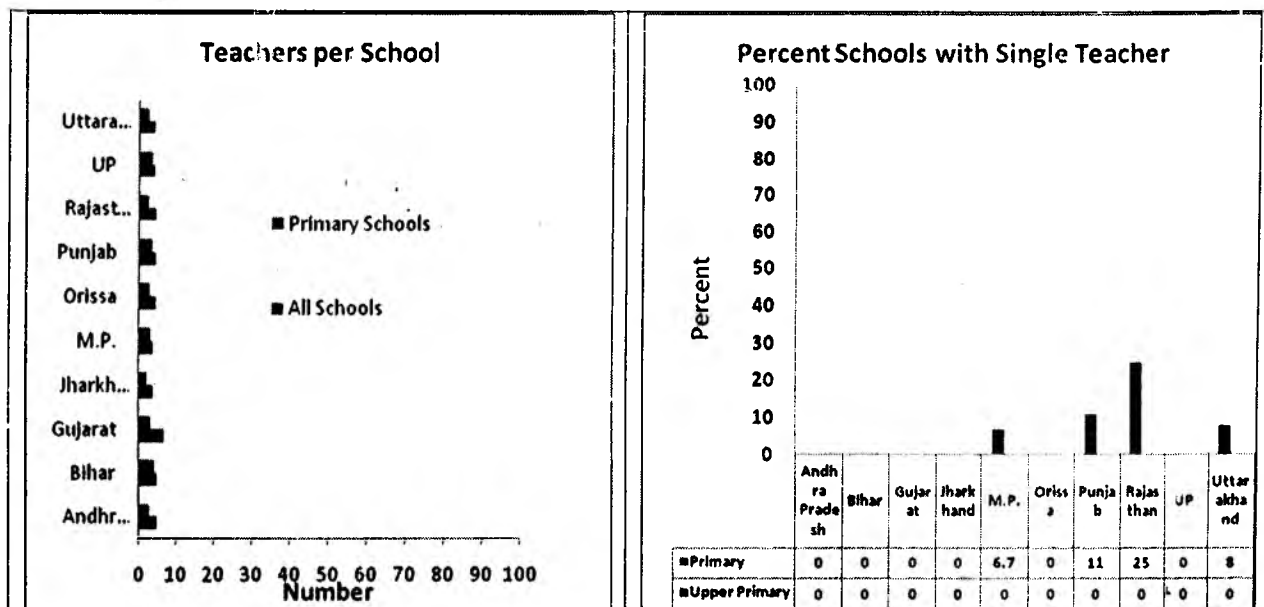
AIFTO study also indicates that 32% of regular teachers in elementary schools were educated upto matriculation/ 10+2 level, while 29% were graduates. 25% regular teachers were professionally trained with bachelor's/ masters degree in education, while 13% teachers had basic education training. The education levels and professional training levels were more or less similar for Para teachers.¹²⁰

The EDWATCH Survey -2010 indicates that there were 4.11 teachers per elementary schools and 2.96 teachers per primary school in the sample selected schools. Jharkhand, Rajasthan and Orissa had the least number of teachers per primary school. Schools with single teacher were few only in case of primary schools of Rajasthan, Madhya Pradesh and Uttar Pradesh. Percent schools with female teachers have substantially increased as 67% surveyed schools were having female teachers. Similarly trained

¹²⁰ AIFTO Study

teachers were available in 79% surveyed schools. However in case of Gujarat and Uttar Pradesh fewer trained teachers were found. Pupil / Teacher ratio was 48 among the surveyed schools but it was exceptionally high in case of Bihar, Jharkhand, Uttar Pradesh and Madhya Pradesh. Thus urgently more teachers need to be inducted in the elementary education system to reach the approved norm of 30 pupil per teachers as envisaged in the Right to Education legislation.

Figure No. V. 4



As already discussed quality of teachers is most important input to improve the teaching- learning activities in schools. According to the DISE data 12.61% teachers in the country were Para teachers in 2008-09 against 14.01% in 2007-08. However the state of Jharkhand had 53% teachers as Para teachers, while Uttar Pradesh recorded 38% Para teachers followed by Andhra Pradesh (16.51%) during 2008-09. (Refer Table No. V.10)

Table No. V.10
Proportion of Para Teacher to the total teacher

No.	States	Percent para teacher	
		2007-08	2008-09
1	Andhra pradesh	22.82	16.51
2	Bihar	7.22	7.14
3	Gujrat	0.63	0.54
4	Jharkhand	49.44	53.05
5	M. P	0.82	0.34
6	Odisha	28.82	NR

7	Punjab	1.62	5.88
8	Rajasthan	11.13	8.39
9	U.P	36.89	38.35
10	Uttrakhand	8.17	9.23
	India	14.1	12.61

Source: DISE- NUEPA

The EDWATCH Survey-2010 points out that out of 516 teachers in the surveyed 140 schools across the 10 states about 25% teachers were Para-teachers.¹²¹ The proportion of Para-teachers was very high in case of Bihar, Jharkhand, Orissa and Uttar Pradesh. Therefore efforts need to be taken to provide them appropriate in-service training and also improve their service rules and salary, so that they will feel part of the education process and improve their efficiency. Nearly 30 teachers were educated up to 10+2 level, while other teachers were educationally well qualified to impart the teaching-learning requirements to the pupil. However accountability of teachers and monitoring, regular in-service capacity building is the cornerstone for qualitative changes in learning activities. (Refer Table No. V.11 and Figure No. V. 5)

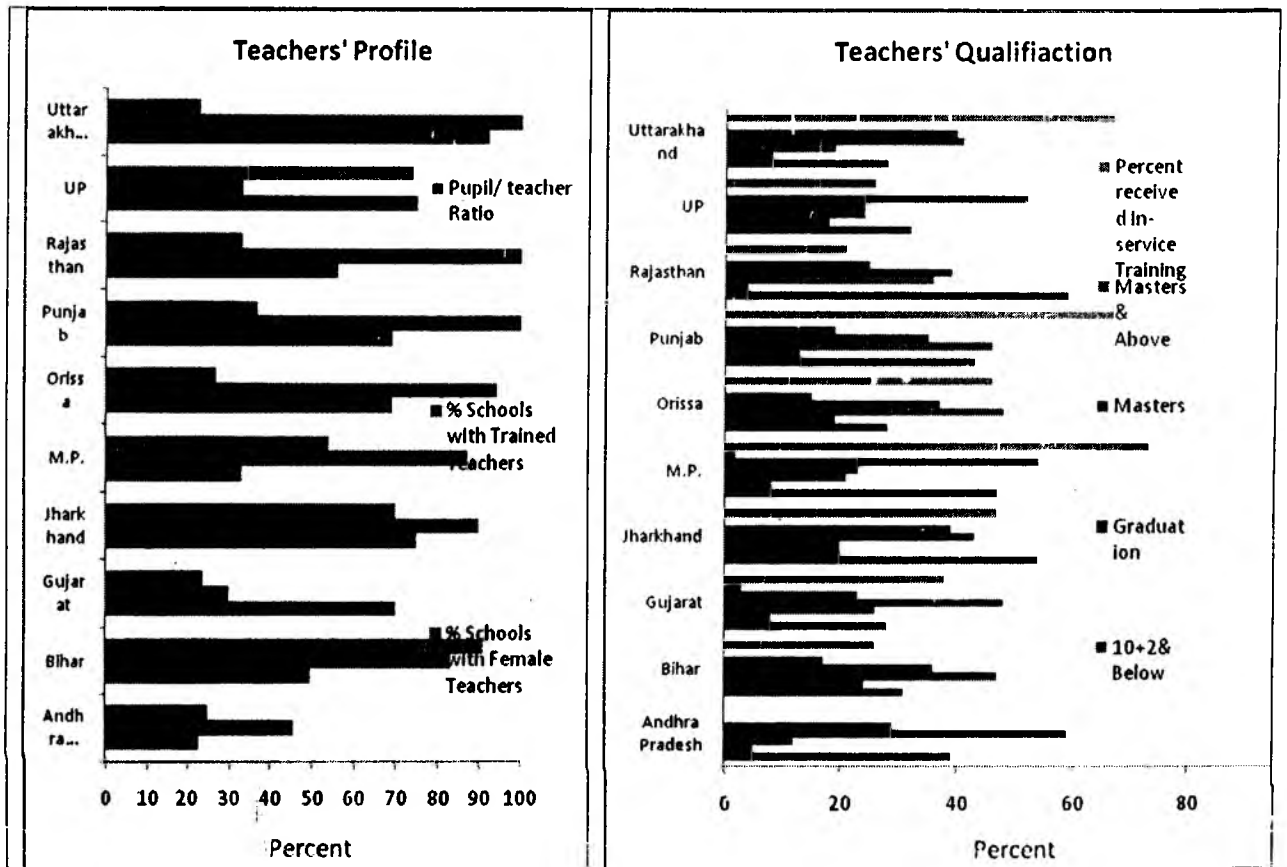
Table No. V.11
Teacher Resources- Education Levels in India – 2010 (Based on EDWATCH Survey)

State	Total Teachers			Education Qualification of Teachers (%)				Percent received In-service Training
	Regular	Para	% Para Teachers	10+2& Below	Graduation	Masters	Masters & Above	
Andhra Pradesh	39	5	12	12	59	29	0	0
Bihar	31	24	37	47	36	17	0	26
Gujarat	28	8	22	26	48	23	3	38
Jharkhand	54	20	27	20	43	39	0	47
M.P.	47	8	15	21	23	54	2	73
Orissa	28	19	40	48	37	15	0	46
Punjab	43	13	23	46	35	19	0	67
Rajasthan	59	4	6	36	39	25	0	21
UP	32	18	36	24	24	52	0	26
Uttarakhand	28	8	22	19	41	40	0	67
Combined	389	127	25	29	37	34	0	43

¹²¹ Under the Sarva Shiksha Abhiyan- Plan of Action, states have been asked to recruit one para-teacher for every 40 new students enrolled in schools. These teachers are also referred as community volunteers, who would volunteer to teach the children at a most modest monthly remuneration of (US\$ 35 to 40 per month). Minimum qualification of these para-teachers is fixed as 10 pass. Specific priority is given for scheduled caste/ scheduled tribe and backward classes populations for recruitments. The para-teachers are recruited either by Panchyats (who have very little education experience) or by education department at the block level. After recruitments these para-teachers are given short course training of 10-15 days in the respective block/ cluster resource centers. The training covers basic attitudes required for engaging children in classes, however knowledge of providing specialized approach for learning basic required competencies are not provided through this training.

Source : EDWATCH Survey 2010.

Figure No. V.5



V.8 Teachers Absenteeism

Teachers' absenteeism in Elementary education system in India is major accountability issue for poor quality of elementary education in government management schools. Several studies have indicated that more than 25% teachers remain absent in schools on a working day¹²². According to Kremer¹²³ "With one in four teachers absent at a typical government-run primary school, India has the second-highest average absence rate among the eight countries" for which a study was conducted by the World Bank in 2004. The study further reports that "only 45% teachers were actively engaged in teaching at the time of the visit".¹²⁴ Thus monitoring and governance of the schools needs to be given top priority.

Table No. V.12
Teachers Absenteeism

State	World Bank Study 2004	Ed. Cil Study- 2006-07		AIFTO Study	EDWATCH 2010 (Based on two unannounced Visits during March-September 2010)	
		Primary	Upper Primary		Primary	Upper Primary
Andhra Pradesh	25.3	22	23		20	19
Assam	33.8	21	45			
Bihar	37.8	24	25		28	25
Chattisgarh	30.6	24	26			
Gujarat	17.0	30	13		18	10
Haryana	21.7	13	18			
Jharkhand	41.9				25	22
Karnataka	21.7	16	17			
Kerela	21.2	15	15			
Madhya Pradesh	17.6	30	33		23	25
Maharastra	14.6	12	13			
Orissa	23.4	12	13	23	18	16
Punjab	34.4	17	22		18	20
Rajasthan	23.7	19	20		19	17
Tamil Nadu	21.3	13	11	12		
Uttar Pradesh	26.3	22	18		24	21
Uttrakhand	32.8	17	22	34	26	23
West Bengal	24.7	4	2			
INDIA (Weighted Average)	24.8			21	20	21

A comparative analysis of the four studies indicated that average weighted absentee rate of teachers in elementary schools was 20-25%. All the four studies indicate higher absentee rate in Jharkhand, Bihar,

¹²² Education Consultants India Limited, Study on students Absence in Primary and Upper Primary Schools, Sponsored by MHRD

¹²³ Michael Kremer and Others , " Teachers Absence in India – A Snapshot, The World Bank Study , 2004

¹²⁴ Ibid.

Chattisgarh, Andhra Pradesh, Punjab, Assam, Uttarakhand, Rajasthan, Uttar Pradesh. However in case of West Bengal, the World Bank Study reported high absentee rate, while Ed.cil study reported least absentee rate in West Bengal. Similarly World Bank study reported high absentee rate for Tamil Nadu, while Ed.cil and AIFTO study reported less absentee rates for the state. (Refer Table No. V.12)

A study conducted by the AIFTO in 2009 for the three states of Orissa, Uttarakhand and Tamil Nadu also depicted 21% teachers were absent on the date of unannounced visit. According to the study although absentee rate is 21% but majority of the absenteeism is due to availing permitted leaves and availing duty leave for professional training by the teachers. Around 3% teachers were absent owing to duty leave for non-professional work. Thus the study indicates that non-professional duty leave has come down significantly. But the fact of the matter is that teaching activity is disrupted which have a dire consequences on the students continuity in the schools. Thus recruitment of the teachers needs to be given top priority to reduce the effect of teachers' absenteeism.

A study conducted by Priyanka Pandey and others¹²⁵ depict that teacher attendance and engagement in teaching are low in both MP and UP and much higher in Karnataka. On average, 88 percent of teachers were present in Karnataka, 65 percent in Uttar Pradesh and 67 percent in Madhya Pradesh. The average fraction of teachers present and actively engaged in teaching was 68 percent in Karnataka, 25 percent in Uttar Pradesh and 30 per cent in Madhya Pradesh.

The EDWATCH survey¹²⁶ also confirms that absentee rate was 20% in the surveyed primary schools, while it was 21% in Upper Primary schools. Gujarat, Andhra Pradesh and Rajasthan depicted lower teacher's absentee rates as compared to other states. Further scrutiny indicated that 15% of the total absenteeism was due to the availing of the permitted casual and earned leaves availed by the teachers. 2% teachers were on professional duty especially for training etc, while rest of the absenteeism was due to non-professional/ non-academic duty like duty for various government programmes. According to AIPTF survey 9% teachers were involved in non-teaching activities for 15-20 days in a year during 2008-09. However proportion of teachers involved for non-teaching activities was higher for Uttarakhand (15%), Punjab (14%), Orissa (12%) and Andhra Pradesh (10%). During the field visit high proportion of teacher's absenteeism was however observed which affects the school activity¹²⁷.

In addition to the high proportion of teachers absenteeism during the unannounced field visits to the schools although 80-85% teachers were present in the schools but actual teaching activity/ classroom activity was performed only by 72% teachers. Thus accountability, governance and monitoring needs to be given considerable thought. A study conducted by AIFTO also indicates that 49% of the schools do

¹²⁵ Priyanka Pandey and other, "Public participation, teachers accountability and school outcomes", The World Bank Report- 2008

¹²⁶ The EDWATCH survey visited the surveyed schools twice during two months un-announced. During school visits, the teachers who were present were also counted for comparison with the number of teachers who were posted in the school. The average attendance rate of teachers was calculated by dividing the total number of teachers who were present by the number of teachers who were posted in the sampled schools. The total number of teachers in primary and upper primary schools in the states was used as weight for calculating the national level average teacher attendance at these levels.

¹²⁷ During field visit discussion with the community members, parents of the students revealed that a significant number of teachers remain absent regularly without any notice which hampers the school activity and acts as a barrier for regular teaching (which could not be ascertained at the school level)

not have headmasters, as the post is lying vacant. The absence of headmaster leads to higher number of absenteeism as nobody is monitoring the teachers. Thus absenteeism and non-functionality of the teachers are closely associated with lack of governance and non-monitoring mechanisms. So when we combine the phenomena of teachers' absenteeism with the non-functionality of teachers in schools then the magnitude of the problem facing parents who wish children to learn becomes a serious one. This is the major cause of drop-out rates and disinterest among parents and students. The local management Committee should be entrusted to have monitoring system in place to create greater accountability.

In majority of states the vacancies created after the retirement of permanent teacher are being filled by the Para teachers (**Shiksha Mitra**) who are not well trained. They are being recruited on contract basis with the fix monthly salary. Over the years proportion of Para Teacher has been increasing in comparison of the permanent teachers in many states.

V.9 Working Instructional Days:

India's elementary education system also suffers from lesser number of working instructional days. The PROBE report 1999 indicates that "schools are closed for about 12 weeks each year on account of annual vacations and for another 60 days during the remaining 40 weeks on account of Saturday and Sundays (when most schools have half-day timings)". Thus only 220 effective days are left for instructional activities. The teachers also avail other holidays and permitted holidays. Although there has been some improvement, yet number of working instructional days was found 211 per year according to DISE data 2008-09. Significantly even the DISE data (which is considered not authentic) also depicted regional variations in the number of working instructional days as it was only 186 days in Bihar, 187 days in Uttar Pradesh and 203 days in Orissa. (Refer Table No. V.13) However in reality actual instructional working days are somewhere between 150-175 days as teachers avail permitted leave, duty leave for professional training and duty leave for non-professional work activities like; Census work, election duty, Pulse Polio awareness duty etc; This absenteeism due to these affects most in the single teacher schools, where schools have to be closed and the working instructional days are reduced drastically. Owing to the dilapidated condition and leaking roofs of several school buildings, schools are also closed during heavy rainy seasons and extreme cold wave/ heat wave conditions. Thus multiple factors play roles in reducing the actual number of instructional days. During the EDWATCH field visit 2-3 working days were lost due to heavy rains in Orissa, Andhra Pradesh and Madhya Pradesh. (Map No.V.18)

Table V.13
Average Working Instructional days of schooling.

No.	States	No of days of schooling		
		2006-07	2007-08	2008-09
1	Andhra Pradesh	216	215	217
2	Bihar	217	172	186
3	Gujrat	214	210	216
4	Jharkhand	229	231	225

5	M. P	219	226	222
6	Odisha	216	211	203
7	Punjab	234	223	228
8	Rajasthan	NR	217	224
9	U.P	191	195	187
10	Uttrakhand	203	213	218
	India	208+	211	211

V.10 Teaching – Learning Support

Creating learning atmosphere in schools depends upon teachers' creativity of developing teaching-learning materials and demonstration of learning tools to students through innovative methods. In order to create proper learning atmosphere in schools SSA envisaged separate funds for School Development grants and Teaching-Learning material grants. Availability of these grants was more or less absent before 2000 in majority of schools. The only learning material used by teachers was blackboards.

The SSA provided the much required construction and teaching-learning support to the schools because of which TLM has been procured by majority of schools throughout the country. The rates fixed under the SSA are Rs 200,000 for construction of new classroom, maintenance grant of Rs 5000 per year upto 3 classrooms and Rs 10,000 for more than three classrooms, Development grant of Rs.5000 per primary school and s. 7000 per Upper Primary school and Rs 500 as TLM grant per teacher.¹²⁸ The DISE report indicates that 81% of schools received school development grants during 2008-09, while 73% schools have received Teaching-learning material grants during the same period. The states with least proportion of schools receiving Development grants were Jammu and Kashmir, North-Eastern States, Assam, Bihar, Jharkhand and Uttar Pradesh. Similarly TLM grant was also received by less proportion of schools in Jammu and Kasnmir, North-eastern states and Delhi. (Refer MAP No. 19 and 20).

The EDWATCH Survey-2010 also reported that only 15% surveyed schools had received Development grant during last one year, while maintenance grant was received by 28% surveyed schools and TLM grant for teachers was made available to 38% surveyed teachers. Significant variations were found among states in availing these grants. Gujarat, Punjab and Uttrakhand were better performing states in procuring these grants.

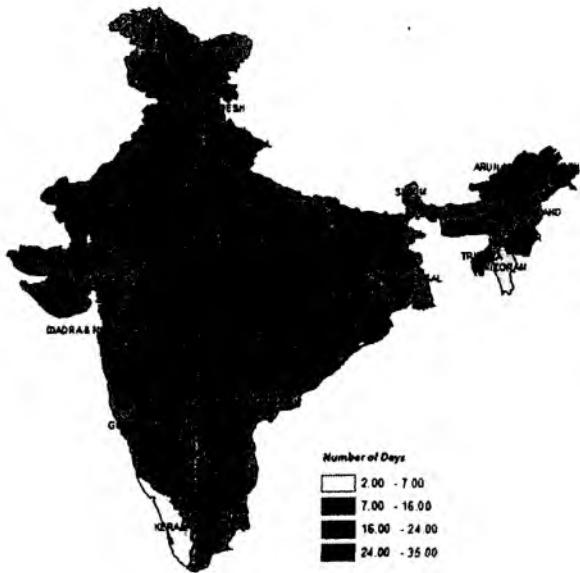
TLMs were extensively used in Gujarat. The surrounding of schools and demonstration of learning-teaching activities were better in Gujarat. 92% classrooms had blackboard but the condition of blackboards was poor in 12% % classrooms. The boards were hardly visible to students due to poor ventilation as well as poor maintenance of blackboards. In three cases chalks were not available.

¹²⁸ MHRD, SSA Grants to Schools, 2004.

India

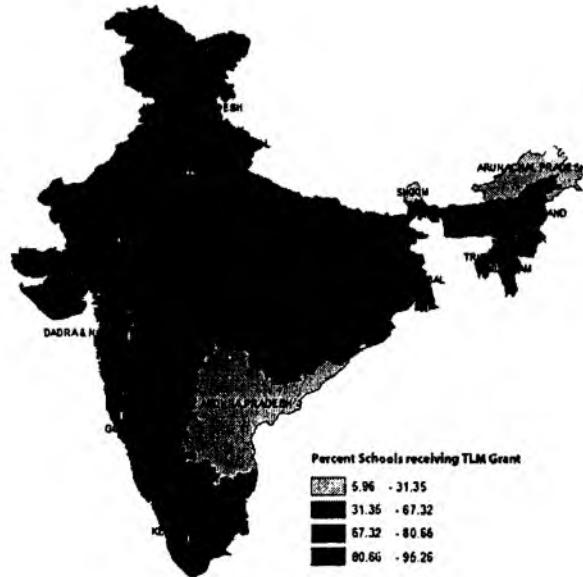
Map No. V.18

Number of Days of Duty for Non Teaching Assignment for Teachers



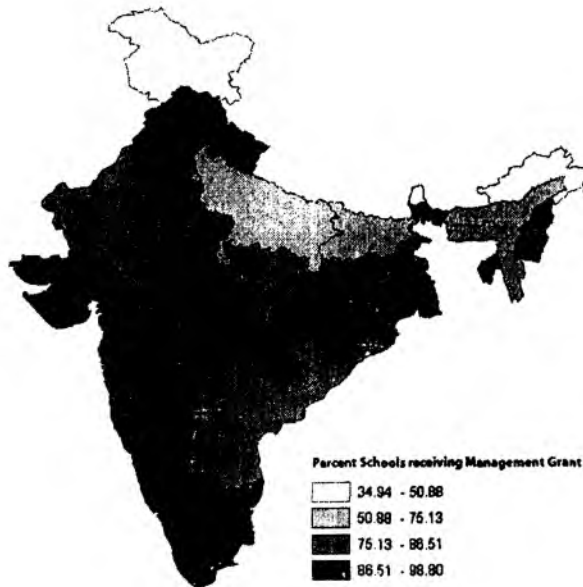
Map No. V.19

Percent Schools receiving TLM Grant



Map No. V.20

Percent Schools receiving Management Grant



Source: DISE 2008 - 2009

During the supervision it appeared that blackboards were not used for several days in at least 12 classrooms of different schools. Majority of classroom were poorly lighted and demonstration of maps,

charts, teaching-learning materials were absent. Major activity of teaching followed in 70% classrooms was reading from books and reciting the passages with rote methods of learning. Seating arrangement of the students was most uncomfortable due to high student/ classroom ratio. Engaging students with thinking and writing was found only in 28% classrooms. Library facility was found only in 32% schools even the books were torn, outdated and not used for a long time. Students were not even aware of library facility in 59% cases.

Other extracurricular activities were more or less absent in majority of cases. Musical instruments were present in 15% schools while sports equipments were present in 18% schools. Owing to the absence of ground and boundary wall, sports activities

V.11 TEACHING ACTIVITY AT SCHOOL (CASE STUDY)

An unannounced visit to schools was undertaken to learn about the school activity and classroom processes. A total of 56 schools were visited during the course of four months.

Chapter- VI

Elementary Education: Students Enrolments

VI.1 Students Enrolment

Enrolment in primary level of education has increased more than seven times from 19.2 million to 134.3 million students during 1950-51 to 2008-2009. The increase in case of girl enrolment had been nearly twelve times from 5.4 million in 1950 to 64.76 million in 2007-2008. The enrolment for Upper Primary level increased 19 times during 1950-51 to 2009-10 from 3.1 million to 54.48 million. Girl enrolment increased from mere 0.5 million to 26.06 million during the same period for Upper Primary schools (MHRD Annual Report, 2009-10).¹²⁹ (Refer Table No.VI.1 and Figure No. VI.1)

Table No VI. 1- INDIA
Primary and Upper Primary school Enrolments (In Millions)
1950-51 to 2009-10

Year	Primary				Upper Primary			
	Boys	Girls	Both	GPI	Boys	Girls	Both	GPI
1950-51	13.8	5.4	19.2	0.39	2.6	0.5	3.1	0.19
1960-61	23.6	11.4	35.0	0.48	5.1	1.6	6.7	0.31
1990-91	57.0	40.4	97.4	0.70	21.5	12.5	34.0	0.58
2000-01	63.6	50.3	113.9	0.79	25.3	17.5	42.8	0.69
2005-06	69.78	61.3	130.8	0.87	26.36	21.79	45.15	0.80
2006-07	70.98	62.54	133.52	0.88	29.78	24.57	47.40	0.82
2007-08*	71.46	64.76	134.1	0.90	30.72	26.06	50.90	0.84
2008-09			134.3				53.3	
2009-10**			133.4				54.4	

** NUEPA –DISE data released on 1st February 2011.

GPI: Gender Parity Enrolment Index

Source: Ministry of Human Resource Development (MHRD) Annual Reports

Table No. VI.2
Primary/ elementary Level enrolment Trends (Percent Change)- Selected States
2006-2009

State	Primary Level (Class I-V)		Elementary Level (Class VI-VIII)	
	2006-07 to 2007-08	2007-08 to 2008-09	2006-07 to 2007-08	2007-08 to 2008-09
Andhra pradesh	-3.39%	-0.61%	-3.56%	-2.21%
Bihar	16.55%	3.97%	18.09%	14.58%
Gujrat	1.34%	0.03%	2.48%	2.58%
Jharkhand	2.81%	-5.76%	20.68%	14.40%
M. P	0.75%	-0.60%	3.67%	5.61%
Odisha	18.00%	1.69%	61.64%	6.78%
Punjab	-4.30%	-0.67%	3.87%	3.61%

¹²⁹ MHRD, Annual Report- 2009-10, Department of School Education and Literacy,

Rajasthan	-2.13%	-0.64%	7.08%	6.32%
U.P	-6.73%	10.42%	-2.91%	8.60%
Uttarakhand	19.12%	1.76%	24.42%	9.78%
India	1.73%	0.18%	7.21%	4.79%

Source : DISE data , NUEPA

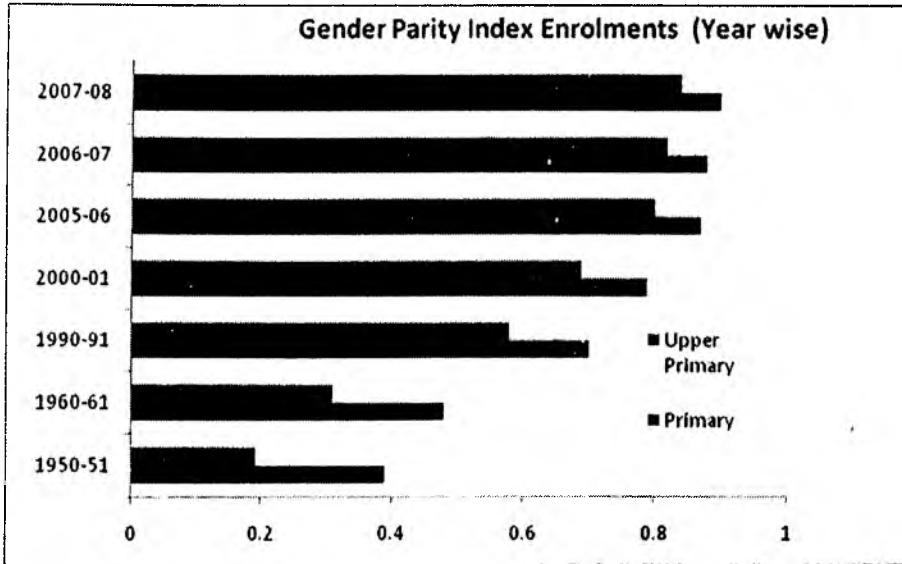
Although there has been constant increase in the students enrolment at the primary and elementary levels at the national level but regional level variations have been observed during last three years as enrolments showed decline in case of Punjab, Andhra Pradesh, Uttar Pradesh and Rajasthan. However the NUEPA 2009-2010 data indicates a decrease of 1 million enrolments from class I-V during 2008-09 to 2009-2010 even at the national level. Surprisingly the major magnitude of decrease was observed in the states of Uttar Pradesh which does not shown any significant decline in the Total Fertility Rates (TFR) as compared to other northern states during the preceding years. Marginal decrease was also notices in case of Uttarakhand, Bihar, Chattisgarh, Orissa and few other states. (Refer Table No. VI.2)

The enrolments trends of Uttar Pradesh states during last three years indicate inconsistency as the trends depict 6.73percent decrease in enrolment rates for Uttar Pradesh during 2006-07 to 2007-08 then an increase of 10.42 percent during 2007-08 to 2008-09 and now decrease of nearly one million children during 2008-09 to 2009-2010.¹³⁰ This mysterious decline and inconsistency of enrolments at primary level in Uttar Pradesh needs to be looked into as several possibilities were found during the field visits. General view was that enrolments data during past years was fudged to indicate the relevance of appointing mass scale of para teachers as well as providing provisions for mid-day meals. But due to strengthening of transparency and accountability measures the actual enrollments are now being released. Similarly there has been consistent decrease in primary level enrolments in Andhra Pradesh, Punjab and Rajasthan, which could be partly explained by decrease in TFR in Andhra Pradesh and Punjab.

At the elementary levels (Class VI-VIII), there has been constant increase in the enrolments at the national level signifying decrease in drop-out rates and increasing transition rates. But the states of Andhra Pradesh and Uttar Pradesh again depicts declining trends as well as inconsistency in the enrolment rates.

¹³⁰ NUEPA – DISE data released on 1st February 2011.

Figure No. VI.1



The Gender parity enrolment index (Girls to boys enrolment ratio-GPI) depicted, significant increase both at primary and Upper Primary levels. GPI increased from 0.39 in 1950-51 to 0.94 in 2008-09 for Primary schools and from 0.19 to 0.91 for Upper primary schools during the same period. (Table No VI.2). The data indicates that India has made impressive gains in reducing the male-female gap in the enrolments both at primary and upper primary levels during last sixty years. However regional variation still persist, as GPI for primary schools in 2008-09 was lower than the national average in Punjab, Rajasthan, Maharastra, Gujarat, Bihar, Haryana, Delhi, Himachal Pradesh and Jammu and Kashmir. GPI was also lower than the national average at Upper Primary level in 2008-09 for Rajasthan, Gujarat, Madhya Pradesh, Bihar, Uttar Pradesh¹³¹. (Refer Map No. VI. 1 and Map No. VI.2)

One of the factors affecting the GPI is less proportion of lady teachers in the schools, due to prevailing social and cultural consideration. States with lower GPI (Bihar, Rajasthan, Uttar Pradesh and Madhya Pradesh) had also lower per cent of lady teachers. This supports the requirement of recruiting lady teachers to improve the GPI. Girls are not encouraged to attend upper primary schools due to cultural practices of segregation. Moreover distance of Upper primary schools from habitations have also reduced girl enrolments (B. Zutshi. 2005)¹³²

CASE STOREY OF NOT SENDING GIRL STUDENTS DUE TO DISTANCE AND NON AVAILABILITY OF FEMALE TEACHERS

Several parents expressed their wishes to continue elementary education for the girls but stated distance to be travelled from their locations as a major barrier for not sending girls to elementary schools. A significant proportion of parents also expressed non availability of female teachers as major barrier for dropping girls from primary and elementary schools.

Average enrolment was 100 students, 219 students and 62 students per Primary, Primary with Upper Primary and only Upper Primary Schools respectively in the country.¹³³ Among the major states enrolment per Primary schools was above national average for Delhi (468), Bihar (195), Uttar Pradesh (179), Kerala and Haryana (145), and West Bengal (119). Enrolment for per Primary with Upper Primary School was above national average for Bihar (471), Kerala (423), Delhi (364), Uttar Pradesh (340), Jharkhand (278) and Madhya Pradesh (236). Since majority of government management schools are in Bihar, Jharkhand, Uttar Pradesh, Haryana and West Bengal and usually these schools have limited classrooms, therefore clustering of students have been witnessed in these states after the awareness created for enrolments under SSA.

The DISE (2009-10) data indicates that average student/ classroom ratio was 33 for all schools and 35 for primary schools. But nearly 26% elementary schools in the country had more than 60 children per classroom. The proportion of schools with more than 60 children per classroom was high for Bihar (73%), Jharkhand (43%), West Bengal (40%), Uttar Pradesh and Assam (35%). Therefore more schools need to be opened in these states to reduce the students' enrolments per classroom. (Refer Map No. VI.3)

¹³¹ DISE Report 2009-10, NUEPA.

¹³² Zutshi, B, 2005, India, Education Report, Global March against Child Labour.

¹³³ DISE Report 2009-10, NUEPA, Government of India.

Table No VI.3 - INDIA
Primary and Upper Primary school, Enrolment Gender Parity Index
And Pupil/ Teacher Ratio, 1950-51 to 2003-04

Year	Primary		Upper Primary	
	Gender Parity Enrolment	Student/ Classroom Ratio	Gender Parity Enrolment	Student/ Classroom Ratio
1950-51	0.41		0.19	
1970-71	0.63		0.45	
1990-91	0.75		0.61	
2000-01	0.82		0.75	
2003-04	0.84		0.79	
2006-07	0.93		0.87	36
2007-08	0.93	37	0.89	35
2008-09	0.94	35	0.91	33

Source: Ministry of Human Resource Development (MHRD), Annual Report

The EDWATCH Survey-2010 was conducted in 140 schools in the 10 selected states of the country. A total of 60 Primary and 80 Upper Primary Schools were selected for survey. Total enrolments in these surveyed schools were 4526 students in Primary Schools and 20457 students in Upper Primary Schools. Gender Parity enrolment was 0.94 for primary schools and 0.83 for Upper Primary Schools. Thus the survey indicates that significant improvement has been made to enroll girls at the Primary level but still girls enrolment in Upper Primary levels are not satisfactory. Rajasthan and Bihar returned lower GPI both for Primary schools and Upper Primary Schools. Average number of students per primary school was 75, while it was 256 for Upper Primary Schools. Bihar and Uttar Pradesh were having larger number of students both in primary and Upper Primary Schools. Student classroom ratio (SCR) was 43 for Primary Schools and 45 for Upper Primary schools. But significant variation were found in the student classroom ratio as Bihar and Jharkhand recorded very high SCR. (Refer Table VI.3 and Figure No. VI.2 and VI.3)

Table No VI.4
Gender Parity Enrolment and Student Classroom Ratio- EDWATCH Survey- 2010

State	Schools Surveyed		Students Enrolled				Gender Parity Enrolments		Average Students per school		Student /Classroom Ratio	
			Primary Schools		Upper Primary Schools							
	Pry	U.Pr y	Boys	Girls	Boys	Girls	Pry	U.P	Pry	U.P	Pry	U.P
Andhra Pradesh	9	4	294	276	284	261	0.93	0.92	63	136	26	23
Bihar	2	10	220	198	2620	1958	0.9	0.74	209	458	96	91
Gujarat	9	1	330	308	109	98	0.93	0.90	71	207	31	29
Jharkhand	1	19	49	48	2732	2346	0.98	0.86	97	267	62	53
M.P.	3	12	129	125	1463	1275	0.97	0.87	85	245	35	39
Orissa	14	2	477	455	178	167	0.95	0.94	67	173	30	35
Punjab	4	9	180	168	900	798	0.93	0.89	87	189	29	38
Rajasthan	4	12	125	106	1026	789	0.85	0.77	58	151	25	29
UP	2	10	178	170	1764	1612	0.96	0.91	174	338	46	49
Uttarakhand	12	1	355	335	77	71	0.94	0.92	58	148	20	29

Combined	60	80	2337	2189	11153	9304	0.94	0.83	75	256	43	45
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Source: EDWATCH Survey-2010.

Figure VI.2

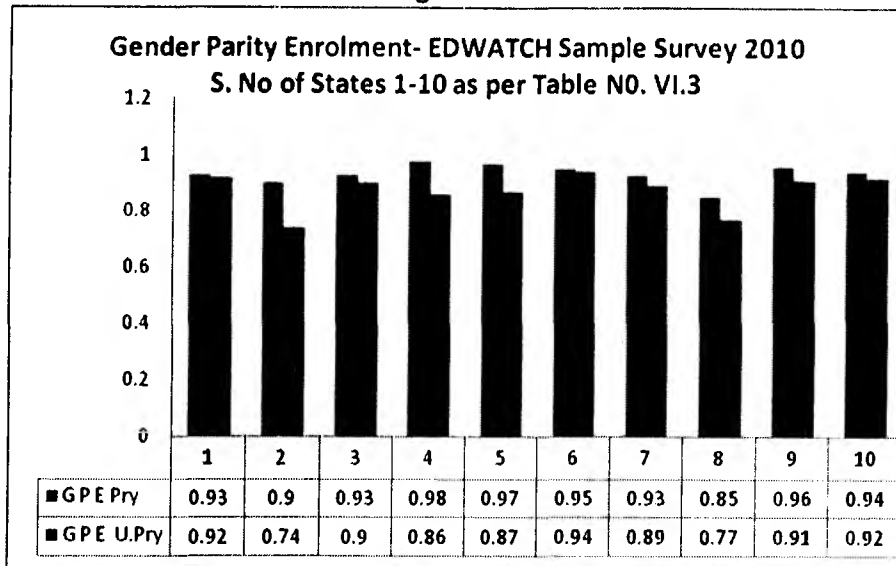
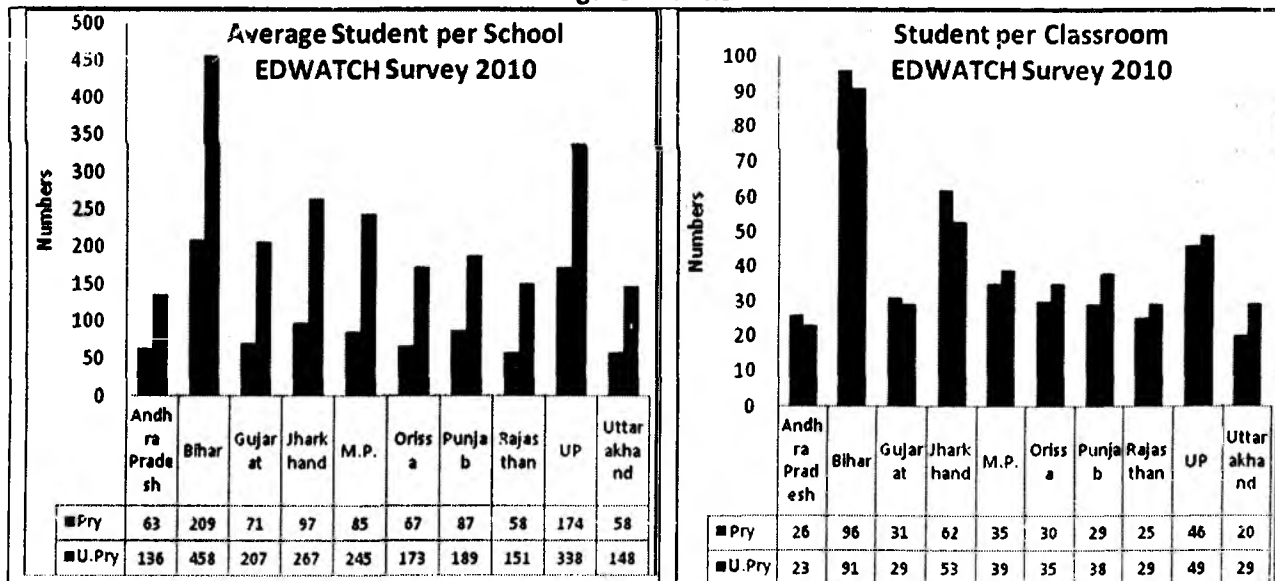


Figure No. VI.3



VI.2 Management Wise Enrolments in Elementary Levels:

The DISE data indicates that 187.72 million children were enrolled in elementary schools (Class I-VIII) throughout the country in recognized institutions – both government and private managed in 2008-09.¹³⁴ Significantly 133.20 million children were enrolled in government managed schools and 54.45 million children were enrolled in private- aided or unaided institutions. The proportion of children enrolled in private institutions has increased from 27% to 29% during 2007-08 to 2008-09. Percent

¹³⁴ DISE Report 2009-10, NUEPA, Government of India.

children enrolled in private aided and unaided schools was higher than the national average for Kerala and Goa (65%), Tamil Nadu (53%), Maharashtra (52%), Andhra Pradesh (40%), Delhi and Rajasthan (36%), Jammu & Kashmir (35%) Karnataka, Uttrakhand and Uttar Pradesh (34%). While proportion of below national average enrolments in private managed schools was in Haryana, Himachal Pradesh and the least was for Bihar (0.18%), Jharkhand (8%) and west Bengal (13%). Bihar and Lakshwadeep have almost 100% enrolment in government schools. But private schools (aided by government as well as unaided) dominate in Goa, Kerala, Puducherry, Meghalaya and other states. (Refer Map VI.4)

Table No. VI.5

Percent Increase/ Decrease in Government/ Private Managements Enrolments- 2007-08 to 2008-09
Selected States

State	Government Managed 2007-08 to 2008-09 (%)	Private Managed 2007-08 to 2008-09 (%)
Andhra Pradesh	-3.69%	3.91%
Bihar	5.26%	NA
Gujrat	-1.06%	4.15%
Jharkhand	-6.00%	-2.45%
M. P	-3.69%	6.59%
Odisha	0.73%	16.74%
Punjab	-2.05%	8.48%
Rajasthan	-6.43%	12.91%
U.P	1.83%	37.44%
Uttrakhand	-4.97%	15.44%
India	-1.68%	6.04%

Source: DISE data, NUEPA

All these indicate a significant presence of private institutions not only in school education in urban areas but also in the rural areas. There has been 6% increase in the enrolments in the private managed schools during 2007-08 to 2008-09 as their enrolments increased from 32.73 million in 2007-08 to 34.84 million in 2008-09 as compared to a decline of 1.68 enrolments in government managed schools. Higher percent increase in private management schools was in Uttar Pradesh (37%), Orissa (17%), Uttrakhand (16%) and Rajasthan (13%). Consequently there was decrease in the enrolments in government managed school during 2007-08 to 2008-09. The percent decrease in these schools was to the tune of 2% during 2007-08 to 2008-09. Decline in the enrolments in government managed schools was observed in Jharkhand, Rajasthan, Uttrakhand, Punjab, Andhra Pradesh and Gujarat. Bihar depicted enrolment increase of 5% in government managed schools indicating impact of awareness measures through Sarva Shiksha Abhiyan. Widespread adoption of free market orientation to the economy in the recent past has ushered in a sense of *déjà vu* that privatisation will solve the problem of basic education also. One need not shun private initiative in provision of basic education facilities. But this has to be done with great care and caution where inadequate provision and inequitable distribution of educational facilities is still a serious problem. While in country regional disparities are significant and incorporation of marginalized groups into education is still a problem, allowing market forces to operate is likely to jeopardize the interests of the poor by creating a hierarchy of classes within the education system¹³⁵. This becomes even more serious when governments begin to make conscious efforts to freeze expansion of basic educational facilities and wait for the private sector to take over.

¹³⁵ R Govinda, 'Educational Provision and National goals in South Asia: A Review of Policy and Performance', Paper presented at the IDS-JNU Conference on "Needs vs, Rights: Social Policy from a Child-Centred Perspective," New Delhi, India July 28-30, 1999

The NSSO 64th Round 2007-08 indicates that in rural areas, the majority of students were attending government schools (76% at primary level and 73% at middle/ upper primary level), School run by Local Bodies accounted for 5-6% of students at elementary level and the remaining 18-20% students were seeking education at elementary level from the private aided and un-aided institutes. In the case of urban areas, on the other hand, 59% of students at primary level were in private schools and 55% students were in private schools at Upper primary levels. The Government schools accounted for only 35% of primary level students and 40% of middle level students. Students in unaided private schools outnumbered those in aided private schools at primary and middle level in both rural and urban sector. Among girls, the percentage attending government schools was a few percentage points higher than the percentage among boys at the same level of schooling¹³⁶. There were wide variations across the states in the percentages of students attending different types of institutions. While in states like Assam, Bihar, Chhattisgarh and Orissa, more than 90% of students at primary level attended schools run by government or local bodies, the corresponding proportion was only 35% in Kerala and 45% in Punjab. In these two states, the majority of students, even at primary level, were in private schools – aided or unaided.

VI.3 Elementary Level Enrolments: Social and Other Groups:

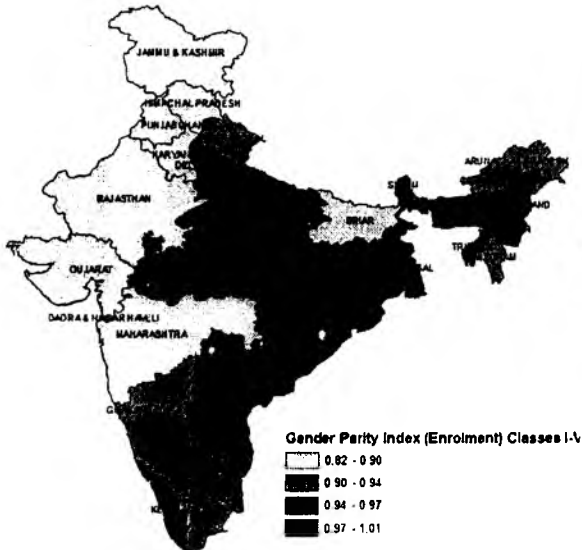
One of the major issues in enrolment is the marginalization of some social groups/ communities. This marginalization is not random. It is the product of institutionalized disadvantage and of policies over a period of time and through several processes that perpetuate such disadvantage. Underpinning this provision is the simple but compelling idea of equal opportunity. That idea is at the heart of many international human rights provisions, starting with the 1948 Universal Declaration of Human Rights. The 1989 Convention on the Rights of the Child establishes a binding obligation on governments to work towards fulfilling the right to education 'progressively and on the basis of equal opportunity' (United Nations, 1989, Article 28). The right to equal opportunity for education is also enshrined in most countries' national laws and constitutions. Indeed, few human rights are more widely endorsed – and more widely violated, the most widely violated in developing and under-developed countries is equity in education, health and food security.

¹³⁶ NSSO 64th Round, Report No. 532, Education in India 2007-08, Participation and Expenditure , Government of India, May 2010 pp. 49-53

India

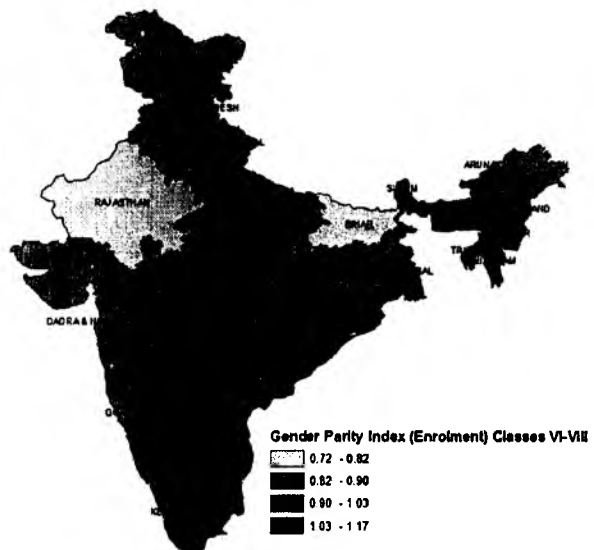
Map No. VI.1

Gender Parity Index (Enrolment) Class I - V



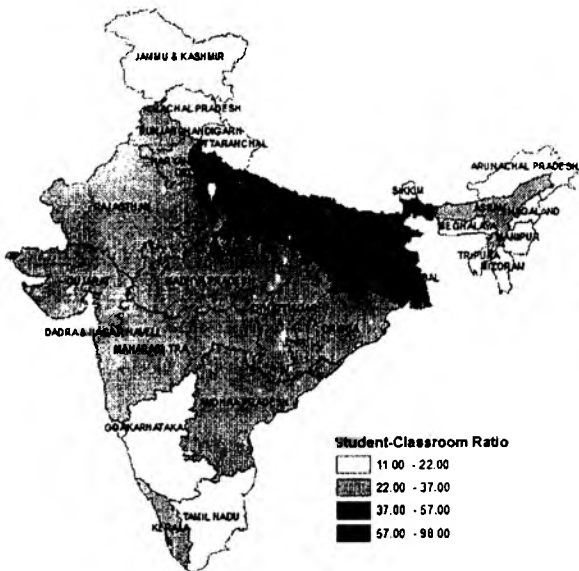
Map No. VI.2

Gender Parity Index (Enrolment) Class VI - VIII



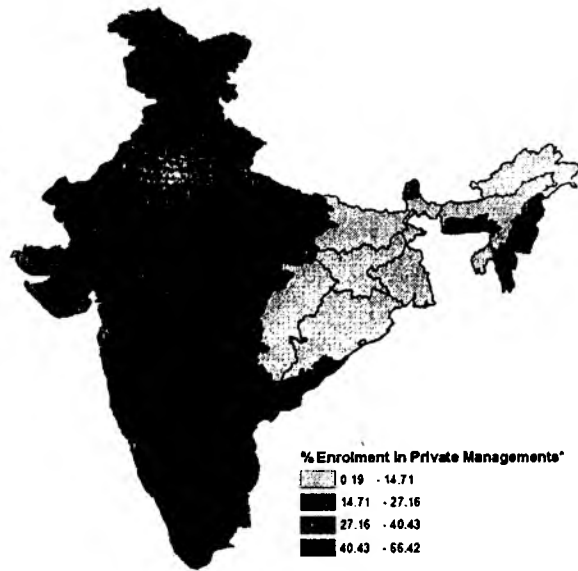
Map No. VI.3

Student Classroom Ratio



Map No. VI.4

Percent Student Enrolments in Private Management Schools



Source: DISE 2008 - 2009

Keeping in view these national and international commitments, government of India has laid special emphasis on Inclusive enrolments covering all social and other disadvantageous groups. However little progress was made for the inclusive enrolments for all groups until 1990s. During last one decade special attention was paid to cover all groups into elementary education system. The DISE 2008-09 data indicates that proportion of all enrolments in Primary level was 20.8% for Scheduled Caste (SC) population, 13.3% for Scheduled Tribes (ST) population and 43.74% for Other Backward Communities (OBC) to all enrolments against the SC and ST population of 16.20% and 8.20% of total population in the country (2001 Census). Similarly SC, ST and OBC enrolments at Upper Primary levels were 20%, 11% and 43% to all enrolments respectively. The GPI at primary levels for SC, ST and OBC was 0.86, 0.92 and 0.78 while it was 0.84, 0.83 and 0.77 at Upper Primary level respectively¹³⁷. Thus significant strides have been made to create enabling environment for enrolments of marginalized communities in India but still gender gap in enrolments persists for these communities especially for Other Backward communities. Hence more awareness needs to be undertaken to cover these marginalized communities. (Figure VI.4)

Enrolment for Muslim communities which is comparatively educationally backward was 10.37% and 8.35% at Primary and Upper Primary Levels to total enrolments respectively. The GPI for the Muslim community was 0.84 and 0.80 at Primary and Upper Primary level respectively.¹³⁸ The GPI for differently abled children was 0.72 and 0.73 at Primary and Upper Primary levels. The Gender parity enrolments rates depicted large scale disparities both at primary and Upper Primary levels for OBC, Muslim Community and disabled children, suggested more proactive measures need to be taken to have inclusive enrolments both at Primary and Upper Primary levels. The PROBE report (2006-07) also indicated that school enrolment rates have risen sharply, for example, from 80 to 95 per cent in the age group of 6-12 years from 1997-98 to 2006-07(The PROBE report 1999 and 2008) . The report further suggests that social disparities in school enrolment have considerably narrowed. For instance, the gap between boys and girls has virtually disappeared at the primary level. Enrolment rates among Scheduled Caste and Muslim children are very close to the sample average – about 95 per cent in each case. Enrolment among Scheduled Tribe children, however, is lower at 89 per cent¹³⁹

The EDWATCH survey 2010 also depicts significant improvement in the inclusive education agenda of the country as 27% SC, 14%ST and 42% OBC students were found enrolled in the surveyed schools. It indicates that effective measures are being taken to get marginalized communities encouraged for school enrolments. Incentives like mid-day meal, free tuition fee and attendance scholarships have paid some dividends in making inclusive education possible. But gaps are found in the Gender Parity Enrolments among these marginalized communities, as GPI was less for SC, ST communities. Regional variations were also found in the GPI, as GPI was least for Bihar and Rajasthan for SC and ST communities. (REFER Table No. VI.5 and Figure VI.4)

Table No.VI.6
Gender Parity Enrolment and Student Classroom Ratio- EDWATCH Survey- 2010

State	Total	Percent Enrolments	GPI
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¹³⁷ DISE Report- 2010, NUEPA, Government of India.

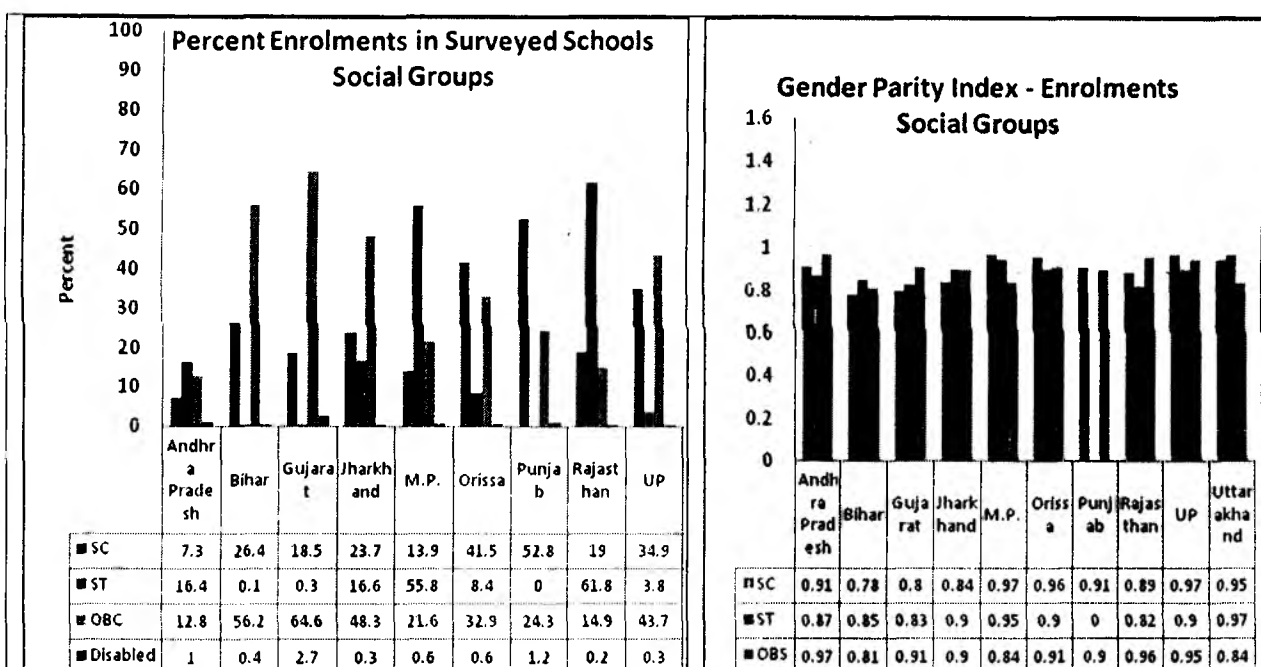
¹³⁸ DISE Report -2010, NUEPA, GOI.

¹³⁹ PROBE report 2008.

	Enrolments at Class I-VIII	SC	ST	OBC	Disabled	SC	ST	OBS
Andhra Pradesh	1115	7.3	16.4	12.8	1.0	0.91	0.87	0.97
Bihar	4996	26.4	0.1	56.2	0.4	0.78	0.85	0.81
Gujarat	845	18.5	0.3	64.6	2.7	0.80	0.83	0.91
Jharkhand	5175	23.7	16.6	48.3	0.3	0.84	0.9	0.9
M.P.	2992	13.9	55.8	21.6	0.6	0.97	0.95	0.84
Orissa	1277	41.5	8.4	32.9	0.6	0.96	0.90	0.91
Punjab	2046	52.8	0.0	24.3	1.2	0.91	0	0.90
Rajasthan	2046	19.0	61.8	14.9	0.2	0.89	0.82	0.96
UP	3772	34.9	3.8	43.7	0.3	0.97	0.90	0.95
Uttarakhand	838	49.3	3.3	1.1	0.5	0.95	0.97	0.84
Combined	24983	27.3	13.53	42.35	0.75	0.87	0.89	0.93

Source: EDWATCH Survey-2010.

Figure No. VI.4



VI.4 Gross Enrolment Rate:

The Gross Enrolment Rate (GER)¹⁴⁰ in primary education was mere 43% in 1950-51 and it reached up to 115 percent in 2007-08. GER in upper primary stage increased from 59% in 2000-01 to 77% in 2007-08. GER for SC and ST at primary level was even higher than the general population indicating higher age children have been motivated through incentives to enroll in primary sections. While GER at Upper Primary levels were significantly lower for SC and ST population.¹⁴¹ The figures indicate that GER at primary levels have been satisfactory, while some progress has been made at Upper Primary level. This

¹⁴⁰ Gross Enrolment rate is percent children reported enrolled in class I-V in schools to official children aged 6-11 years for Primary level and Class Vi-VIII and to official children aged 11-13 years for Upper Primary levels.

¹⁴¹ Annual Report- 2009-2010, MHRD, Government of India.

indicates lower retention rates and substantial drop-out rates from class I to class VIII especially even after SSA. The gender gap in GER has been lessened up to Primary level but gender gap in Upper Primary levels especially for ST population is still significant. This data however hides major disparities across region, caste, class, tribe and ethnicity, as well as the rural-urban divide. (Refer Table No. VI.7 and Figure No. VI.5)

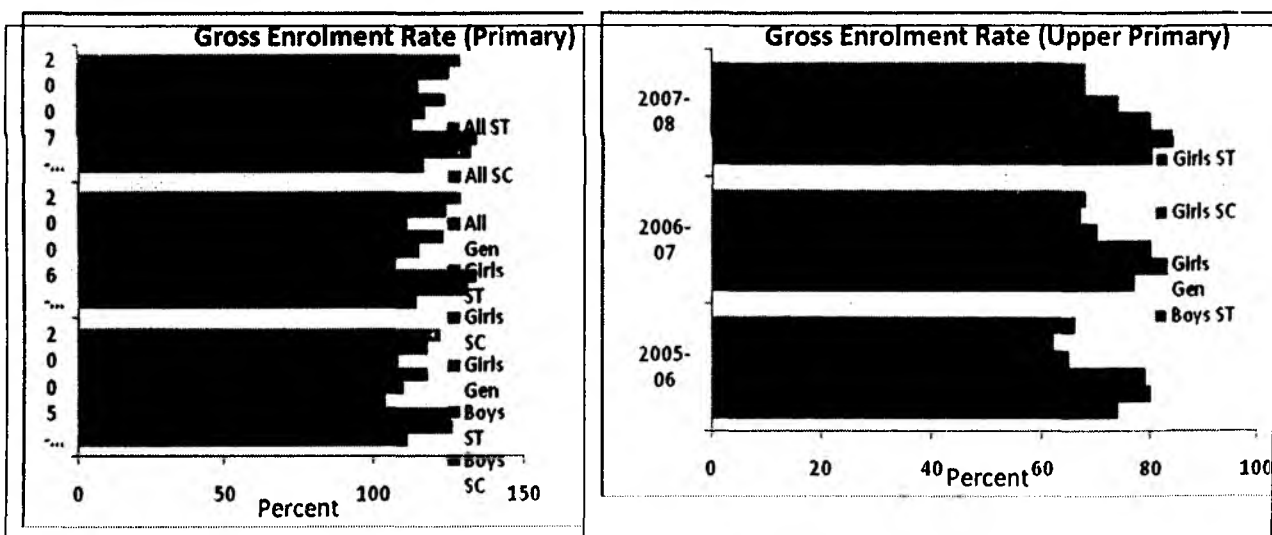
Table No VI.7 - INDIA
Primary and Upper Primary school Gross Enrolment Rate (GER)
1995-96 to 2003-04

Year	Primary									Upper Primary								
	Boys			Girls			Both			Boys			Girls			Both		
	Gen	SC	ST	Gen	SC	ST	Gen	SC	ST	Gen	S	S	Gen	S	S	Gen	S	S
2005-06	11	12	12	10	11	11	10	11	12	74	8	7	65	6	6	70	7	7
	1	6	5	4	0	8	8	8	2		0	9		2	6		3	3
2006-07	11	13	13	10	11	12	11	12	12	77	8	8	70	6	6	73	7	7
	4	1	4	7	5	3	1	4	9		3	0		7	8		6	4
2007-08	11	13	13	11	11	12	11	12	12	80	8	8	74	6	6	77	7	7
	6	2	4	3	7	4	5	5	9		4	0		8	8		6	4

Gen: All Population, SC: Scheduled Caste Population, ST: Scheduled Tribe Population.

Source: Ministry of Human Resource Development (MHRD) Annual Reports

Figure No VI.5



Source: MHRD

The NSSO 64th Round (2007-08) data indicates that Gross Attendance Rate of 104 for Class I-V, 84 for Class VI-VIII and 97 for Class I-VIII. The GAR for boys was 106, 87 and 99 and for Girls was 103, 81 and 95 respectively for Class I-V, VI-VIII and I-VIII.¹⁴² Noticeable improvement was seen in GAR from the 52nd round levels (1995-96), especially in rural areas, where the GAR has increased by about 20 percentage points for all the class-groups of school education. Comparison with the 52nd round data shows, in fact, that not only rural-urban, but also female-male differences in GAR came

¹⁴² Respective age groups selected by NSSO for Gross Attendance Rates (GAR) were 6-10 for Class I-V, 11-13 for VI-VIII and 6-13 for I-VIII. The GAR was worked out from the household data.

indicates lower retention rates and substantial drop-out rates from class I to class VIII especially even after SSA. The gender gap in GER has been lessened up to Primary level but gender gap in Upper Primary levels especially for ST population is still significant. This data however hides major disparities across region, caste, class, tribe and ethnicity, as well as the rural-urban divide. (Refer Table No. VI.7 and Figure No. VI.5)

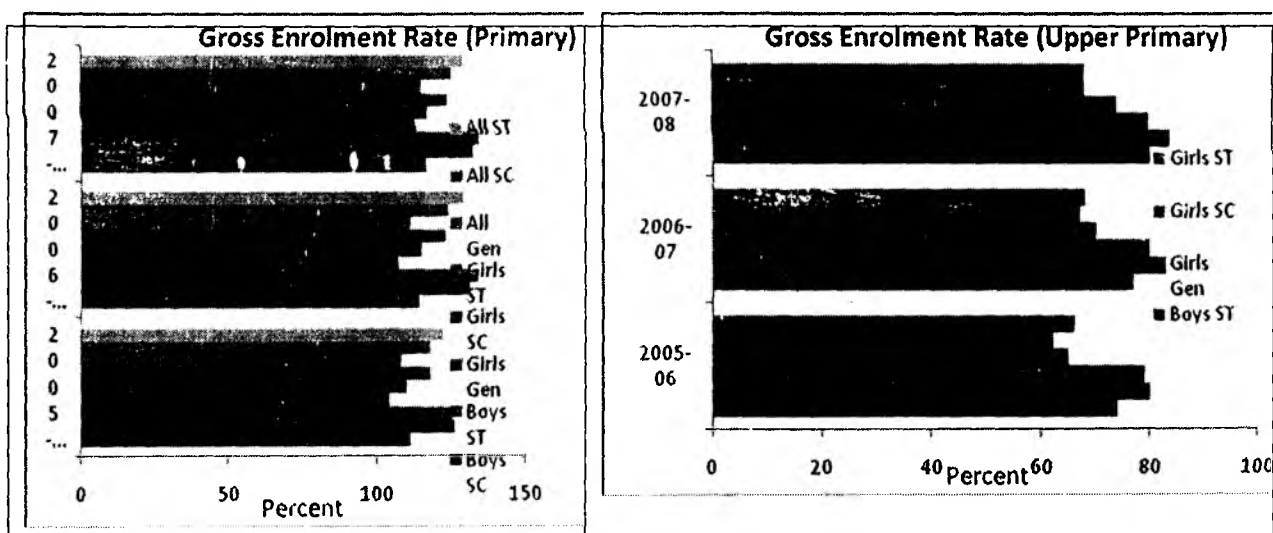
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Primary and Upper Primary school Gross Enrolment Rate (GER)
1995-96 to 2003-04

Year	Primary									Upper Primary								
	Boys			Girls			Both			Boys			Girls			Both		
	Ge n	SC	ST	Ge n	SC	ST	Ge n	SC	ST	Ge n	S C	S T	Ge n	S C	S T	Ge n	S C	S T
2005-06	11	12	12	10	11	11	10	11	12	74	8	7	65	6	6	70	7	7
	1	6	5	4	0	8	8	8	2		0	9		2	6		3	3
2006-07	11	13	13	10	11	12	11	12	12	77	8	8	70	6	6	73	7	7
	4	1	4	7	5	3	1	4	9		3	0		7	8		6	4
2007-08	11	13	13	11	11	12	11	12	12	80	8	8	74	6	6	77	7	7
	6	2	4	3	7	4	5	5	9		4	0		8	8		6	4

Gen: All Population, SC: Scheduled Caste Population, ST: Scheduled Tribe Population.

Source: Ministry of Human Resource Development (MHRD) Annual Reports

Figure No VI.5



Source: MHRD

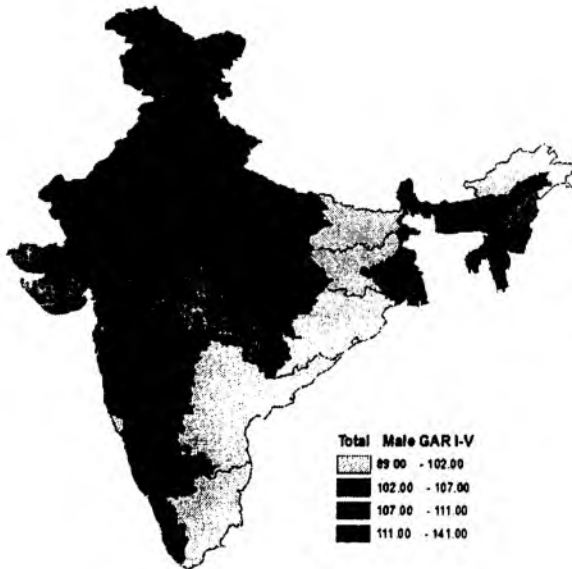
The NSSO 64th Round (2007-08) data indicates that Gross Attendance Rate of 104 for Class I-V, 84 for Class VI-VIII and 97 for Class I-VIII. The GAR for boys was 106, 87 and 99 and for Girls was 103, 81 and 95 respectively for Class I-V, VI-VIII and I-VIII.¹⁴² Noticeable improvement was seen in GAR from the 52nd round levels (1995-96), especially in rural areas, where the GAR has increased by about 20 percentage points for all the class-groups of school education. Comparison with the 52nd round data shows, in fact, that not only rural-urban, but also female-male differences in GAR came

¹⁴² Respective age groups selected by NSSO for Gross Attendance Rates (GAR) were 6-10 for Class I-V, 11-13 for VI-VIII and 6-13 for I-VIII. The GAR was worked out from the household data.

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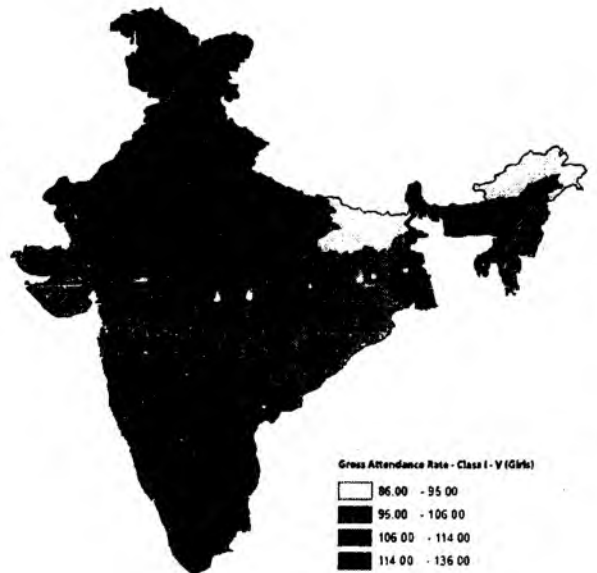
Map No. VI.5

Gross Attendance Rate - Class I - V (Boys)



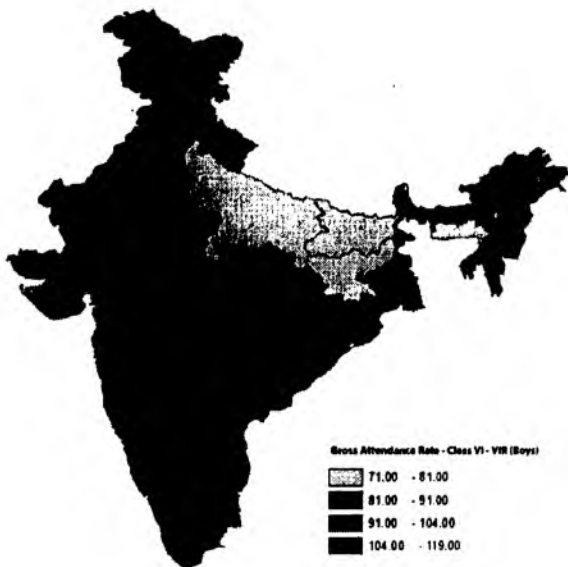
Map No. VI.6

Gross Attendance Rate - Class I - V (Girls)



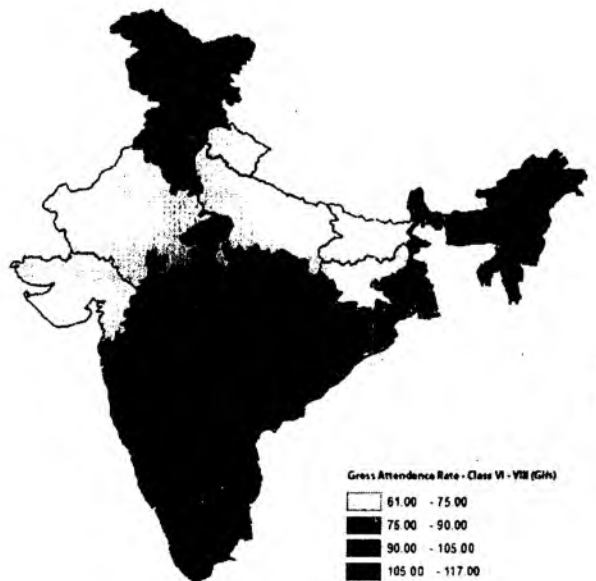
Map No. VI.7

Gross Attendance Rate - Class VI - VIII (Boys)



Map No. VI.8

Gross Attendance Rate - Class VI - VIII (Girls)



Source: NSSO, Round 64 - 2010

The EDWATCH Survey 2010 also recoded GAR of 105 and 102 respectively for Primary classes, while it was 89 and 76 respectively for boys and girls at Upper Primary level. Bihar and

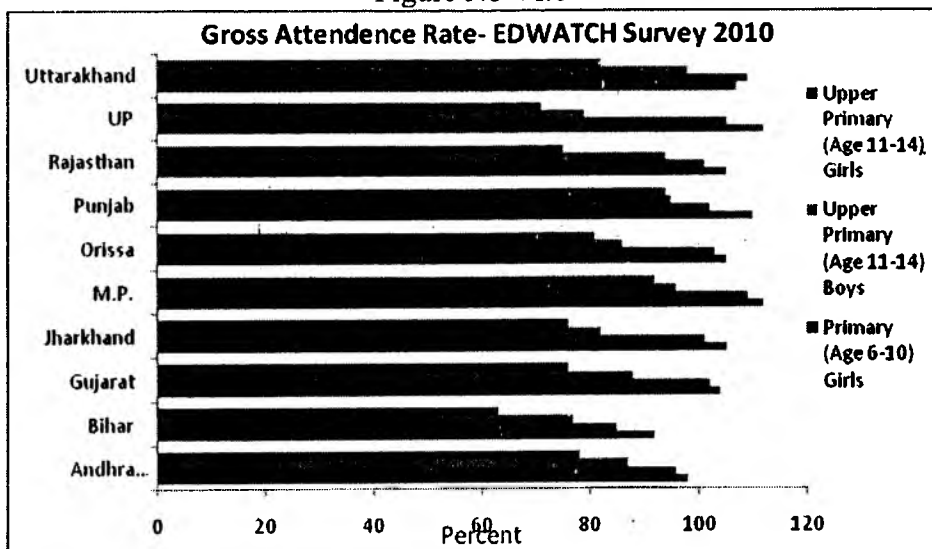
Andhra Pradesh recorded lower GAR for Primary classes than other surveyed states. GAR at Upper Primary level was lower both for boys and girls for Bihar and Uttar Pradesh. (Refer Table No. VI.9 and Figure No. VI.6)

Table No. VI.9
Gross/ Age Specific/ Net Attendance Rate (EDWATCH Survey -2010)

State	GAR				AAR				NAR			
	Primary Age 6-10		Upper Primary Age 11-14		Age 6-10 years		Age 11-14 years		Primary Age 6-10		Upper Primary Age 11-14	
							Boys	Girls	Boys	Girls	Boys	Girls
Andhra Pradesh	98	96	87	78	92	90	90	91	85	82	70	65
Bihar	92	85	77	63	80	78	84	76	75	73	53	49
Gujarat	104	102	88	76	96	93	92	86	93	89	71	63
Jharkhand	105	101	82	76	89	87	89	83	84	82	56	50
M.P.	112	109	96	92	94	91	90	85	91	89	62	60
Orissa	105	103	86	81	92	90	82	80	87	85	68	67
Punjab	110	102	95	94	89	87	90	87	85	82	69	66
Rajasthan	105	101	94	75	89	81	88	73	87	76	58	52
UP	112	105	79	71	87	80	88	82	86	79	51	49
Uttarakhand	107	109	98	82	89	86	87	82	88	87	63	60
Combined	105	102	89	76	90	86	86	83	85	83	61	56

Source; EDWATCH Survey-2010

Figure No VI.6



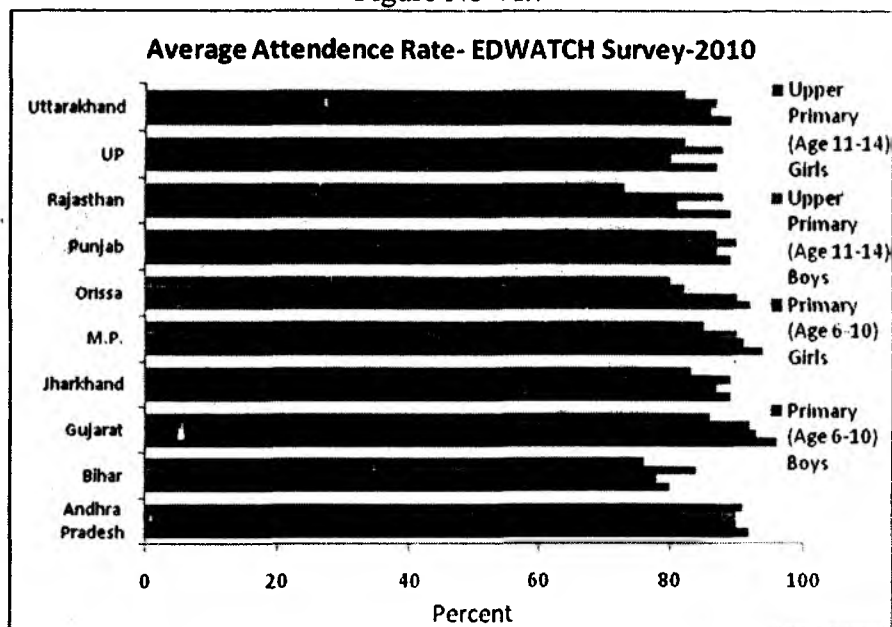
VI.5 Age Specific Attendance Rate (AAR)¹⁴⁴:

NFHS-III data indicates Age Specific Attendance rates for ages 6-10 and 11-14 years for both gender groups for rural and urban areas separately. AAR was 79 for girls and 84 for boys in the age groups of 6-10 years in rural areas, while it was 88 for both boys and girls in urban areas. AAR for girls was 66; and for boys 79 among age groups of 11-14 years in rural areas. Thus AAR for girls is still significantly lower as compared to boys, thereby indicating that girls in the age group 11-14 tend to drop-out of schools as compared to the boys.

The NSSO 64th Round indicates, AAR of 89 for boys both for the age groups of 6-10 and 10-13 years, while AAR for girls was 87 for age group of 6-10 and 83 for 11-13 years. Thus NSSO figures show significant improvements in the AAR as compared to the NHFS-III survey, which is a positive sign towards achieve universalization of for age groups of 6-13 years. The figures indicate that efforts have been made to retain the children in schools up to age of 14 years. There was very little gender variation in the AAR among the states both for 6-10 and 10-13 age groups. (Map No. VI.8- VI.11)

EDWATCH survey 2010 depicts AAR of 90 and 86 for boys and girls (aged 6-10 years) respectively, while it was 86 and 81 for boys and girls (for ages 11-14 years) for all the surveyed school selected from the 10 states. Thus the survey indicates that significant proportion of children was not actually attending schools during last 10 days before the survey, but they may be enrolled in schools. AAR for girls at ages 11-14 was very low reflecting higher girl dropout rates before completing the elementary education. Regional variations in Gender gap for AAR were significant as Bihar, Rajasthan and Uttar Pradesh recorded lower AAR for girls for both age groups. The study indicates that achieving Right to Education requires a herculean task as these out-of-school children must be encouraged to join schools and continue education cycle without dropping out. (Refer Table No.VI.8 and Figure No. VI.7)

Figure No VI.7

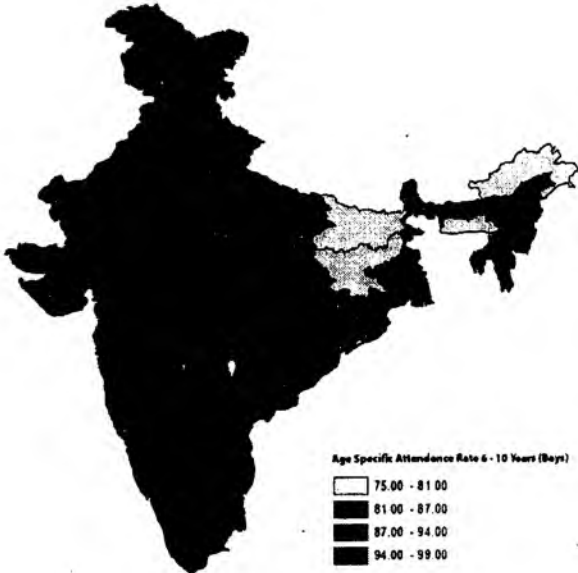


¹⁴⁴ Age Specific Attendance Rate is percent children attending schools to specific age group children population in any class. During survey children actually attending schools during last 10 days before survey were counted while children enrolled in schools but not attending schools were not counted as attending schools.

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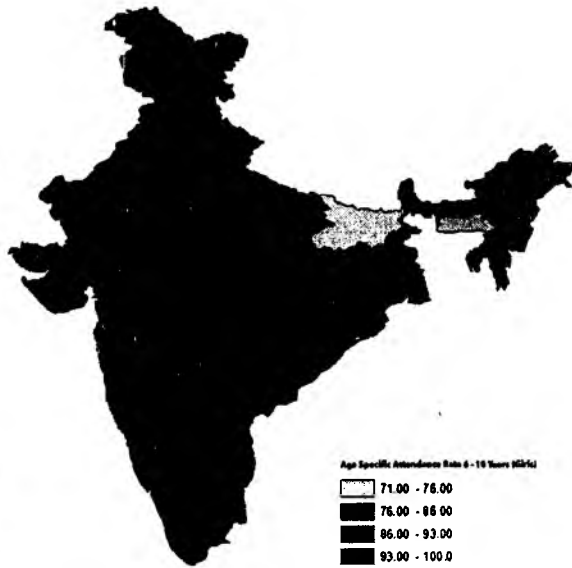
Map No. VI.9

Age Specific Attendance Rate 6 - 10 Years (Boys)



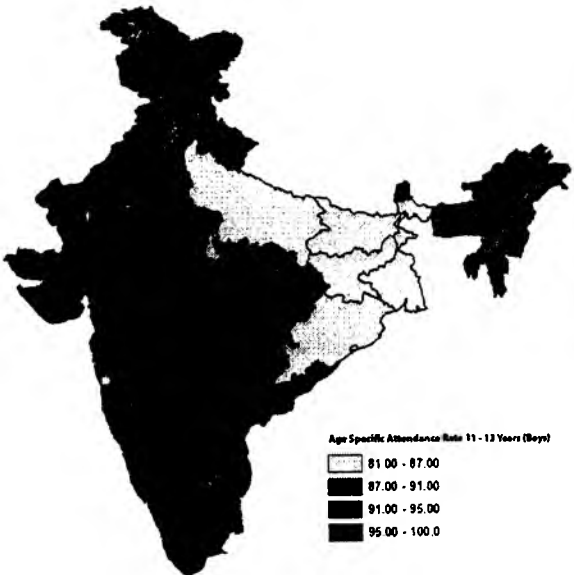
Map No. VI.10

Age Specific Attendance Rate 6 - 10 Years (Girls)



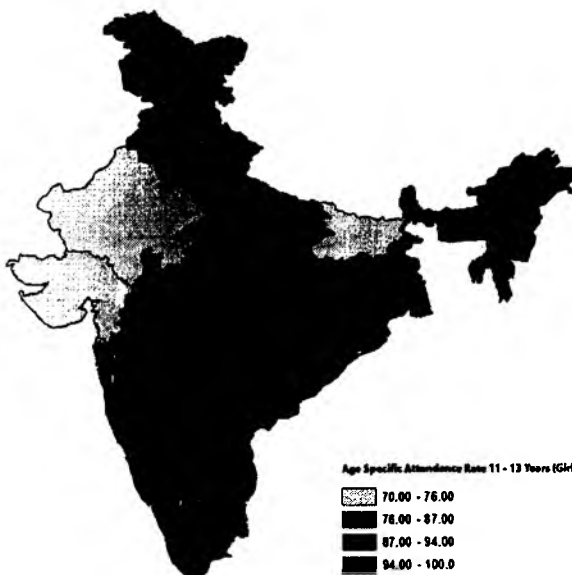
Map No. VI.11

Age Specific Attendance Rate 11 - 13 Years (Boys)



Map No. VI.12

Age Specific Attendance Rate 11 - 13 Years (Girls)



Source: NSSO, Round 64 - 2010

VI.5 Net Attendance Ratio (NAR):

Net Enrolment Ratio depicts age specific relevant children studying in Primary and Upper Primary level. According to the DISE report (2009-10) NER for Primary level was 98 and 56 at Upper Primary level. This indicates a significant improvement has been achieved in retaining age specific relevant children in the primary levels, but NAR at Upper Primary level are lower indicating that lower age specific relevant children are in classes VI-VIII.

The NSSO 64th Round report (2007-08) data collected from household survey validates the DISE data on enrolments in schools especially at Upper Primary levels. DISE data for Primary levels assumes that all children enrolled in schools are necessarily attending schools, which seems to be wrong perception. The Net Attendance Ratio (NAR)¹⁴⁵ at the primary stage (class I-V) for 6-10 years of children was 84 and it was 59 for Class VI-VIII for children aged 11-13 years. The gender gap in the NAR was noticeable among both the Class groups. NAR for boys was 86 and 61 and for girls 83 and 56 respectively for Class I-V and Class VI-VIII.¹⁴⁶ Net attendance ratios point out a significant increase in attendance as NAR was only 66 and 43 respectively for Class I-V and Class VI-VIII in 52nd round (1995-96). The NAR indicated significant improvements at the Primary level but the same cannot be visualized for Upper Primary levels. A significant proportion of children especially girls are not attending schools at the upper primary levels. Therefore the goal of attaining elementary education for all and reducing gender parity enrolments at upper primary levels seems to be a distant dream. The Right to Elementary education needs to be implemented in its letter and spirit to achieve this within a comfortable period of three years.

Regional variations in NAR are found across states in India. NAR for Class I-V was below national level for Bihar (72), Jharkhand (79), Uttar Pradesh and Punjab (82) and Rajasthan (83), while NAR was lower than the national average in Bihar (41), Jharkhand (46), Uttar Pradesh (48), West Bengal and Rajasthan (54), Madhya Pradesh and Uttarakhand (58) (Refer Map No VI.12-VI.15)

The NAR from NHFS-III indicates 73.2 and 70.5 for boys and girls respectively for primary level.¹⁴⁷ Thus NAR from NHFS-III were lower than NSSO at primary level as the NAR data from NHFS was for 2005-06 while NSSO data was for 2007-08. This indicates that significant improvements have been made in the NAR at primary level.

NAR from the EDWATCH survey 2010 depicts 85 and 83 respectively for boys and girls at primary level, while it was 61 and 56 for boys and girls respectively at Upper Primary level. Thus age appropriate attendance at primary and upper primary levels were fewer depicting higher age group children have

¹⁴⁵ Net Enrolment Rate (NER) at Class I-V level is the percent Children aged 6-10 attending class I-V to total children aged 6-10 years, while NER at VI-VIII level is percent children aged 11-13 years attending class VI-VIII to total children aged 11-13 years. In case of NSSO the term is Net attendance Ratio, the data being collected from household survey.

¹⁴⁶ NSSO, 64th Round

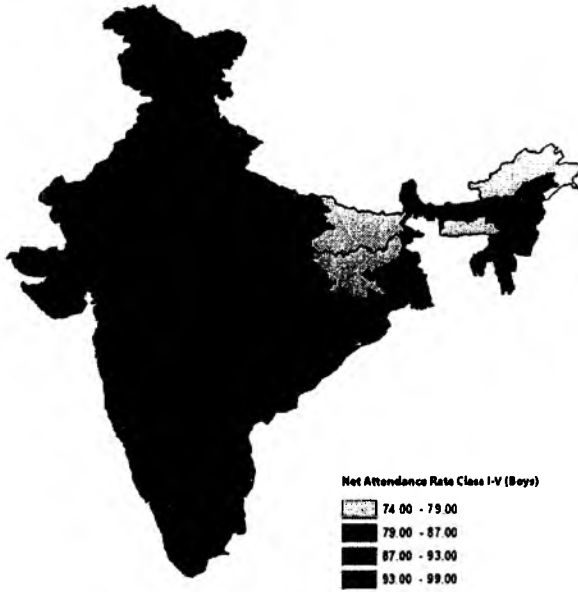
¹⁴⁷ NHFS-III, The NAR for primary school (standards 1-5) is the percentage of the primary-school age population (6-10 years) that is attending primary school.

been encouraged to attend schools both at primary and Upper Primary levels. Bihar, Jharkhand, Rajasthan and Uttar Pradesh recorded lower NAR both for girls at primary and Upper primary levels as compared to other states. (Refer Table No.VI.8 and Figure No. VI.8 and VI.9)

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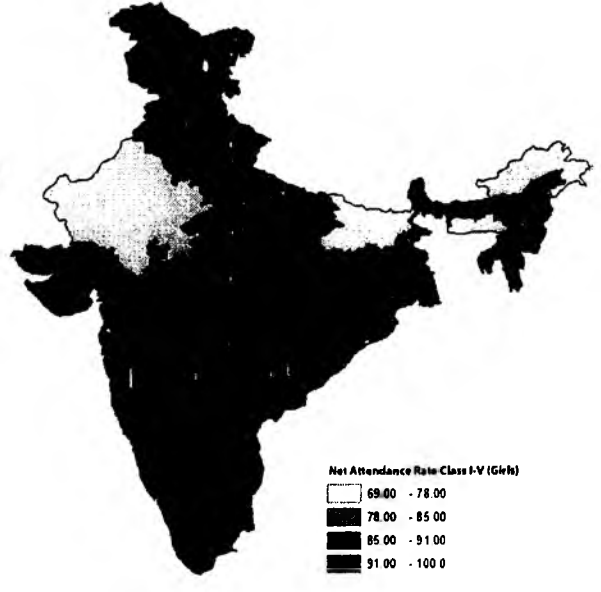
Map No. VI.13

Net Attendance Rate Class I-V (Boys)



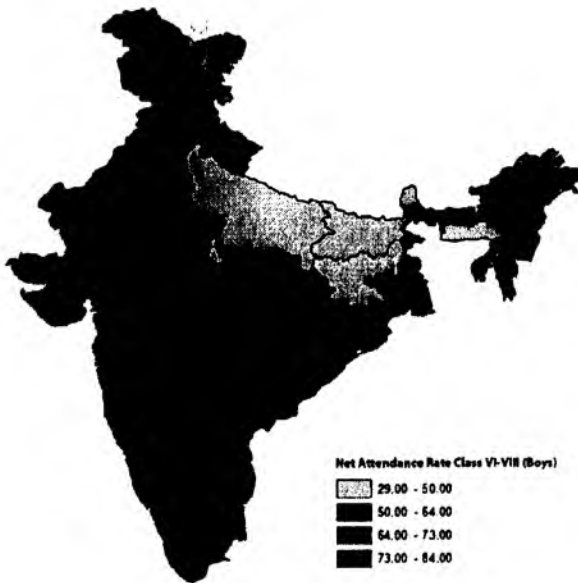
Map No. VI.14

Net Attendance Rate Class I-V (Girls)



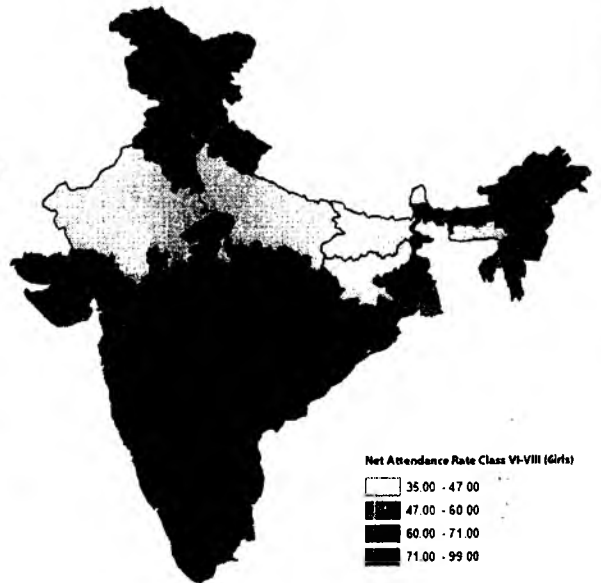
Map No. VI.15

Net Attendance Rate Class VI-VIII (Boys)



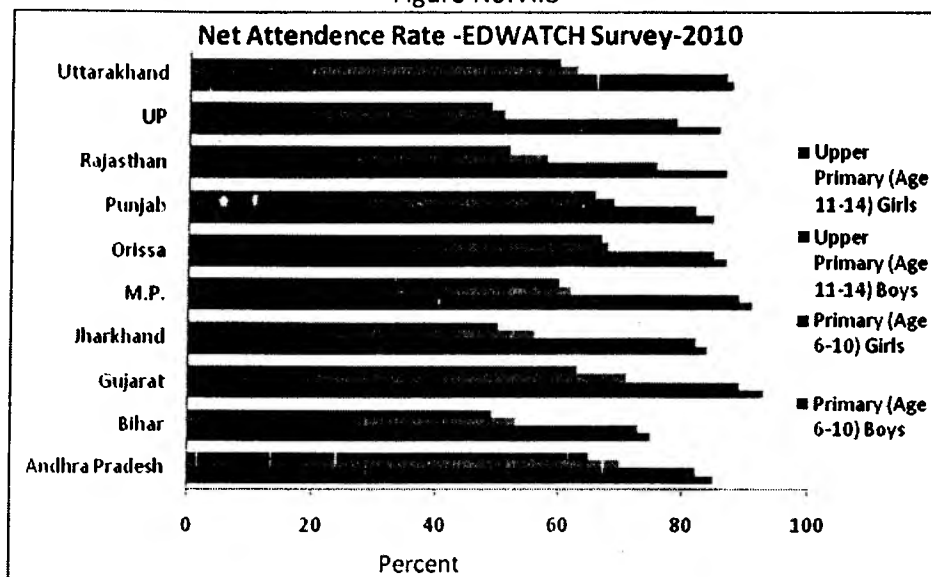
Map No. VI.16

Net Attendance Rate Class VI-VIII (Girls)



Source: NSSO, Round 64 - 2010

Figure No.VI.8



VI.6 Students Attendance Rate:

In order to provide education of satisfactory quality, it is important to ensure that students and teachers remain available in the school. School enrolment does not mean regular attendance. Almost everywhere, children's attendance as noted in the school register was far below enrolment. Actual attendance, as observed by field investigators, was even lower. Studies have shown that any lapse in the process of learning on account of students' absence from school, particularly of a longer duration, impacts their learning adversely. Students' attendance is normally recorded in the attendance registers daily maintained in schools but in many cases it is not done systematically and regularly and enrolment and attendance data is fraught with inaccuracies. Hence the present study attempts to provide more reliable data on students' and teachers' attendance. Students' attendance rate was ascertained in the selected schools to measure the students' participation in school activities, as mere enrolment rates do not provide effective measure of students' participation. The selected schools were visited twice during the course of survey without prior information at an interval of one month during off season agricultural period/ cultural festival periods.

A study conducted by Ed.Cil depicted attendance rate of 68.5% in primary classes and 75.5% in Upper Primary classes. Boys attendance rate was 68.9% and 75.2% while girls attendance rate was 70.6% and 78.7% in Primary and Upper Primary classes respectively. Insignificant variations were found among SC, ST and Muslim students as compared to the all students.¹⁴⁸ A slight 2% decline was observed in the attendance rates during first hour and the last hour.

Average attendance rates were calculated by dividing the number of students who were found present in their classes during the two visits to schools by the number of students who were enrolled in the relevant class or level of education. These have been expressed in the form of percentage.

¹⁴⁸Educational Consultants India Ltd (ED.Cil), "Study of Students Attendance in Primary and Upper Primary Schools" 2006-07.

For calculating the overall average attendance rates of students (based on the total of all the states) weighted average of state-wise attendance rates of students was calculated in which the weights were the total state level enrolment figures of the relevant category of students¹⁴⁹. For calculating the average attendance rate of teachers, the weights used were the number of teachers in primary and upper primary schools in the state. (Refer Table No. VI.9 and Figure No. VI. 10)

Figure No. VI.9

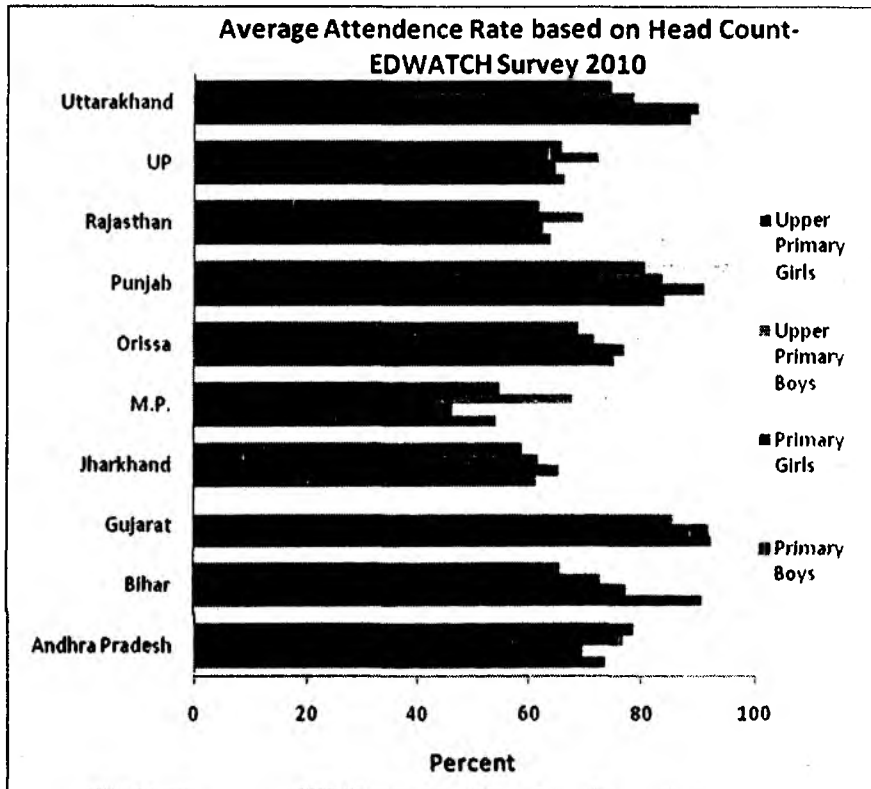


Table No. VI.10
Average attendance Rate of students based on Head Count
During two unnoticed visit to the sample schools- 2010

State	Primary Class I-V		Upper Primary- Class VI-VIII	
	Boys	Girls	Boys	Girls
Andhra Pradesh	73.7	69.6	76.75	78.57
Bihar	90.9	77.5	72.89	65.70
Gujarat	92.4	92.1	85.68	80.87
Jharkhand	61.4	65.6	61.76	58.90
M.P.	54.2	46.4	67.89	54.89
Orissa	75.3	77.0	71.94	68.84

¹⁴⁹ Given below is the formula for calculation of weighted average for the total of all the 10 states: Ni is total enrolment at primary level in the state i (i=1 to 10) and pi is the average attendance rate at primary level derived from the data on enrolment and students found present during the two visits to the sampled schools, then the weighted average for the total of all the states is

$$\text{Sum of } Ni \text{ } p_i / \text{Sum of } Ni$$

Punjab	84.1	91.1	83.78	80.69
Rajasthan	63.9	62.6	69.74	61.90
UP	66.5	64.9	72.60	65.90
Uttarakhand	88.8	90.1	78.84	74.89
Combined	75.68	74.63	74.96	67.84

Source: EDWATCH Survey 2010

The overall attendance rate of students at primary level is 75%. Gender gap in attendance rate was found insignificant except in case of Bihar and Madhya Pradesh. However regional variation in the attendance rates was significant. Attendance rates were lower for Madhya Pradesh, Rajasthan, Uttar Pradesh and Jharkhand. Attendance rates were better for Gujarat, Bihar, Uttarakhand for boys at Primary level. At the upper primary level, the overall attendance rate is 71%. The states having more than 70% attendance rate at Upper Primary level are Gujarat, Punjab, Uttarakhand and Andhra Pradesh. (Refer Table No.VI.10)

It was found that some children leave school early and hence the attendance rate in the last hour of school was lower than that of the first hour at both primary and upper primary levels, except in Punjab and West Bengal. The average gap in attendance rate between first and last hour of the school working hours is 2.7% points at the primary stage and 2.1% points at the upper primary stage. In Punjab state the first hour attendance at primary level is lower by 1.6% points than that of the last hour but in West Bengal the difference between the two is negligible. The gap between the first and last hour attendance rates at primary level is large in the case of Bihar (3.6% points), Rajasthan (7.2% points) and U.P. (4.4% points). At the upper primary level, the difference between attendance rates of the first and last hours is large in Haryana (5.8% points), J&K (3.4% points) and Rajasthan (4.5% points). In all other states, the difference is less than 3% points at both primary and upper primary levels

VI.7 Drop-Out Rates:

Withdrawing from a grade before its completion at any level of education is one of the biggest hindrances that an educational structure faces today. As the definite development of education can be symbolized only through the productivity and achievements accomplished by students at the end of an education cycle. Dropping out before the completion rather defines a failure of both the system and the student in accomplishing these achievements. This withdrawal of students could be an outcome of various reasons related to the students, school, household or external factors. Measuring the level of educational output only through the prism of enrolments hinders the magnitude of wastages which need to be effectively controlled in any education system. One of the major fallout of poor quality of education and extreme poverty of families is higher pushout/ drop-out rates¹⁵⁰. The high dropout rates at the primary and upper primary levels continue to be a major concern even though the rates are decreasing steadily.

The Census of India 2001 revealed that, Sixty-five million children aged 6-14 years were not attending any educational institutions in India (Census- 2001). This includes both drop-outs as well as never enrolled children. A staggering number of children, (38.41 per cent of boys and 51.88 per cent of girls in the age group 6-14) were not attending schools in 2001 (Census 2001).

¹⁵⁰ The Gross Drop-out Rate represent percentage of pupils who drop out from a given grade or cycle or level of education in a given school year. The method used to calculate Gross Drop-out Rates is known as the Apparent Cohort Method. There are certain limitations of this method in providing precise estimates, as it does not take into account the data on repeaters.

The dropout rates estimated by government sources depict some improvement but it still needs to be improved substantially. The dropout rates has decreased from 64.9% in 1960-61 to 25.0% (26% for boys and 25% for girls) in 2007-2008 in primary classes while it has decreased from 78.3% to 43.20% (40% for boys and 41% for girls) during 1960-61 to 2007-2009 in the upper primary stage. However drop-out rates for both SC and ST students was 32 % each, for Class I-V while it was 52 % and 63 % for SC and ST students in Class VI-VIII respectively. Therefore dropout rates still continue to be high both for SC and ST population in the Upper Primary Levels. (MHRD, Annual Report 2009-10)

Table No VI.11- INDIA
Primary and Upper Primary school, Drop-Out Rates

Year	Primary- I-V									Upper Primary VI-VIII								
	Boys			Girls			Both			Boys			Girls			Both		
	Gen	SC	ST	Gen	SC	ST	Gen	SC	ST	Gen	SC	ST	Gen	SC	ST	Gen	SC	ST
2005-06	30	37	41	23	35	40	26	36	40	50	54	63	50	58	63	50	56	63
2006-07	24	32	31	26	40	36	25	36	33	47	52	69	45	55	62	46	53	65
2007-08	26	34	32	25	30	32	25	32	32	40	54	64	41	51	63	43	52	63

Gen: All Population, SC: Scheduled Caste Population, ST: Scheduled Tribe Population.

Source: Ministry of Human Resource Development (MHRD) Annual Report

Regional variations in the drop-out rates were observed from Class I-V and Class VI-VIII) Refer Map VI.16-VI.19)

A study conducted by All India Primary Teachers' Federation in Bihar (Muzaffarpur District, Block-Mushahari and Muroul) and Tamil Nadu (Vellore District, Block- Anaicut and Alangayam) in 2009. The study indicates drop-out rates of 52% for boys and 54.5% for girls in Bihar from Class I-V, while it was only 1% both for both for boys and Girls in Tamil Nadu from Class I-V.¹⁵¹ This indicates regional and social variations in the drop-out rates still persist and effective measures need to be taken to address the drop-out rates in low performance states.

The EDWATCH empirical study conducted in the ten states depicts very high dropout rates of 18% and 21% for boys and girls respectively from Class-I-V. The drop-out rates for Upper Primary Classes VI-VIII were 8% and 13% for boys and girls respectively. However significant variations exist in dropout rates among the states. The dropout rates were higher among households with 'Always deficit food "at home. The poverty and distress displacements encourage parents to withdraw children from schools and enter them in work. Hence human resource developments take a back seat, thereby perpetuating poverty and generating child labour. (Refer Table No. VI.12 and Fig No. VI. 11)

Table No. VI.12
Dropout Rates

State	Primary Class I-V		Upper Primary- Class VI-VIII	
	Boys	Girls	Boys	Girls
Andhra Pradesh	19.67	26.75	12.78	14.89
Bihar	10.4	19.9	8.87	12.78
Gujarat	9.73	11.9	6.89	10.95

¹⁵¹ All India Primary Teachers' Federation, "Attainment of the Goal, Education For All- A Study of Effectiveness of In-Service Education for Teachers"- 2009, pp 7-9.

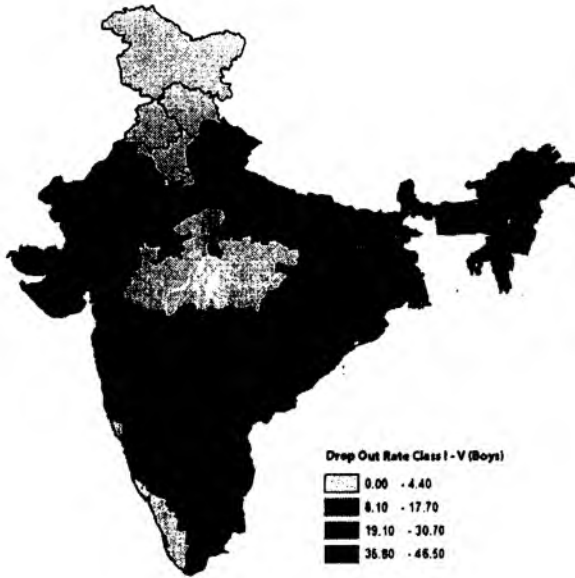
Jharkhand	19.50	25.4	8.94	12.79
M.P.	6.3	6.07	6.94	6.92
Orissa	3.79	7.5	7.83	12.89
Punjab	5.1	7.2	4.8	4.3
Rajasthan	16.4	33.7	7.89	16.78
UP	16.7	19.3	8.95	12.89
Uttarakhand	6.4	9.3	3.6	3.9
Combined	17.89	20.75	7.84	12.85

Source: EDWATCH School Survey - 2010

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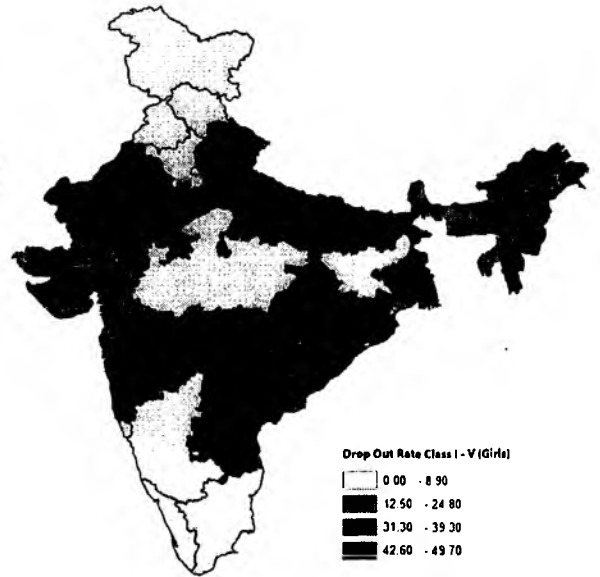
Map No. VI.17

Drop Out Rate Class I - V (Boys)



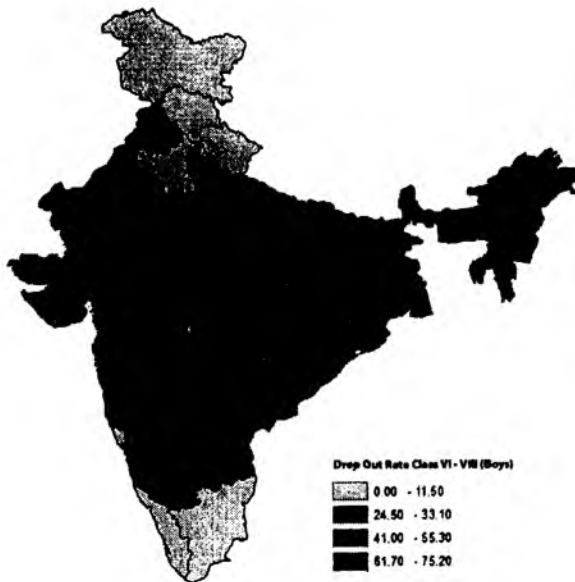
Map No. VI.18

Drop Out Rate Class I - V (Girls)



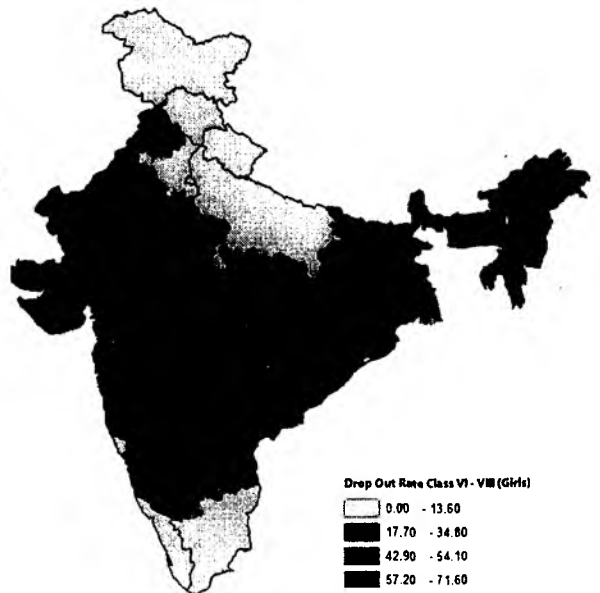
Map No. VI.19

Drop Out Rate Class VI - VIII (Boys)



Map No. VI.20

Drop Out Rate Class VI - VIII (Girls)



Source: NSSO, Round 64 - 2010

The NSSO 64th round indicates 24% males and 20% females had discontinued their education till they reached 15 years of age.¹⁵² The data also indicates that that 13% of ever enrolled persons did not complete even the primary level of education. Another 30% completed only the primary level while 24% completed the middle level. Thus, it can be concluded that although education is highly subsidized, our education system has been characterized by a high rate of drop-outs. For both the phenomena, it was economic reasons – financial constraints, or the need to join the labour force early – that were found to be responsible¹⁵³. One may therefore expect that financial compensations and other incentives like mid-day meals etc. should go a long way in reducing the incidence of educational wastage measured in terms of the population withdrawn prematurely from the education system.

The NHFS- III survey reveals that the most common reason for school drop-out is 'not interested in studies', 'costs too much' followed by 'required for outside work for payment in cash or kind' for boys and 'required for household work' for girls. Other reasons given include 'repeated failure' for both boys and girls and 'required for work on family farm/family businesses for boys. Thus the reasons suggest that the demands of work at home are a reason not only for school drop-out among girls (15 percent), but also for almost one out of 10 boys.¹⁵⁴

To address the huge problem of dropouts, policy makers need to look at the factors that lead children to leave school at various stages. Several Surveys including the National Sample Survey Organization (NSSS)) got some jaw-dropping answers. About 42% of girls said that they were told by their parents to look after the housework and 14% said that their elders thought that more education was unnecessary for them. In the case of boys, these two reasons were minor, given by only 11% of them. Their main reason for dropping out, given by 68%, was to supplement the family income. Clearly, if the Right to Education is not to remain merely a paper exercise, policy makers need to delve deep into the broader social and political architecture of our society at the grassroots. While appreciating the value of legislative measures, many point out that compulsory education is obviously not an adequate programme of public action for promotion of basic education. Colclough and Lewin point out that legislation on compulsory education is widespread around the world, typically stipulating both the minimum duration of school attendance in years, and the ages during which it should occur. Eighty-five per cent of developing countries have enacted laws which make schooling compulsory; on an average they require attendance for about eight years. The question arises, therefore, as to whether there is any relationship between the non-enactment of legislation and the incidence of low enrolment ratios caused by low demand for schooling¹⁵⁵. Making it legally compulsory for children to attend schools that cannot receive them would not be a great gift¹⁵⁶.

¹⁵² NSSO, 64th Round

¹⁵³ Ibid.

¹⁵⁴ NHFS-III

¹⁵⁵ Christopher Colclough and Keith M Lewin (Education for All Children: Strategies for Primary Schooling in the South, Clarendon Press, Oxford, 1993.),

¹⁵⁶ Jean Dreze and Amartya Sen, 'Basic Education as a Political Issue', Journal of Educational Planning and Administration, Vol. IX No. 1, January 1995. pp. 1-26

VI.13 Major Causes for Not attending Schools.- NSSO , 64th Round

Statement 5.8: Percentage distribution of persons of age 5-29 years enrolled in the past but currently not attending by major reason for discontinuance					
Major reason for discontinuance	Rural		Urban		All-India
	Female	Male	Female	Male	Rural+Urban
(1)	(2)	(3)	(4)	(5)	(6)
Financial constraints	18.0	24.0	18.1	24.8	21.4
Child not interested in studies	17.0	24.0	15.0	20.3	19.9
Unable to cope up or failure in studies	10.1	12.3	7.7	8.5	10.3
Completed desired level or class	9.5	6.5	18.8	12.4	10.1
Parents not interested in studies	15.5	4.8	12.1	2.2	8.9
For participating in other economic activities	1.6	10.0	1.7	10.3	6.2
To work for wage/ salary	1.4	7.1	2.7	13.5	5.7
To attend other domestic chores	10.1	1.7	10.2	0.6	5.4
For helping in household enterprises	1.1	5.3	0.8	4.1	3.1
Other reasons (including marriage, etc.)	15.7	4.3	12.9	3.3	9.0
All	100.0	100.0	100.0	100.0	100.0

Ref: Table 54 and 54/1 in Appendix-A

CHAPTER-VII

Never Enrolled Children, Out-of-School Children and Working Children

VII.1 Never Enrolled Children:

Non-enrolment of children and dropping out before completing primary/ upper primary cycle are the two critical issues plaguing the education system of our country. The NSSO 64th round (2007-08) data indicates that about 14% of population in the age-group 5-29 years had not entered the education system at all. In rural areas, the proportion of never enrolled was 15.8%, while in urban areas it was much lower – 8%. The proportion of males and females never enrolled was about 18% of females and 10% of males for the age 5-29 years. However the proportion of not enrolled includes persons in lower age of 5 years, who were yet to join schools and might be joining educational institutions later. The report indicates that 9% children (10% girls and 7% boys) aged 6-10 and 6% children (8% girls and 4.5 boys %) aged 11-13 have never enrolled in any educational institutes as per data collected in 2007-08 by the NSSO 64th Round. Regional variations were observed in the never enrolled children (Map No. VI.21)

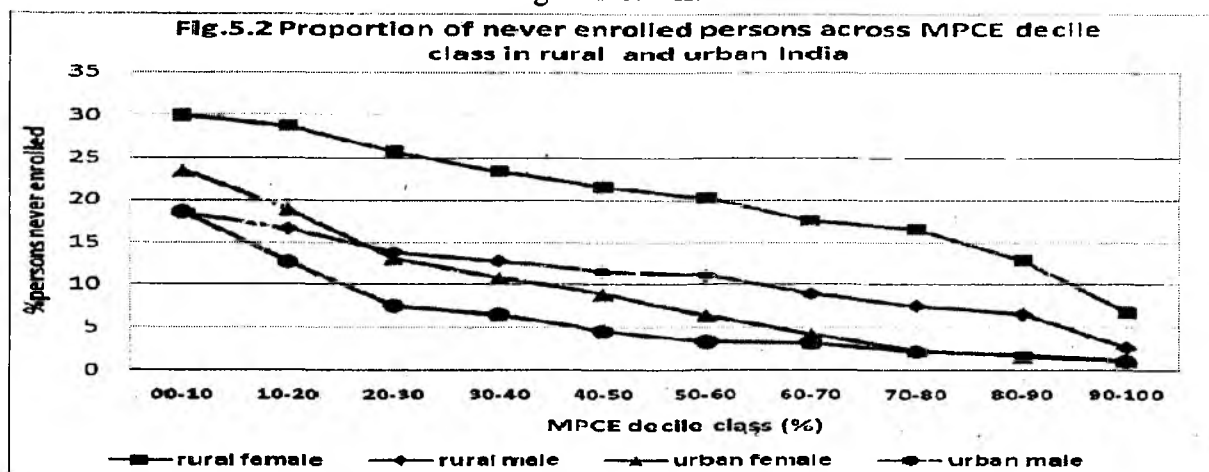
There was a sharp fall in the proportion of never enrolled in various age-groups in 2007-08 as compared to 52nd round.¹⁵⁷ Across states, there was wide variation in the proportion of never enrolled persons in the age-group 5-29 as a whole as well as in the narrower age classes. The never-enrolled children were very low in Kerala, Tamil Nadu, Himachal Pradesh, some of the North-eastern states. However at the extreme end was Bihar where even in the prime school-going age-groups, about 20% or more were never enrolled, with the result that in the age-group 5-29 as a whole, the never-enrolled percentage exceeded 30%.

There seemed to be close relationship between the Household Monthly Expenditure Level (MPCE) and never-enrolled children. Proportion of never-enrolled children fell steeply from over 24% in the poorest decile class to only 4.4% in the richest decile class in rural India. In urban India too, the percentage dropped from 21% to 1% from the bottom to the top decile class of MPCE. The fall in the proportion of population never enrolled was steepest for rural females – from 30% in poorest decile class to less than 7% in the richest. The incidence of never enrolment in respect of rural females was more than 20% up to sixth decile class of MPCE. For urban males the drop was rapid over the lowest three decile classes and then much more gradual. The male-female differential was less marked in the urban sector than in the rural and narrowed in both rural and urban sector as one moved up.

The EDWATCH Survey 2010 also depicts 4% children among 6-10 age group and 7% children aged 11-14 years were not enrolled in schools. Regional variation were found as proportion of never enrolled children were higher in Bihar, Jharkhand, Rajasthan and Uttar Pradesh.

¹⁵⁷ NSSO, 64th Round.

Figure No. VII.1



Source: NSSO, 64th Round -2010

Major reasons for not enrolling children in schools were parents not interested in education of their children (33.2%), financial constraints (21%) and education not considered necessary (21.8%). Clearly, for females in both rural and urban India, it was the attitude of the parents towards the need for education of their girl children, which had in the majority of cases denied them their education.

VII.2 Out-of-School Children:

Out-of-school children consists of both children never enrolled as well as those children who drop-out of schools without completing full cycle of education. All these children are potential child workers and they need to be addressed in a holistic framework. Therefore Out of school children should include children whose names have been included in the attendance register but are not attending schools. This would imply change in the manner in which out of school children are counted presently based on surveys conducted by teachers or child registers maintained at schools especially in DISE reports. Methods of verification or crosschecking of out of school children data maintained at the school level cannot be authenticated. Boys/ Girls in the age group of 12-14 years who migrant as child labour, domestic child workers and trafficked children often do not get counted in the Out of School magnitude. Similarly a different approach would be required for inclusion of these "hard to reach" children through a variety of strategies. This would involve collaboration with the Labour, Police, Social Welfare Departments, employers and NGOs who collect missing children data and tracking of children till they are stable in the school. It appears that the effort is so focused on getting more children enrolled that authorities have not paid much attention to what happens to the children after enrolment. It could be assumed that a substantial increase in the base year enrolment could have clouded the real incremental improvement in reduction of the dropout rate at the primary stage. The situation is even more alarming with respect to the upper primary stage. Claims of reduction in out-of-school children based on mere enrolment are of no avail if one out of every three children entering Grade I, does not survive even for five years in the school.

Therefore enrolment of children in schools has little relevance. The issue of magnitude of out-of-school children and children enrolled in schools but not attending schools is the major cause for worry, as significant resources are wasted without achieving the desired results. These "wastages" should be

stopped urgently. Estimates vary from government to non-governmental sources on the magnitude of out-of-school children. The government data on out-of-school children (which includes children enrolled in schools but not attending schools) is highly under estimated therefore realistic programmes need to be undertaken to cover all these children which are estimates to be around 8.1 million children aged 6-11 years and 3 million children aged 11-13 years.¹⁵⁸ These figures may not include children who are enrolled in schools but do not attend schools due to several compelling reasons. According to IMRB¹⁵⁹ study conducted in 2005, around 2.1 million children were out-of-schools in only urban areas out of 13.4 million out-of-school children in the country.¹⁶⁰ The AWP&Bs, 2006-07 of 35 metros concerned districts have reported around 625,000 children of age group 6-14 out-of-schools against the child population of 18.49 million i.e. 3.8% of child population.¹⁶¹

The Census of India 2001 revealed that, Sixty-five million children aged 6-14 years were not attending any educational institutions in India, (Census- 2001) which were much higher than the education department estimates of 25 million children (MHRD- 2002). A staggering number of children, (38.41 per cent of boys and 51.88 per cent of girls in the age group 6-14) were not attending schools in 2001 (Census 2001). Also in an answer to Rajya Sabha un-starred question No.1908, dated 10.3.2003, it was reported that there were 191.99 million (projected) children in the age group of 6 to 14 years out of which 156.63 million were enrolled during the year 2000-01 and out of this 35.36 million were out of school. These figures do not include drop-out rates.

This information given by the Minister of State for Human Resource Development; Shri M.A.A. Fatmi in 2007 in reply to a question in Lok Sabha confirmed 7.59 million out of school children in India. (Refer Table No VII.1)

Table No. VII.1
Estimated Out-of School Children as on March 2007

Sl. NO.	State/ UT	Out of school children as on March 2007
1	Andhra Pradesh	264013
2	Arunachal Pradesh	30565
3	Assam	338834
4	Bihar	2119584
5	Chhattisgarh	123632
6	Goa	7699
7	Gujarat	134643
8	Haryana	238847
9	Himachal Pradesh	5624
10	Jammu & Kashmir	108560
11	Jharkhand	209662
12	Karnataka	174533
13	Kerala	20790
14	Madhya Pradesh	296979
15	Maharashtra	136892
16	Manipur	54351
17	Meghalaya	37234
18	Mizoram	4913

¹⁵⁸ UNICEF, Status of Children- Report 2009

¹⁵⁹

¹⁶⁰ *ibid*

¹⁶¹ Planning Commission of India, Eleventh Five Year Plan for Education.

19	Nagaland	35335
20	Orissa	537841
21	Punjab	227645
22	Rajasthan	163894
23	Sikkim	3204
24	Tamil Nadu	103261
25	Tripura	15376
26	Uttar Pradesh	785524
27	Uttarakhand	22230
28	West Bengal	1357601
29	A & N Island	133
30	Chandigarh	5505
31	D & N Haveli	1614
32	Daman & Diu	201
33	Delhi	30001
34	Lakshadweep	168
35	Puducherry	326
	INDIA	7597214

Source: MHRD, un-starred question in Lok Sabha- 2007

Unfortunately there is no definitive number of dropouts in the government records. The joint review mission (JRM) of the Sarva Shiksha Abhiyan during 2007-08, the government's flagship programme for universalization of elementary education, questioned the veracity of the government's estimate of 2.8 million out-of-school children in its report. It revealed that small independent studies in Orissa and Varanasi had shown that actual number of out-of-school children were six to eight times the government's estimates from the same households. According to the JRM report, nearly 2.7 million children drop out of school every year. Thus, the number of out-of-school children, in violation of the law for compulsory education till 14 years, would be many times this number. Calculation based on net enrolment ratios reported by JRM reveals a much direr picture. The ASER survey 2009 reported 4% children in the age group of 6-14 were out-of-schools.¹⁶² While 6.8% of the Girls aged 11-14 years were out-of-school according to the ASER report-2009.

The Age Specific Attendance rate¹⁶³ depicted by the NSSO, Round 64th data collected in 2007-08, provides some indirect information about the out-of-school children. The AAR both for boys and girls (6-14 years) indicated that around 10-12% children do not attend educational institutions in any classes. According to the Census 2001 the estimated 6-14 years population for 2011 is around 209 million¹⁶⁴. Thus according to NSSO data about 21 million children in the age group do not attend schools, although many of them may be enrolled in schools or may have dropped before completing the education cycle up to class-VIII. (Map No. VI.8- VI.11)

The EDWATCH survey also conducted Transact walk through the village streets during the working hours of school to estimate the number of children not attending schools or children

¹⁶² ASER Report, 2009

¹⁶³ Age Specific Attendance rate is based on household survey conducted by the NSSO 64th round. Children aged 6-14 years attending any educational institutions in any class in the surveyed households to total children aged 6-14 years in those households.

¹⁶⁴ Census of India Population Projections for India and States 2001-2026, Report of the technical Group of Population Projections in India.

working in household chores/ field/ shops/ factories and engaged in sibling care and livestock care. The Transact walk was conducted in 135 villages. The study identified 6% children (aged 6-14 years) were not attending schools on the day of the Transact Walk. Proportion of children not attending schools was 9% for girls and 4% for boys for ages 6-14 years.¹⁶⁵ Girls were mostly found in the households and agricultural fields, while boys were found in agricultural field, livestock rearing activities. Very few children were found engaged in wage income activities. A discussion with out-of-school children during the Transact Walk found that nearly 5-6 hours in a day are devoted by these children on domestic work, working in agricultural farms as family labour/ wage labour, sibling care, livestock care. Nearly 4-5 hours were wastes by these children in loitering around the villages without any reasons. Majority of the older girls (aged 12-16 years) were not going to schools due to domestic and sibling care as their mother's were busy in agriculture farm lands. The proportion of children not attending schools was high in case of Bihar, Jharkhand and Orissa followed by Madhya Pradesh, Rajasthan, Andhra Pradesh. However very few children were found out of schools in Punjab, Uttrakhand and Gujarat. (Refer Table No. VIII.2).

Assuming 6% children are out of schools then total out of school child population aged 6-14 years is estimated around 13 million in 2011¹⁶⁶. These 13 million children are required to complete the upper primary cycle of education.

Table No.VIII.2
Children (Aged 6-14 years) Not attending Schools – EDWATCH Survey 2010

State	Boys	Girls	Both
Andhra Pradesh	5	12	9
Bihar	7	10	9
Gujarat	3	8	4
Jharkhand	6	12	10
M.P.	4	11	8
Orissa	6	11	9
Punjab	3	6	4
Rajasthan	5	12	8
UP	4	12	8
Uttarakhand	1	5	3
Combined	4	9	6

Source: EDWATCH Survey- 2010.

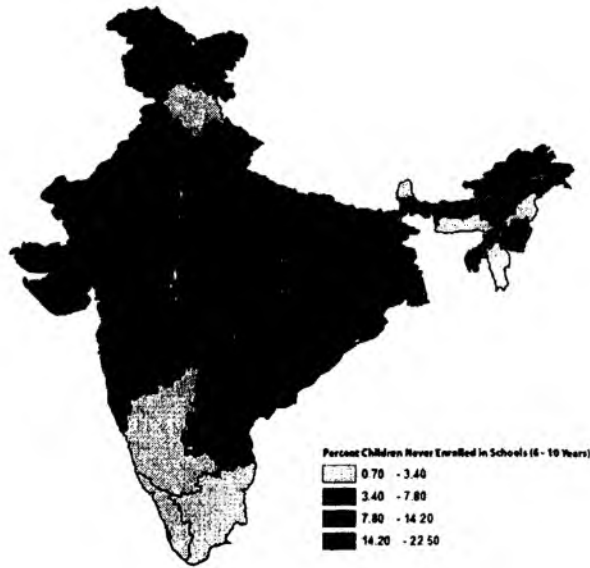
¹⁶⁵ Total children of the surveyed households (aged 6-14 years) and the children not attending school on the date of the walk from these surveyed households were collected to find out the Out-of-School children rate. However other children found not attending schools from un surveyed households were also counted. So actual rates might be lesser. This does not include the children who have migrated for work to other rural and urban areas. This data was not available. However discussion with community did indicates that children are taken for work activity outside the village for 3 to 4 months by contractors.

¹⁶⁶ Estimated child population aged 6-14 years for India is 209 million for 2011. Census of India, Population Projection Report prepared by the Technical Advisory Committee.

India

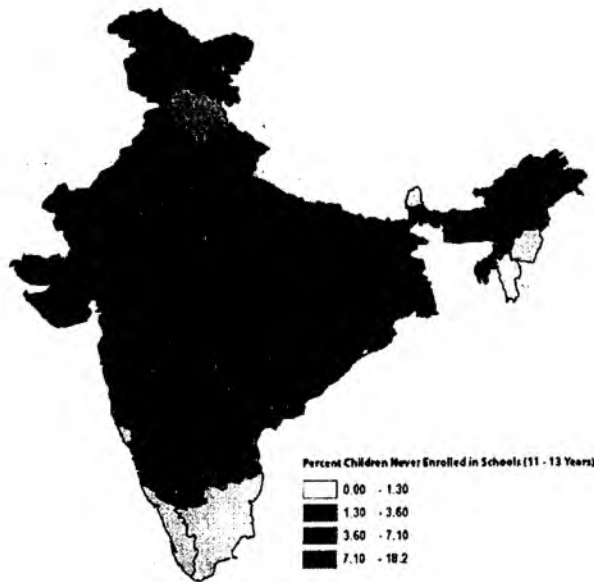
Map No. VII.1

Percent Children Never Enrolled in Schools (6 - 10 Years)



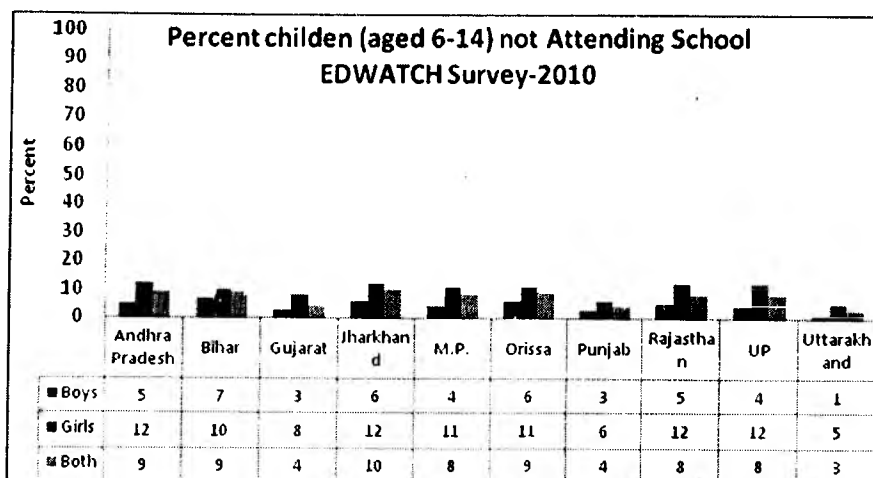
Map No. VII.2

Percent Children Never Enrolled in Schools (11 - 13 Years)



Source: NSSO, Round 64 - 2010

Figure No. VII.2



VII.3 CHILDREN'S WORK

While the Government of India has been proactive in tackling the problem of child labour in India, child labour continues to pose a challenge for the nation. Article 32 of the UN Convention on the Rights of the Child recognizes the right of children to be protected from economic exploitation, from performing any work that is hazardous, interferes with their education, or is harmful to their health or physical, mental, spiritual, moral or social development. The article calls on states to provide for a minimum age for admission to employment and for appropriate regulation of work hours.

There are varying estimates of working children magnitude in India due to differing concepts and methods of estimation.¹⁶⁷ The Census of India-1991 recorded 11.20 million working children, while the Census-2001 has recorded 12.66 million working children in the ages of 5-14 years. Ninety percent of the children workers were from rural areas, mostly engaged in agricultural activities or domestic work¹⁶⁸. The proportion of working children to the child population aged 5-14 years, registered a marginal decline from 5.4 percent to 5 per cent during 1991-2001. The increase in the magnitude of child labour during 1991-2001 was in spite of tremendous efforts by government, United Nations and other international agencies and NGOs for universalizing primary and elementary education and removing children from work through education and other rehabilitative interventions. The results depicts that only education interventions without integrating poverty alleviation programmes in the policy may not yield desired results of reducing child labour. Andhra Pradesh state witnessed synergy of efforts between government, ILO, trade unions and NGOs during 1991-2001 in scaling up education initiatives for out-of-school children, but the strategy was not effective enough as the children dropped-out without completing the full cycle of elementary

¹⁶⁷ The information on children working in informal sectors, or attending schools, who might also be working is difficult to procure. The collection of reliable data regarding child labour is limited also by the fact that, officially the work undertaken by children in domestic and informal sectors are excluded from worker's category, as it is difficult to assess the productive value of such labour. Thus official child labour figures are always at such variance with statistics quoted by non-governmental agencies. Two main sources of most authentic data on child labour are Census of India and National Sample Survey Organization (NSSO) reports. NSSO 55th Round in 1999-2000 and Census 2001 presents, age wise workers, which is one the most authentic source of data for working out magnitude of child workers.

¹⁶⁸ This does not include children work for sibling care or other domestic activities which are not covered by the Census definition.

education and joined back in the workforce. The 2001 Census, reported marginal decline in the magnitude of child labour during 1991-2001, but it still recorded the second highest magnitude of child workers after Uttar Pradesh.

The EDWATCH field work conducted in Andhra Pradesh, Bihar and Madhya Pradesh strengthens the view as a significant proportion of children have dropped out from schools without completing full cycle of elementary education. Majority of the dropped out children were from extreme poverty families and preferred children to work for family sustenance. Thus the policy makers and planners need to incorporate and integrate poverty alleviation and strengthening livelihood opportunities along with education initiatives to release children from work

Out of the 12.66 million working children in 2001, about 5.77 million children were classified as 'main workers' and the rest 6.88 million children were as 'marginal workers'¹⁶⁹ Most of the working children are engaged in agricultural activities as wage labourers or cultivators. Manufacturing, processing, servicing and repairs in the household industries engaged 3 % child workers, while 3% child workers were engaged in factory work and the other 15% working children were engaged in service sector, mostly as domestic workers, and in small trade activities . Working children are usually classified in terms of work situations in domestic work, non-domestic and non-monetary work, bonded labour work, wage work in hazardous and non-hazardous occupations and commercial sexual exploitation work. Each work situation has deep-rooted consequences on their human rights, healthcare and future economic production processes.

NFHS-III survey also recorded the extent of working children among 5-14 years. The percentage of de jure children aged 5-14 years, working was found 12%.¹⁷⁰ Rural/ urban variation was significant as against 9% working children in urban areas there were 13% working children in rural areas. They were working either for their own household or for somebody else. Two percent of children are engaged in paid work, 3 percent are engaged in unpaid work for someone who is not a member of their household, 3 percent are engaged in household chores, and 5 percent were engaged in family work. Since children are involved in multiple activities, the total work participation rate of 12 percent is less than the sum of the percentages of children engaged in each type of work. The NHFS report indicated increasing child work participation rate with increasing ages. Thus signifying higher drop-out levels closely associated with high proportion of child work. The child work rate increased from 5 percent among boys age 5-7 years to 15 percent among boys age 12-14 years, and from 5 percent among girls age 5-7 years to 18 percent among girls age 12-14 years. The very young children (age 5-7 years), both boys and girls, are

¹⁶⁹ Main workers are those workers who are found engaged for production activities for more than six months (more than 183 days in a year), while marginal workers are those workers who work for less than six months in a year.

¹⁷⁰ NHFS-III, included a set of questions on the participation by each child age 5-14 years in the household in different types of work. The types of work asked about included work for persons other than members of the household, work in a household business, farm, or selling goods in the street, and work doing household chores. The number of hours worked in the seven days preceding the survey was recorded for all children engaged in any type of work. For work that was done for any person who is not a member of the household, a question was also asked to determine whether the child was paid or not paid for the work. A child worker is defined by UNICEF as any child age 5-11 who, in the seven days preceding the survey, worked for someone who is not a member of the household, with or without pay, or did household chores for 28 or more hours, or engaged in any family business

mainly doing unpaid work for someone who is not a member of their household. The older boys age 12-14 are mainly engaged in paid work or family work, whereas girls in these ages are involved mainly in household chores or family work. Notably, at all ages, girls are more likely than boys to be doing chores and boys are more likely than girls to be working for someone who is not a member of the household or doing other family work.¹⁷¹

The percentage of children engaged in work activities decreases steadily with mother's increasing education, father's increasing education, and increasing wealth quintile. With parents' higher education and greater household wealth, there is a substantial reduction in the extent of paid work, involvement in household chores, and other family work, but involvement in unpaid work for someone who is not a member of the household remains more or less the same.¹⁷² Children from households headed by Hindus or by a member of a scheduled tribe are somewhat more likely to be engaged in work, compared with most of their counterparts. According to the NHFS-III, child work was more prevalent in Gujarat (32%), followed by Rajasthan (20%), Arunachal Pradesh (20%), Tripura (14%). It was least in case of Kerala, Chattisgarh, Himachal Pradesh, Tamil Nadu and Jammu & Kashmir.¹⁷³ Gujarat is engaged in unpaid work for a non-household member; whereas, in Rajasthan and Arunachal Pradesh, a larger proportion of working children are engaged in family work. ASER-2009 report indicated 4% children aged 6-14 years were out-of-school, however the figure was 6.8% in case of girls aged 11-14 years. The proportion of out of school children was higher for Andhra Pradesh, Rajasthan, Jharkhand and Bihar.¹⁷⁴

¹⁷¹ NHFS-III Report.

¹⁷² NHFS-III, Report

¹⁷³ NHFS-III Report.

¹⁷⁴ ASER Report- 2009.

CHAPTER-VIII

Elementary Education Quality Outcomes and Learning Achievements

VIII.1 Education Quality Components

Educational inputs do have significant role to play in the student's participation and retentions in schools. The participation of students in an education cycle and grade completion without dropping out till the end of the process is largely dependent on household characteristics, school infrastructure and teaching environment in terms of teaching manpower and teaching methodology. Teacher's absenteeism owing to poor monitoring and non-accountability to community, induction of para-teachers in primary schools, lack of innovating teaching and learning environment and high Pupil Teacher Ratio (PTR) have significantly affected quality of education. The consequences of these have resulted in higher drop-out rates, lower completion rates and transition rates and in particular lower learning achievements of students. At the other end the household environment inclusive of the economic and social standing of the family paves ways from the very formative years of schooling to higher level. Some of the criterions for measurement of quality of education are survival and retention rates, transition rates from lower classes to upper classes and learning achievements of the students in classes. These parameters have been assessed with the help of both the household survey and the educational institutional survey. However learning achievements have not been directly measured by the EDWATCH survey-2010. But these learning measurements have been assessed with the help of literature review. NCERT and ASER have been continuously undertaking studies in the sample regions to ascertain the learning achievement levels. These reports have been used to analyse the learning achievement levels.

VIII.2 Survival and Retention Rates:

Higher survival or retention rates of children up to a cycle of education (Class I-V / VI-VIII) can be inferred as a significant indicator for attaining higher levels of quality education. It has been established by several empirical studies that survival rates beyond Class –VIII to X are usually higher even among marginalized communities. Therefore improving survival/ retention rates till class VIII will go a long way to attain universal education levels for all sections of population. The apparent survival rate for Grade I-V was 76 in 2008-09 according to the DISE report of 2010. These apparent survival rates were lower for the states of Assam, Bihar, Rajasthan, Jharkhand and few north-eastern states. (Refer Map No. VIII.1).

The cohort survival rates for Class I- V and Class VI-VIII for the surveyed children was found out to measure the quality of the elementary education provided by the government schools. Children who had been enrolled in Class I in 2006 and were continuing / discontinued education in the educational institutes were identified based on household survey. (Refer Table VIII.2 and VIII.2 and Figure VIII.1)

Table No. VIII.1

Cohort Survival Rate for Children attending Schools Class I-V

State	Number of Children attending schools in Class-I 2005-06		Number of this Cohort of Students attending schools Class –II 2006-07		Number of this Cohort of Students attending schools Class –III 2007-08		Number of this Cohort of Students attending schools Class – IV 2008-09		Number of this Cohort of Students attending schools Class – V 2009-10		Percent Cohort Survival Rate I-V	
	B	G	B	G	B	G	B	G	B	G	B	G
Andhra Pradesh	176	162	170	149	162	138	158	128	141	118	80	73
Bihar	589	515	579	498	566	478	548	446	530	412	90	80
Gujarat	162	152	159	147	155	140	150	138	146	134	91	88

Jharkhand	650	598	634	576	609	532	587	486	520	448	80	75
M.P.	290	280	284	275	279	269	275	265	273	260	94	92
Orissa	267	261	260	257	254	249	250	235	246	227	92	87
Punjab	239	226	236	223	232	219	230	217	229	214	96	94
Rajasthan	268	201	263	194	253	185	250	176	249	166	93	83
UP	301	275	295	269	286	252	280	243	274	239	91	87
Uttarakhand	166	159	165	156	163	155	160	153	159	153	96	95
Combined	3108	2829	3045	2744	2959	2617	2888	2487	2767	2371	89	84

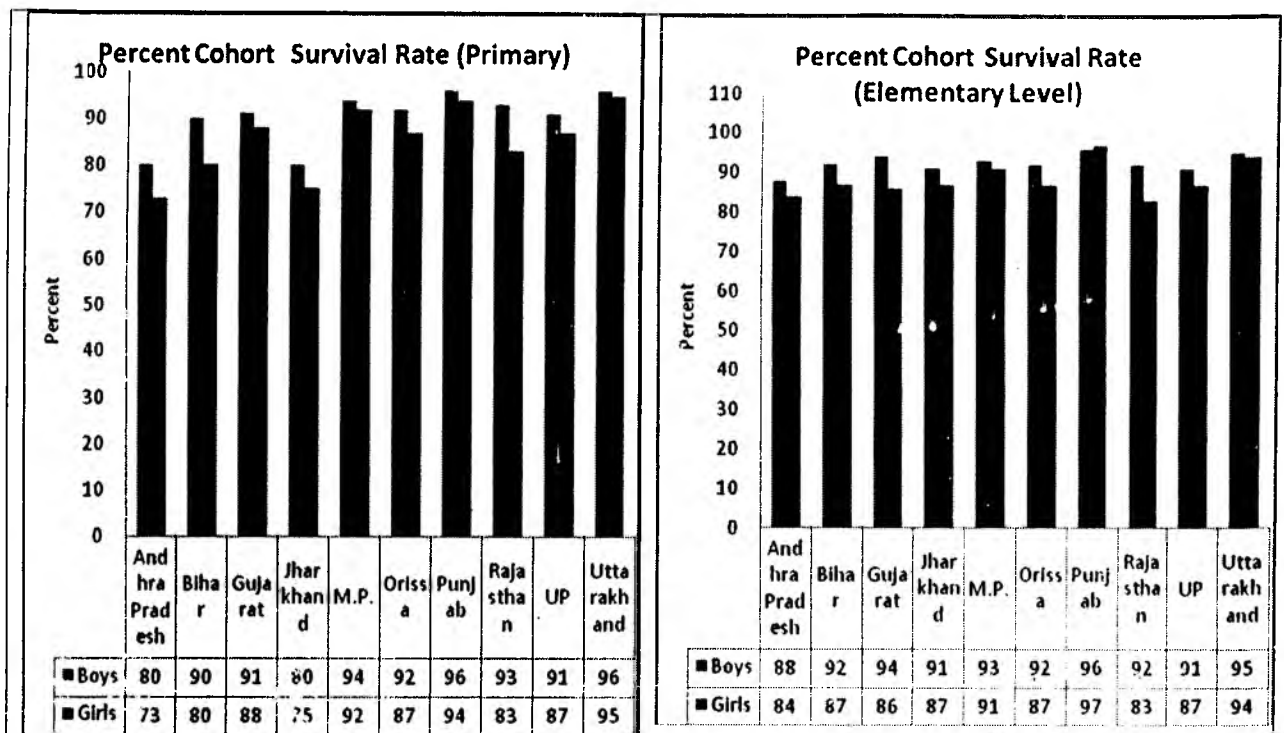
EDWATCH School Survey-2010

Table No.VIII.2
Cohort Survival Rate for Children attending Schools Class VI-VIII

State	Number of Children attending schools in Class-VI 2007-08		Number of this Cohort of Students attending schools Class -VII 2008-09		Number of this Cohort of Students attending schools Class -VIII 2009-10		Percent Cohort Survival Rate I-V	
	B	G	B	G	B	G	B	G
Andhra Pradesh	49	43	45	39	43	36	88	84
Bihar	526	380	516	354	484	330	92	87
Gujarat	17	14	17	14	16	12	94	86
Jharkhand	485	428	472	397	441	372	91	87
M.P.	255	208	247	201	237	191	93	91
Orissa	38	32	37	30	35	28	92	87
Punjab	181	161	176	160	174	156	96	97
Rajasthan	196	152	192	143	180	126	92	83
UP	251	239	241	241	228	208	91	87
Uttarakhand	15	14	15	14	14	13	95	94
Combined	2013	1671	1958	1593	1852	1472	92	88

Source: EDWATCH Survey- 2010

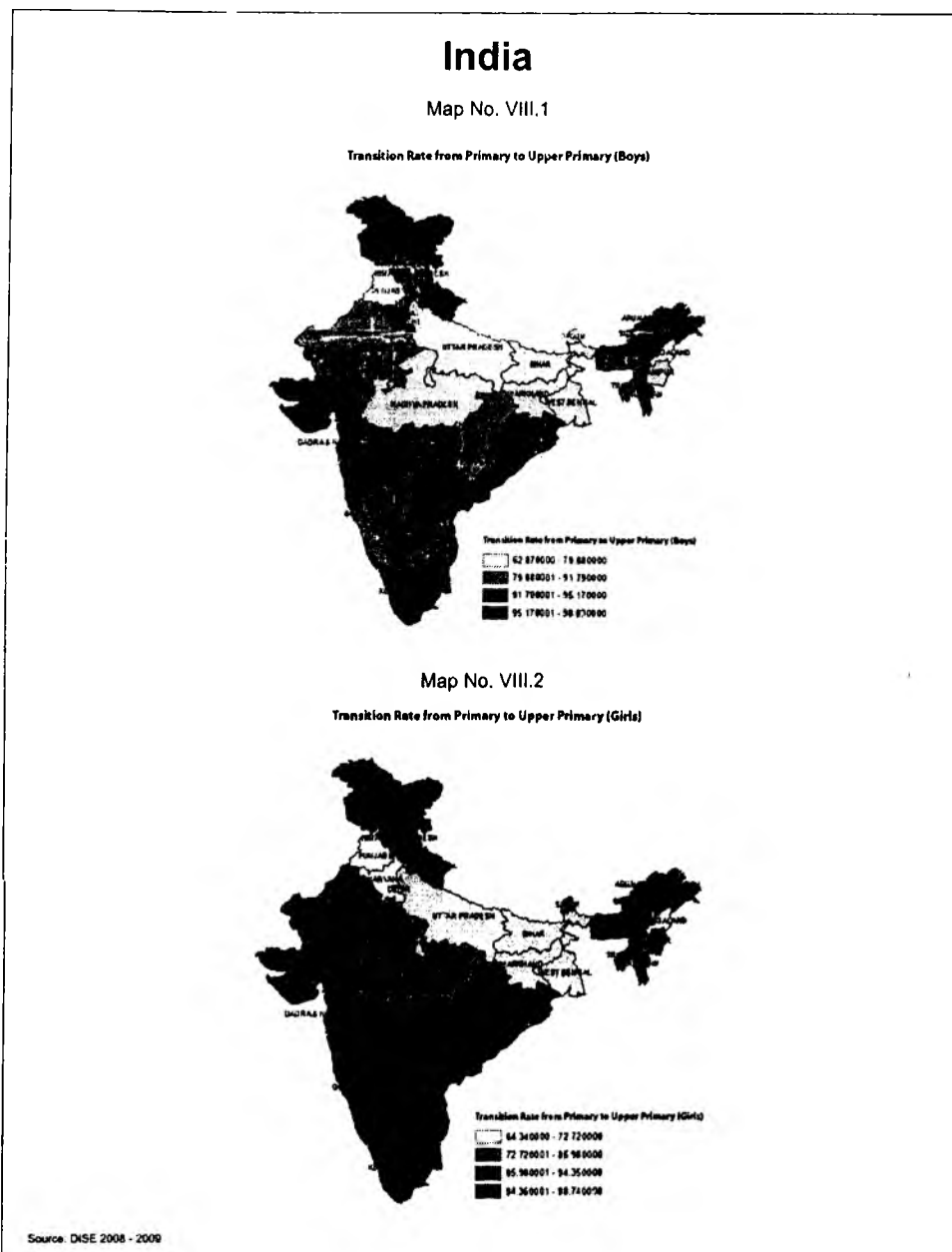
Figure VIII.1



The survival rates indicate 89% for boys and 84% for girls from class I-V, while it was 92% for boys and 88% for girls from class VI-VIII. Thus significant gender gaps exist in the survival rates both at primary and Upper primary levels. Andhra Pradesh and Jharkhand depicted lower survival rates for both gender groups for class I-V. The analysis indicates that efforts should be taken to reduce the wastages in the elementary education system as otherwise scarce resources are getting wasted without the expected achievements.

VIII.3 Transition Rate:

Transition rate of students is another indicator to measure the quality of the education programme. Transition Rates includes the number of students who managed to complete a lower level of schooling and reach a higher level successfully. It is measured by the new entrants at a grade, in relation to the number of enrolments at a lower level in the previous year. Transition Rates may also be more than 100, which indicates that there were new entrants in the particular grade, below 100 indicates that students either failed or dropped out before completing the particular grade. Transition Rates in the study have been calculated for selected villages with a Upper Primary School.



Average transition rate from primary to upper primary level was 83% during 2008-09. There was no gender variation in the transition rate. However states with lower transition rates than the national average were Uttar Pradesh (64%) Bihar (71%), Jharkhand (71%), Madhya Pradesh (80%) and West Bengal (70%). (Refer VIII.2).

The transition rate from the EDWATCH survey 2010 also validates the DISE data

Table No. VIII.3

Transition Rate from Primary to Upper primary Level

State	Transition Rate from Primary to Upper Primary EDWATCH Survey 2010	Transition Rate from Primary to Upper Primary DISE Report -2007-08

	Boys	Girls	Boys	Girls
Andhra Pradesh	89	85	94	93
Bihar	65	68	69	73
Gujarat	95	92	92	91
Jharkhand	65	67	70	73
M.P.	85	83	80	81
Orissa	95	96	94	94
Punjab	97	98	100	100
Rajasthan	90	82	89	81
UP	74	68	63	64
Uttarakhand	96	97	95	94
Combined	85	84	82	82

Source: EDWATCH Survey 2010 and DISE Report-2010, NUEPA, GOI.

VIII.4 Learning Achievements:

Providing basic primary quality education has been one of the major goals of Dakar Education for All declaration. The studies conducted by NCERT¹⁷⁵, Aikara¹⁷⁶ and NCERT-2006, point out poor performance in learning achievements in mathematics, reading comprehension and environmental studies throughout the country. Some of the inputs required for improving the quality of education are weak especially, pupil/teacher ratio and availability of trained teachers. The SSA programme has partly addressed this important component by strengthening the existing District Educational Training Centers (DIETs) and developing block and cluster resource centers. Specific budgetary allocations are provided for the training programmes and providing teaching-learning equipments and materials. However the recruitment of new qualified and trained teachers has taken a back seat and the SSA has opted for recruitment of parateacher (to be trained in 10-15 days) in order to save huge budgetary allocations for salary of teachers. This depicts that low premium being attached to quality of education by the government which encourages parents not to send their children to schools and instead send them for work.

Table No. VIII.4

Findings of NCERT's Learning Achievement Surveys

	Round I	Round II
Class II	63.12	67.84
Class V	58.87	60.31
Class VII	52.24	57.35
Class VIII	53.86	56.29

The NCERT-2006 Survey depicts that learning achievements were low in majority of the subjects for classes V, VII and VIII. Studies conducted by Aikara (Yadav, M.S and Others 2000) and NCERT- 2006 point out poor performance in learning achievements in mathematics, reading comprehension and environmental studies throughout the country. The survey of basic education skills among government primary school children in Punjab shows that more than 50 per cent of the Class V children cannot read a story in Punjabi, over 25 per cent cannot write Punjabi letters, almost 40 per cent cannot subtract and almost 70 per cent do not know how to divide. (THE HINDU October 10 2008).

¹⁷⁵ UNICEF (1996): Progress of the States

¹⁷⁶ Yadav, M.S and Others (2000), EDUCATION FOR ALL, Learner Achievement in Primary Schools, MHRD, GOI and NIEPA.

According to the ASER survey 2009, only 78.5% children of Class I-II can read a letter/ word in the any language, while 79% can recognize number 1-9 or more and 54% can read a letter/word in English. The survey also points out those 64.2% children of class III-V can read text of class-I level, while 56% children can do subtraction and only 17% can read a sentence in English.

The Annual Status of Education Report (ASER) 2010, prepared by the NGO Pratham, was released by Vice-President Hamid Ansari today. The survey, covering 7 lakh children in 14,000 villages across 522 districts, reported a substantial increase in school enrolment figures but no visible improvement in the quality of education.¹⁷⁷ Across the country, the ability of children to deal with elementary arithmetics has declined. A large percentage of middle school children struggled in their everyday dealings with numbers, such as reading a calendar, estimating volume or calculating area. Only 65.8% of children in Class 1 can recognize numbers 1-9, down from 69.3% in 2009. The percentage of students in Class 3 who can solve two-digit subtraction problems has fallen from 39% in 2009 to 36.5% in 2010. The percentage of Class 5 children who can solve simple division problems has fallen from 38% in 2009 to 35.9% in 2010.¹⁷⁸

¹⁷⁷ The Times of India 15th January 2011.

¹⁷⁸ Ibid.

CHAPTER- IX Education Development Index (EDI) and Deprivation Linkages

IX.1 Education Development Index

The challenge of development work in the social sector in India today is one of bridging huge disparities across social groups, gender groups and regions of the country. Unless national and state policies specifically target to address these disparities, through inclusive development targeting all social and ethnic groups, achieving 'equality in outcomes', which is the real goal for human development in education and health will only remain a pipe dream. While inputs, in terms of financial resources and administrative attention, can alone not make a big impact, it is essential that policy and program designs in these crucial social sectors promote a strong equity oriented approach that ensures that regions and population groups that have been lagging behind receive much higher attention and resources. Providing a more equitable distribution of public resources and effort would be a prerequisite for bridging gaps in education, health and other key human development indicators. Persisting with an 'equal, non-discriminatory' approach towards investments and attention will not help us move towards achieving some degree of equality in outcomes.

It is therefore imperative to identify the constraints and determinants for achieving equity in education planning and development. No development program has ever been completed successfully without a sound monitoring and decision support system. The slow progress or the failure of a program to take-off is often associated with poor monitoring and feedback mechanisms. Internationally, UNESCO¹⁷⁹ compares the "Education for All Development Index (EDI)" for various nations, in which India figures at 105th position among 127 nations. There have been various efforts to construct Education Development Indices (EDI) within the country. The Ministry of Human Resource Development (MHRD) supported study in 1998-99 and the Planning Commission sponsored study by Institute of Applied Manpower Research (IAMR) are the two notable ones in this context. Both studies endeavor to compare EDIs across states. Another study was supported by World Bank, which studied district level educational development indices¹⁸⁰.

While the aggregate national level picture is definitely encouraging, there are large variations between states, between districts within a state and between blocks within a district with respect to availability of schools, especially upper primary schools, physical infrastructure of schools and the availability of teachers. Similarly there are huge disparities in enrolment rates, gender gap in enrolments across states and between districts within a state. Attempts to curb Drop-out Rates of Children, Out-of-School children and child labour in India are not achieving the expected results due to multiple combination of determining indicators, which include, social and cultural characteristics of families, economic conditions of households, cost of education, availability of school infrastructure, budgetary allocations of schools, education quality provided by teachers and community participation and school governance issues.

¹⁷⁹ UNESCO, Global Monitoring Report – 2010, " Reaching the Marginalised", Oxford University Press

¹⁸⁰

An attempt has been made to assess the Education Development Index (EDI) among the surveyed schools and its impact on the education enrolments and outcomes. A composite index of the selected EDI indicators was attempted for the states. An outcome index includes indicators for internal efficiency of schooling as well as indicators measuring student achievement levels. The indicators selected for EDI were classified into following dimensions.

IX.2 Selection of Indicators

Measuring access and participation: Measuring access to educational facilities and participation is the starting point of any educational system. Different state governments follow different norms for opening and upgradation of schools and colleges. Access is measured in terms of intake rate and availability of schooling facilities to all children in the relevant age group. It is important to distinguish between the availability and utilization of educational facilities. The availability is a necessary condition but may not be sufficient for its utilization by all social and economic groups.

Process and efficiency related indicators: It refers to the interactions of various inputs to produce outputs. The resource utilization will also be addressed through process related indicators like infrastructure, availability of incentives and human resources.

Output indicators: Outputs are the results or products of the education system in terms of enrolments, completion and quality of learning. In the recent years, emphasis is also placed on learning achievement. How many children have succeeded in achieving the desired level of competencies? The following indicators are included in this category:

Contextual and social and economic indicators: This category of indicators refers to all dimensions of the immediate and wider concern to the functioning of the school. Examples of context variables are the socio-economic status of the school population and general development scenario of households.

The details of indicators selected for the present analysis are:

I. Access

- Number of Elementary Schools per '000' child population
- Number of Elementary Schools per village
- Ratio of Upper Primary to Primary Schools (Negative Indicator)
- Percent Children aged 6-10 years availing primary schooling within the distance of 1 Kilometer
- Percent Children aged 11-14 years availing Upper Primary schooling within the distance of 3 kilometers.

II. Infrastructure

- Percent schools with Pucca structures
- Percent schools with boundary walls
- Percent schools with functional drinking water services
- Percent schools with functional toilets
- Percent schools with functional girls/ women toilets
- Average number of classrooms per primary/ Upper Primary school

- Student/ Classroom ratio

III. Educational Incentives for children

- Percent Students availing free tuition fee.
- Percent Students availing free text books/ free stationery
- Percent Students provided free uniforms/ schoolbags
- Percent Students provided mid-day meals
- Percent Students availing attendance scholarships

IV Teachers Resource and quality components

- Teachers per Primary/ Upper Primary School
- Pupil/ teacher Ratio
- Percent trained teachers
- Percent Teachers received in-service training
- Percent schools with least absenteeism of teachers
- Percent schools with Development and TLM grants used

V Output Indicators- Enrolments, Completion and Quality

- Gross Attendance Rate
- Age Specific Attendance Rate
- Net Attendance Rate
- Percent Students Attending schools to total enrolments
- Drop-out Rates (Negative Indicator)
- Cohort Survival Rates from Class I-VIII
- Transition Rates

VI Equity indicators

- Gender Parity Enrolment Rates
- Percent children enrolled from SC/ ST / Other Backwards Class
- Age Specific attendance rates for girls
- Cohort survival rates for girls Class I-V
- Percent Schools with female toilets
- Percent Schools with female teachers
- Percent Schools with active Community Management

Correlation matrix (Co-linearity among the indicators) was worked out to identify proxy indicators so as to reduce the number of indicator. Based on the correlation matrix a total of 16 indicators were finally selected for the Principal Component Index (PCI)

Based on the above selected sets of indicators EDI was worked out for the sample selected states

After data was cleaned, each indicator was *normalised* by using the following formula:

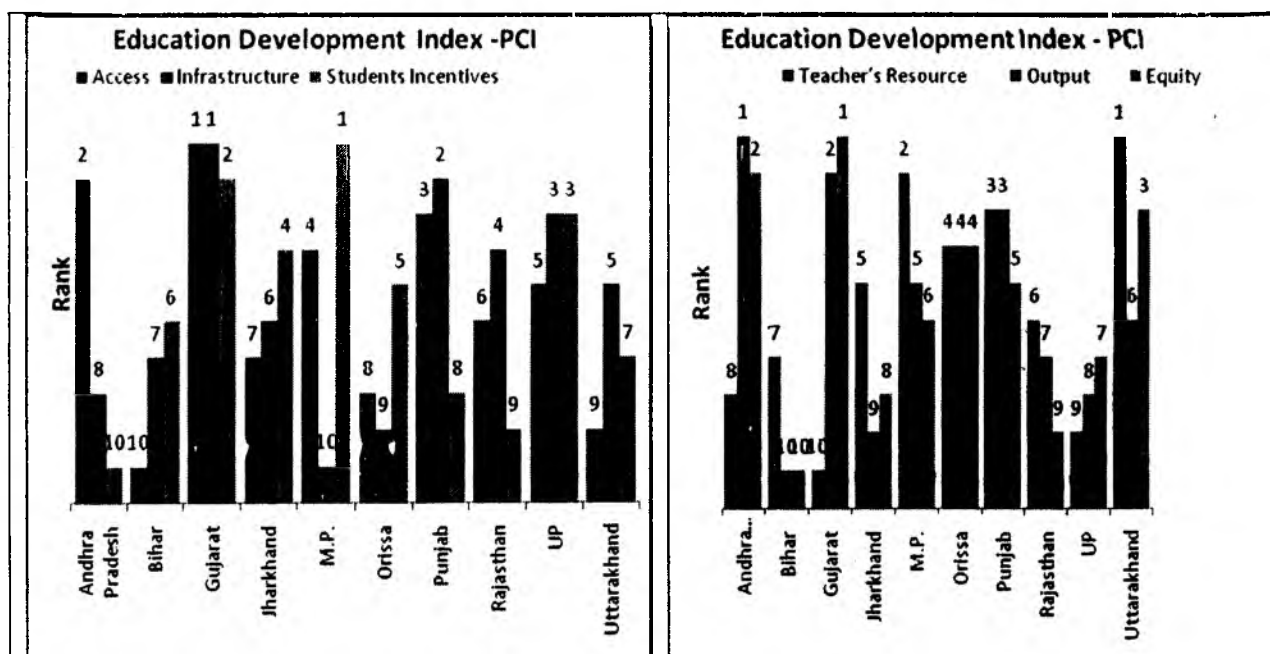
$$NV_{ij} = 1 - \frac{\{Best\ X_i - Observed\ X_{ij}\}}{\{Best\ X_i - Worst\ X_i\}}$$

Upon receiving *normalised values*, *Principal Component Analysis (PCA)* was applied to decide the factor loading and weights.

Table No. IX.1
Composite Index of Education Development Indicators

State	Access		Infrastruct ure		Students Incentives		Teacher's Resource		Output		Equity		ALL	
	PCI	R	PCI	R	PCI	R	PCI	R	PCI	R	PCI	R	PCI	R
Andhra Pradesh	0.93	2	-0.66	8	-2.19	10	-1.08	8	1.03	1	0.92	2	0.75	5
Bihar	-1.93	10	-0.33	7	-0.11	6	-0.69	7	-2.34	10	-1.91	10	-2.16	10
Gujarat	1.71	1	1.40	1	1.04	2	-1.44	10	0.94	2	0.97	1	1.61	1
Jharkhand	-0.36	7	-0.12	6	0.38	4	0.60	5	-0.90	9	-0.39	8	-0.39	8
M.P.	0.37	4	-1.92	10	1.14	1	0.90	2	0.24	5	0.17	6	130	3
Orissa	-0.42	8	-0.96	9	0.14	5	0.60	4	0.29	4	0.70	4	0.18	6
Punjab	0.61	3	0.78	2	-0.29	8	0.73	3	0.67	3	0.28	5	1.44	2
Rajasthan	-0.21	6	0.70	4	-0.80	9	0.25	6	0.11	7	-1.43	9	-1.11	9
UP	0.04	5	0.73	3	0.89	3	-1.18	9	-0.27	8	-0.14	7	0.09	7
Uttarakhand	-0.73	9	0.39	5	-0.20	7	1.30	1	0.20	6	0.81	3	0.97	4

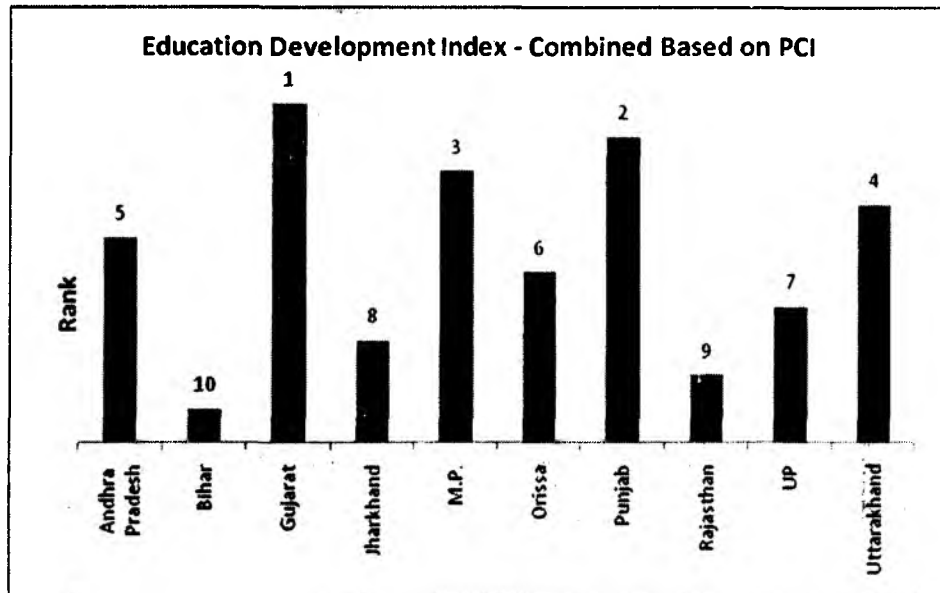
Figure IX 1



The Education Development Index (EDI) based on the selected set of indicators (through Principal Component Index) indicates that Bihar, Uttarakhand, Orissa, Jharkhand and Rajasthan recorded lower EDI for Access, While Madhya Pradesh, Orissa, Andhra Pradesh, Bihar and Jharkhand recorded lower EDI for Infrastructure and Andhra Pradesh, Rajasthan, Punjab, Uttarakhand and Bihar recorded lower EDI for

Students Incentives. The EDI for Teachers resources was lowest for Bihar, Rajasthan, Jharkhand, Uttar Pradesh and Madhya Pradesh. EDI for Outcome was lowest for Bihar, Jharkhand, Uttar Pradesh, Rajasthan and Uttrakhand. EDI for equity indicators was lowest for Bihar, Rajasthan, Jharkhand, Uttar Pradesh, Madhya Pradesh.

Figure No. IX.2



The EDI based on all the selected indicators depict that Bihar recorded lowest EDI followed by Rajasthan, Jharkhand, Uttar Pradesh, Orissa and Andhra Pradesh. Highest EDI was recorded by Gujarat followed by Punjab, Madhya Pradesh and Uttrakhand.

IX.3 Multivariate Analysis – Contextual and Socio-Economic Indicators

In addition an attempt has been made to assess the independent contribution of different set of phenomena on children not enrolled in schools, out-of-school children, and child labour. A multivariate analysis was worked out for the field data collected from the sample survey households. Households having children aged 5-14 years were considered for the analysis. The size of sample was 7119 households selected from 262 villages from 40 blocks selected in the 10 states of the country. Selected indicators identifying the contextual, social-economic issues were as follows

- Education level of parents- Percent parents with schooling background
- Social/ cultural background - percent households SC/ST/ Other backward Classes
- Monthly Education Cost – Percent households with monthly expenditure on children education
- Percent households faced displacements due to natural disasters like flood/ drought etc;
- Percent adults unemployed in households during last six months
- Percent households with indebtedness
- Percent household landless / with marginal land.
- Percent household with severe level of food deficits during last six months

The independent variables used in the study with codes for the multivariate analysis were:

- Mothers Education level: completed, Never Schooled -1, 1-5 years of schooling -2, 5+ years of schooling -3.
- Fathers Education Level completed, never Schooled- 1, 1-5 years of schooling- 2, 5+ years of schooling- 3.
- Monthly Education Cost: Above Rs 200 -1, Up to Rs. 200-2, Nil -3
- Level of food deficit at home : Always deficit -1, Somewhat Deficit -2, Sufficient -3
- Ever faced displacement from original home or current stay place for work due to natural calamity and others. Faced displacement during last two years -1, No displacement during last 5 years -2, Never displaced/ migrant -3
- Percent adults unemployed in family, 6-12 months -1, for 0-6 month -2, Never unemployed during last one year -3.
- Family indebtedness level during last year : Above Rs 10000l -1, up to Rs. 10000- 2, Nil - 3
- Land Ownership: Landless-1, Marginal land up to 100 decimals -2, Above 100 decimals-3
- Access of School (Composite index of school access working for the sample villages) – Least Access -1, Medium access -2, Good Access -3.
- School Infrastructure- Poor -1, Medium -2, Good -3
- Educational Incentives – Poor -1, Medium -2, Good -3
- Teachers Resources – Poor -1, Medium -2, Good -3
- Equity based indicators – Poor -1, Medium -2, Good -3.
- Community Participation in school Governance- Poor-1, Medium-2, Good-3

The dependent variables selected were as follows.

- Child Labour: Whether child aged below 14 years worked for more than three hours in a day at the reference day for the last week. 5-9 years- 1, 10-12 years- 2, 12-14 years-3.
- Child education, years of schooling completed Never Schooled 1, 1-5 years of schooling 2, 5+ years of schooling 3
- Current status of education of children : Never enrolled in schools -1, Enrolled but dropped out before completed class V -2, Currently attending schools -3

To assess the relative importance all the above selected multivariate logistic regression analysis was considered with the whole set of explanatory variables. The regression model adopted in this study was from (Menard, 1995; Hosmer & Lemeshow, 1989)¹⁸¹; to identify the best model a stepwise approach was adopted and the model was selected by a combination of forward selection and backward elimination. Odd ratios of each of the regression coefficients were calculated to predict the dependent variables separately - child labour/ Schooling years of children and current status of attending schools.

**Table No. IX.2
Selected Indicators and Linkages**

Indicator	Current age specific Children attending schools (%)	Percent children (Aged 6-14) dropped –out of school before completing primary./ Upper Primary cycle	Percent children (6-14 Years) working for wages
Parents Education Level			
Never Schooled	62	45	5
1-5 years of schooling	75	29	2

¹⁸¹ Hosmer, D.W & Lemeshow, S (1989): Applied Logistic Regression, John Wiley and Sons, New york.

Plus 5 years Schooling	92	5	0
Monthly Cost on Children Education			
Above Rs 200	91	7	0
Up to Rs. 200	85	9	2
Nil	80	12	5
Level of Food Deficit at Home			
Always Deficit	65	35	5
Somewhat Deficit	84	18	2
Sufficient	92	7	1
Faced Displacement due to disasters			
During last 2 years	68	42	4
2-5 years	78	22	4
Never	84	21	3
Unemployed Adults in family			
For 6-12 months in last year	69	48	5
For 0-6 months in last year	78	35	3
Never Unemployed	87	15	2
Family indebtedness during last year			
Above Rs. 10000	85	25	3
Up to Rs. 10000	82	31	4
Nil	76	30	3
Land Ownership			
Landless	64	46	6
Marginal Land up to 100 decimals	79	27	2
Land above 100 decimals	83	14	2
Composite Index of Access to School			
Poor	85	43	3
Medium	89	40	4
Good	92	36	3
Composite Index of school Infrastructure			
Poor	79	43	3
Medium	85	34	4
Good	92	25	3
Composite Index of Incentives in School			
Poor	82	47	5
Medium	87	32	4
Good	93	25	4
Composite index of teachers resource			
Poor	85	43	5
Medium	83	36	3
Good	88	26	4
Community Participation in School			
Poor	79	49	5
Medium	86	32	3
Good	93	18	3

Source: EDWATCH Survey 2010.

The study suggests that combination of factors work together for prevalence of out-of-school children and child labour. The factors identified through the multivariate analysis were education deprivation of the child and parents, Access to schools, food deficit at home, unemployment status of any family member for more than 6 months, families with no or less land and community participation in school governance.

Therefore reducing out-of-school children proportion and the elimination of child labour requires multi pronged strategy of making schools accessible, providing quality education in schools, attacking food deficit scenario at home through poverty alleviation programmes and providing employment to adults¹⁸². The probability of children with particular characteristics participation in labour force and out-of-school children was calculated. From the different combination of socioeconomic variables, the probability of out-of-school children ranged from 0.34 to 0.87. The probability of child aged 6+ for not enrolled in schools, with poor access to schools, no schooling for mother and father, having deficit food status and adult unemployed for more than 6 months with no land and poor level of community participation in school governance was as high as 89 percent. With the change in the combinations of socioeconomic variables, the probability of existence of out-of-school decreased and varied substantially. The result suggested that there might be some other socio-economic characteristics which need to be explored and included in the analysis to determine increased probability of participation in the labour force.

Poor access of the school was contributing 32% for the out-of-school situation in the field areas. Older children aged 10-14 years were 86% more likely to be out-of-school and work. Children education were negatively associated with child labour, children educated up to class V and more than class V were less likely to be employed as child labourers in the proportion of 22% and 48% respectively. Similarly mothers and fathers education level was also negatively associated with out-of-school children and child labour. Significantly food status deficit was also negatively associated with out-of-school children and the child labour, lower the food status deficit lower was the chances of out-of-school children and child labour and visa versa. Thus food security was closely associated to less child labour. Adult unemployment was positively associated with the out-of-school children and child labour. Higher the period of adult employment higher was the chance of child labour. Household land ownership was again negatively associated with the out-of-school children and child labour. Children of households having land up to 100 decimals were 35% and with land above 100 decimal 57% less likely to work than the children's families with no land. Community participation seems to be closely affecting the out-of-school as well as years of schooling devoted by the pupil. Community participation was contributing 35% for reducing out-of-school situation for children in the study area.

The results suggest that the presence of out-of-school children and potential child labour is a complex phenomenon, related to multiple issues and situations. It is a cause and consequence of vulnerabilities-poverty (food deficit at home), illiteracy of child, higher age children out-of-school, illiteracy of their parents, adult unemployment and non availability of agricultural land for livelihood opportunities.

¹⁸² Hosmer, D.W & Lemeshow, S (1989): Applied Logistic Regression, John Wiley and Sons, New york.

The Way Forward and Recommendations

Ensure proper implementation of Right to Elementary Education across all states uniformly. Besides bringing about design changes, government must be made accountable through social audits, filing right to information applications and demanding children's right to quality elementary education. Moreover, it is likely that once the Act is notified, a number of different groups affected by this Act will challenge it in court. States government should make a state education committee with proper judicial power. It is, therefore, critically important to follow such cases and where feasible provide support which addresses their concerns without jeopardizing the implementation of the Act. There is a need of establishment of a comprehensive States Education Commission which could establish the coordination at the different ministerial level. It implies concerted efforts towards creating awareness among the people related to the various provision of the act so that people could ensure the proper implementation of the act.

Although the right to Education has been implemented from 1 April 2010, the state level laws are yet to be made. These state level laws should be made in line with the Central laws with full public participation. Government should ensure 6 percent of GDP or 20 percent of Government expenditure be provisioned for education, and half of this public spending on education needs to be targeted towards elementary education. Owing to the fiscal problems faced by state governments Central assistance should be increased to 85% of funds required at least from the initial years.

The existing laws for protection of child rights should be enforced suitably and implemented strictly for total eradication of the menace of child labour, child servitude and child trafficking, and all the children of age group 0-18 years are enrolled in schools. There is provision for the states to enlarge the age group from 0 to 18 under 86 amendment of the constitution; therefore states should adopt sufficient measure to incorporate such group as per requirements (as it is needed in most of the states).

Schools need to be made aware of provisions of the 25% reservations, the role of SMCs and the requirements under the Schedule. This can be undertaken through mass awareness programs as well as ensuring proper understanding by stakeholders responsible for its implementation. Schools should constitute School Management Committees (SMCs) comprising local authority officials, parents, guardians and teachers. The redressal mechanisms for strict implementation of RTE Act must be strengthened. This requires sufficient financial assistance to the School Management Committee in order to make it more vibrant and functional.

All forms of privatizations including the Public Private Partnership or franchise to corporate bodies that leads to profiteering, commoditization and weakening the public education system should be dropped. Government should adopt various funds generating mechanisms such as education cess in order to generate adequate fund for the implementation of RTE, rather than allowing private sector to enter into this sector without any regulations. There should be enabling and regulating mechanism in place for private schools, so as to reduce exploitation. Steps should be made to ensure quality of education, regular and trained teachers should be recruited in place of untrained and Para teachers. There is need of recruitment of permanent teacher with respected amount of remuneration, so that they could pay more interested in delivering proper education to the children.

Para teachers recruited, so far should be trained and regularized. Provisions should be made in the said legislation for quality education system with measurable indicators so that parents and community can monitor the quality of education. Efforts should be made to empower and build capacity of School Management committees to be able to strengthen school governance, planning and monitoring in a supportive manner.

The implementation of RTE Act must be supported with financial commitments of the Central and State Governments. This obviously requires substantially increased public spending for both elementary and secondary school education, which must be seen as a priority area for spending. Government should build more school at the easily accessible distance and do not let private groups to perform the job what government should perform.

There is a strong case for changes in the current norms of central government disbursement to states as educationally backward states require special treatment. There should also be greater flexibility in disbursing funds down to the school level and a greater degree of autonomy of local level management in the use of funds. The norms and rules should allow schools to adapt to local conditions and meet particular requirements of their students. Educational reform proposals should be judged against the criteria of cost-effectively initiatives especially improving the level and distribution of learning achievements.

Currently school education is highly segmented, even in government-run institutions, as a result of the parallel track of "education centres" in some states. These separate systems must be integrated to give all children access to schools of acceptable quality, which will obviously require additional spending.

Community participation is an important instrument to ensure accountability and improve the day-to-day functioning of schools. This in turn means that the management of schools, including the use and management of funds, should be decentralised to local authorities as far as possible, whether they be panchayats, Village Education Committees or municipalities, and to School Boards that have representation of all stakeholders including parents.

Master plans and local development plans for schools must explicitly incorporate the physical requirements for schooling, including provisions for playgrounds and other school facilities. At the same time, planning for school education must take into account the ecology of education – the need to adjust school systems to agro-climatic and other local variations.

The system of school inspection needs to be revamped and revitalised, with a greater role for local stakeholders and greater transparency in the system. The solution does not lie in simply expanding the system – rather, we need to develop systems to ensure meaningful monitoring, including provision of greater facilities to school inspectors, a separation of inspection of qualitative and administrative aspects, transparency in the criteria of inspection, and greater involvement of local stakeholders.

Teachers are the single most important element of the school system, and the country is already facing a severe shortage of qualified and motivated school teachers at different levels. Teaching posts with qualified teachers must be expeditiously filled up. Nonteaching official duties such as electoral activities should not be allowed to interfere with the teaching process. Forums that allow and encourage teachers to exchange ideas, information and experiences, including a web based portal, should be developed. The training of teachers is a major area of concern at present, since both pre-service and in-service training of school teachers is extremely inadequate and also poorly managed in most states. Pre-service training needs to be improved and differently regulated in both public and private institutions, while systems for in-service training require expansion and major reform that allows for greater flexibility.

Curriculum reform remains a critically important issue in almost all schools. School education must be made more relevant to the lives of children. There is need to move away from rote-learning to understanding concepts, developing good comprehension and communication skills and learning how to access knowledge independently. Language issues must be explicitly taken on board in designing school curricula and methods of pedagogy. This also requires substantial changes in the examination system. There is need for a national body to monitor the quality of both government and private schools, to ensure that minimum standards are met in terms of learning outcomes.

Early childhood education is extremely important and must be universalized through close coordination with line departments.

Distance and difficulty of physical access are important reasons for school drop-out, especially in such areas. Sometimes it is also the case that such areas are inhabited by particular communities with their own language or dialect that is different from the state language; hence they are excluded from the school services. In order to ensure access to schools for children in such areas, Special strategies are required to ensure greater access to schools in backward regions, remote locations and difficult terrains. There is need to re-orient official strategies for ensuring better access of Muslim children to schooling. The access of children from Scheduled Tribes requires more flexible and sensitive schooling strategies.

Measures are required to ensure greater enrolment and retention of girl students. Children of seasonal migrants require special conditions and efforts to ensure continuous access to schooling. Labouring children require incentives and bridge courses. The needs of physically disadvantaged children, as well as teachers, have to be factored in more thoroughly in provisions for school education.

Annex I

Consultation Itinerary

Date	Place	No. of Teacher Participated	No. of NGO Member Participated
October, 2009	Dehradun, Uttaranchal	25	2
December, 2009	Bhuvaneshwar, Orissa	20	0
January, 2009	Patna, Bihar	20	0
February, 2010	Ahmedabad, Gujarat	12	2
February, 2010	Hyderabad, Andhra Pradesh	15	8

Annex II

Sample Survey Details

State	Districts	Blocks	Schools in Village	Village	Tot_HH Selected			
Andhra Pradesh	Mehboob Nagar	Addakal	UPS Kommireddy Palli	Kommireddy Palli	25			
				Gowddevara Pally	25			
				UPS Chakrapur	Chakrapur	25		
					Kanakapur	25		
				UPS Timmayi Pally Tanda	Timmayi Palli Tanda	25		
					Kataram Tanda	25		
				PS Vemula	Vemula	25		
					Chennampally	25		
				Ghanpoor	UPS Mohammad Hussain Pally	Mohammad Hussain Pally	25	
					Gattukadi Pally	25		
				UPS Kamaluddinpur	Kamaluddinpur	25		
				TirumalayaPally	25			
				UPS Appareddy Pally	Appareddy Pally	25		
					Bodagattu Tanda	25		
				UPS Uppar Pally	Uppar Pally	25		
					Rukkana Pally	25		
				Adilabad	Tamsi	Indira Nagar	Indira Nagar	25
							Karangi	25
				Savargam	Savargam	25		

				Bandal Nagapoor	25
			Old Anthor Gaon	Old Anthor Gaon	25
				New Anthar Gaon	25
			Ram Nagar	Ram Nagar	25
				Gubidipally	25
		Bela	Masala	Masala	25
				Talkli	25
			Mangrood	Mangrood	25
				Kobbai	25
			Jononi	Jononi	25
				Soncas	25
			Kamgarpar	Kamgarpar	25
				Bedoda	25
Bihar	Arariya	Jokihat	UMS Nawanankar	Bada Sahu Tola	25
				Bara Istambrar	25
			MS Chakai Hat	Sheikh Tola	25
				Yadav Tola	25
			PS Bhagwanpur	Sardar Tola	25
				Mushari Tola	25
			PS Kanya Chainpur	Saddam Tola	25
				Rishidev Tola	25
		Bhargama	UMS Hingwa BMC	Dhaneswari	25
				Hatti	25
			MS Birnagar	Jorganj	25
				Naya Bhargama	25
			MS Bhargama	Adi Rampur	25
				Raghunath Pur	25
			MS Simarbanni	Shimarbanni	25
				Dhangara	25
	Madhepura	Shankarpur	PS chauraha	Chauraha	25
				Mushari	25
			MS Garha Rampur	Sardan Tola	25
				Chheddi Yadav Tola	25
			UMS Vasant Pur (North)	Bhar Tola	25
				Ramtola	25
			MS Hasanpura	Harijan Tola	25
				Mehta Tola	25
		Sinheswar	MS Kanhua Godhiyari	Kanhua	25
				Manpur	25
			MS Gahumani	Gahumani	25

				Lalapatti	25
			MS Bhawanipur	Bhawanipur	25
				Sukhasan	25
			MS Lalpur Saropatti	Lalpur	25
				Gultara	25
Gujarat	Anand	Tarapur	Mobha	Mobha	25
				Jalla	25
			Galiyana	Galiyana	25
				Fatepura	25
			Padara	Padara	25
				Jafarabad	25
			Kanavada	Kanavada	25
				Rasalpura	25
		Umareth	Zalaboradi	Zalaboradi	25
				Ardi	25
			Navapura	Navapura	25
				Rajanagar	25
			Keshavnagar	Keshavnagar	25
				Tarpura	25
			Bhatpura	Bhatpura	25
				Baldevpura	25
	Panchmahal	Kadana	Ankaliya	Junagam Ankaliya	25
				Maliya Faliya Ankaliya	25
			kadana	Chhatrapura	25
				Vaghariya Andhari	25
			Rathadabet	Rathada Juni Vasahat	25
				Royaniya Rath	25
			Math Kotal	Amboja Juni Basahat	25
				Relwa	25
		Halol	Vakadiya	Amrapura	25
				Rathwa Faliya Wankariya	25
			Desar	Virapura	25
				Galampura	25
			Muldhari	Kantariya	25
				Pingani Mowari	25
			Panelau	Wonseti	25
				Tajpura	25

Jharkhand	Palamu	Sadar	Rajkiya 174adhy- vidyalaya	Jond	25
				Khanwa	25
			Uthkarmith Madhya-vidyalaya (kusumtan)	Matpurahi	25
				Li'wakaram	25
			MadhyaVidyalaya Chiyanki	chiyanki	25
				Bhimgara	25
			MadhyaVidyalaya Baratola	Bahallolwah	25
				Guriyahi	25
		Bisrampur	Kanya MadhyaVidyalaya Rahela	Rahela	25
				Bishunpur	25
			MadhyaVidyalaya Bisrampur	Bisrampur	25
				Koshiyar	25
			Godarma Madhyavidyalaya	Godarma	25
				Barwadi	25
			Uthkarmith Madhyavidyalaya Murma khurd	Murma Khurd	25
				Sankha	25
	Giridih	Sadar	Upgrade School Rajpura	Maniklalo	25
				Tiwaridih	25
			Middle School Maheshlundi	MaheshLundi	25
				Karharban	25
			Upgrade Middle School Bauradih	Bauradih	25
				Maniamadih	25
			Middle School Sugasar	Sugasar	25
				Ranidih	25
		Gandey	Middle School Gandey	Gandey	25
				Gandhi Nagar	25

			Middle School Ahiliyapur	Fatehpur	25
				Ahiliyapur	25
			UMS Irchhitta	Dahuatand	25
				Dokidih	25
			Middle School Parbatpur	Deopur	25
				Lakhanpur	25
Madhya Pradesh	Sidhi	Sidhi	MS Khoh	Khoh	25
				Gandhigram	25
			MS Baghra	Baghra	25
				Harbaro	25
			MS Gajarha	Gajarha	25
				Etohin	25
			MS Pawha	Pawha	25
				Barambaba	25
		Kusmi	MS Nagpokhar	Nagpokhar	25
				Hardi	25
			MS Ramgarh	Ramgarh	25
				Magra	25
			MS Kudariya	Kudariya	25
				Matkhaniya	25
			MS Dukhariya	Dukhariya	25
				Nawaangar	25
	Anuppur	Jaithari	MS Lakhanpur	Lakhanpur	25
				Agariyanagar	25
			MS Dhiraul	Dhiraul	25
				Behradhola	25
			MS Dhangawan East	Dhangawan East	25
				Balbahara	25
			MS Dahngwan West	Dhangwan West	25
				Parariya	25
		Pushparaj Garh	MS Patna	Patna	25
				Badhaar	25
			MS Rajendragram	Rajendragram	25
				Kohka	25
			MS Dudhmaniya	Dudhmaniya	25
				Piharwahi	25
			MS Kironda Pani	Kironda Pani	25

				Naguli Dadar	25
Orissa	Kyunjhar	Hatadihi Pura	Rampaas	Bada Rampaas	25
				Nua Rampaas	25
			Banthala	Sankhana	25
				Jambhira	25
			Elakana	Jalakalanga	25
				Hatadihi	25
			Jaganath	Basantia	25
				Nandipada	25
		Ghassipura	Dipapal P.S.	Dipapal	25
				Kumbhana	25
			Dihasaki P.S.	Dihasaki	25
				Hatisala	25
			Dhinkiya P.S.	Dhinkiya	25
				Gaudabahali	25
			Raghabpur P.S.	Deogaon	25
				Raghabpur	25
	Bhadrak	Bhadrak Satar	Adiwasi Colony P.S.	Charighariya	25
				HarijanSahi	25
			KodaBaruah UG PS	Kodabaruah	25
				Khetrapal	25
			Nalan UGUME	Nalan	25
				Panisahi	25
			Aparathibhinda PS	Aprathibhinda	25
				Kumbhara Sahi	25
		Basudebpur	Mandari Harijan PS	Radhanathpur Aria	25
				Prabodhpur	25
			Rambhara Sahi Project PS	Sureswarapur	25
				Para	25
			Balibindha PS	Bhairabpur	25
				Balibindha	25
			Mahisapada PS	NewIndia Sahi	25
				Vasudevpur	25
Punjab	Hoshiyarpur	Dasua-I	Alampur	Gorsian	25
				Alampur	25
			Chakbamu	Pasibet	25
				Chakbamu	25
			Meva Miyani	Meva Miyani	25
			Rajpur	Rajpur	25

		Hajipur	Nikuchak	Heer	25
				Nikuchak	25
			Hazipur	Balam	25
				Hazipur	25
			Behranga	Siprian	25
				Behranga	25
			Ulaha	Pattibhorl	25
				Ulaha	25
	Gurudaspur	Dorangla	Bhamani	Jhabkra	25
				Bhamani	25
			Barial	Dorangla	25
				Barial	25
		Dhar-2	Ghoh	Jugail	25
				Ghoh	25
			Doong	kahanpur	25
				Doong	25
Rajasthan	Banswara	Sajjan Garh	Rohaniya Laxman Singh	BhuraKuan	25
				Ukala Sath	25
			SajjanGarh School	Rath Dhanraj	25
				Etala	25
			Tondi Bari	kasarwari	25
				Maska Bara	25
			Machhara Sadh	Saatsera	25
				Muniya Khunta	25
		Kushal Garh	Akhepura	Kubala Bara	25
				Nagda	25
			Wagariafala Kushal Garh	Devda Sath	25
				Pali Bari	25
			Chhoti Sarwa	Patan	25
				Survan	25
			Khetapari	Ukala	25
				Himmat Bari	25
	Jhalawar	Patan	kalmandi	Kalmandi	25
				Ralayta	25
			Biriya Kheri	Biriya Kheri	25
				Titar Wasa	25
			Bagdar	Bagdar	25
				Jaitpura	25
			kotda	Kotda	25
				Durgpura	25

		Sunel/Pidawa	Karal Gaon	Karal Gaon	25
				Molkaya Kalan	25
			Devar	Devar	25
				Repla	25
			Jhijhiniya	Jhijhiniya	25
				Devnagar	25
			Nayagaon	Nayagaon	25
				Napaniya	25
Uttar Pradesh	Sitapur	Khairabad	PS Parsehrakala	Nawabpurba	25
				Nanhepur	25
			Ps Chilbara	Maheshpur	25
				Rajapur	25
			PS BadriPur Mesurpur	Minapurba	25
				Kanaayatpur	25
			PS Koliya	Badrikheda	25
				Newada	25
		Machhrehta	UPS Jat Purba	Jat Purba	25
				Sataliya	25
			PS Rajpur Kharg	Rajpur Kharg	25
				Baburiha	25
			UPS Kesra	Kesra	25
				Sahpur	25
			PS Akkilpura	Akkilpura	25
				Kalupur	25
	Barabanki	Suratganj	JHS Sohail	Sohail	25
				Raipur	25
			JHS Chheda	Chheda	25
				Sonahra	25
			JHS Masuriha	Bhagwanpurba	25
				Rajjabpurwa	25
			JHS Harkka	Parwatpur	25
				Harkka	25
		Banki	JHS Bahadurpur	Bahadurpur	25
				Manjhlepur	25
			JHS Jinhauli	kurauli	25
				Darapur	25
			JHS Mothari	Mothari	25
				Karkha	25
			JHS Kothi Deah	Puremoti	25
				Obrai	25

Uttarakhand	Tihri	Pratapnagar	Majhav	Piplogi	25
				Majhav	25
			Molga	Noghar	25
				Molga	25
		Chamba	Guldi	Tangala	25
				Guldi	25
			Jardhar Gaun	Bahera	25
				Jardhar Gaun	25
	Chamoli	Deval	Wan	Mundoli	25
				Wan	25
			Deval	Nandkeshari	25
				Deval	25
		Karn Prayag	Tephana	Gandhi Nagar	25
				Tephana	25
			Koti	Pudiyani	25
				Koti	25
10	20	40	148	294	7350

Annexure-III
5SCHEDULE - I

Household Survey Schedule

Identification:

[5] Descriptive identification of sample household

1. District:	4. Name of head of household:
2. Tehsil/town/block:	5. Name of informant:
3. Village name:	6. Date:

2. Household characteristics

- | | |
|-----------------------------|---|
| 1. Social group (code) | 7. Major source of drinking water (code) |
| 2. Religion (code) | 8. Is water treated before drinking? (yes - 1, no -2) |
| 3. Land possessed as on the | 9. If 1 in item 8, type of water treatment |

date of survey	(code)
4. Type of structure (code)	10. Water source within premise (yes - 1, no -2)
5. Type of latrine (code)	11. Primary source of energy for cooking (code)
6. Latrine within the premise (yes - 1, no -2)	12. Type of drainage (code)

item 1 - social group: *scheduled tribe-1, scheduled caste -2, other backward class -3, others- 9*

item 2 – religion: *Hinduism -1, Islam -2, Christianity -3, Sikhism -4, Jainism -5, Buddhism -6, others*

item 3 – land possessed (class interval in acres): *less than 1acre -01; 1 to 3acre -0; 3 to 5 acres -; 5 acres to 10 acres -04;more than10 acres -05;landless -06.*

item 4 - type of structure: *structure: pucca - 1, semi-pucca -2, serviceable kutcha -3, unserviceable kutcha – 4;*

item 5 – type of latrine: *latrine: service - 1, pit - 2, septic tank/ flush system - 3, others - 9; no latrine – 4*

item7 - major source of drinking water: *bottled water – 1, tap – 2, tube-well/hand pump-3, tankers - 4, pucca well – 5, tank/pond reserved for drinking – 6, river/canal - 7, others – 9*

item 9 – type of water treatment: *ultra-violet/resin/reverse osmosis – 1, boiling – 2, filter – 3, cloth screen – 4, any disinfectant – 5, others – 9*

item 11 –primary source of energy for cooking: *coke, coal – 01, firewood and chips – 02, LPG – 03, gobar gas – 04, dung cake – 05, charcoal – 06, kerosene – 07, electricity – 08, others – 99; no cooking arrangement – 10*

Item 12 – type of drainage; *drainage: open kutcha - 1, open pucca - 2, covered pucca - 3, under ground – 4; no drainage – 5*

- col. 3 - **relation to head:** self - 1, spouse of head - 2, married child - 3, spouse of married child - 4, unmarried child - 5, grand child - 6, father/mother/father-in-law/mother-in-law - 7, brother/sister/brother-in-law/sister-in-law/other relatives - 8, servant/employees/other non-relatives - 9
- col. 6 - **marital status:** never married - 1, currently married - 2, widowed - 3, divorced/separated - 4
- col. 7 - **general educational level:** not literate - 01; literate: without formal schooling - 02, below primary - 03, primary - 04, middle secondary - 05, secondary - 06, higher secondary - 07, diploma/certificate course - 08, graduate - 10, post-graduate & above - 11
- col. 8 - **usual activity status:** worked in hh enterprise (self-employed): own account worker - 11, employer - 12, worked as helper in hh enterprise (unpaid family worker) - 21; worked as regular salaried/wage employee - 31; worked as casual wage labour: in public works - 41, in other types of work - 51; did not work but was seeking and/or available for work - 81, attended educational institution - 91, attended domestic duties only - 92, attended domestic duties and was also engaged in free collection of goods (vegetables, roots, firewood, cattle feed, etc.), sewing, tailoring, weaving, etc. for household use - 93, rentiers, pensioners, remittance recipients, etc. - 94, not able to work due to disability - 95, beggars, prostitutes - 96, others - 97

[4] Children Particulars (Aged 5-18 years):

Name	Age/ Sex	Education Level	Currently Attending School Date of Enrolment/	If not attending currently engaged in work Y/N	Give details about nature of work / time devoted per day and wages earned per month

Children Aged 5-14 in the Family:

If any child (5-14 years of age) is out-of school/ dropout, why don't you send the child to school give reasons:

Any specific reason for not sending children to school:

BOYS:

GIRLS:

[5] School Availability:

Give details of school availability for your habitation/ village

Distance Range from your Village	Type			Type			Type				
	Govt.	Private	NGO	Formal			EGS	AIE	Boys	Girls	Both
				P	M	H					
Less than 1 Km											
1-3 Kms											
3-5 Kms											
Above 5 Kms											

EGS: Education Guarantee School, normally informal, AIE: Alternative & Innovative Education (Bridge Course School). P: Primary, M: Middle, H: High School

[6] Has any survey been conducted to identify children in your locality, who are either out-of-school or children who are working: Yes/ No

[7] If yes, when was it conducted and who conducted it:

[8] Have you heard of any programme for withdrawing children (aged 5-14 years) from work? Yes / No

[9] If yes, when was it and who were instrumental in creating such awareness?

[10] Have you heard of Sarva Shiksha Abhiyan: Yes/No

If yes give details.

[11] Have you been consulted by any government official/ NGO/ Panchayat Members for developing schools under SSA.

[12] Expenditure incurred by you for your Children's education in last one year.

S. No.	Items	Amount	in	Rs.	
1	Fees				
2	Books				
3	Transportation				
4	Dresses				
5	Others				

[13] Did you send your children to school due to the Sarva Shiksha Abhiyan: Yes (1)/ No (2).

If yes, Give details as follows:

Name	Age	Sex	Types of school	Class	Whether continuing or dropped out

[14] Are any of your family member Panchayat member/ Village Education Committee member/ Mother's Committee member/ other decision body members?

[15] If yes, what are the functions and duties of such committee? Give details.

[16] Your Contribution to the School.

[17] Do you visit school for PTMs? Yes (1)/ No (2)

If yes, how often?

[18] Are teachers regular in the schools? Yes (1)/ No (2)

[19] Comment on the quality of Education given in the Schools.

[20] Any suggestions for improving the School quality.

[21] Why do children usually dropout in between? Give reasons.

[22] Will you continue education of your children after completing the schooling from the present school? Yes (1)/ No (2)

If No, state reasons.

Food security:

1. Do you have sufficient food available to last throughout the year: Yes/ No

If No

1.1. Do you avail PDS facility? (yes - 1, no -2)	
1.1.1 Do you get it under General(1)/ Below Poverty(2)/ Antodaya Scheme(3)	
1.2. If yes, how many family members are covered by the facility?	
1.3. What is the frequency of receiving the goods? (code)	
1.4. Is the amount sufficient for the members in the household? (yes-1, no-2)	
1.5. If it is not sufficient, what alternative arrangements are there	
1.6. If you are not availing the facility, give reasons? (code)	

Item 3: once in a week -1 ; once in fortnightly-2; once in a month-3; Irregular-91

item 6: not eligible-1; not satisfied with item quality-2; not satisfied with the service-3; others- (specify)

SCHEDULE –II

Education Status Field Survey

(School Information Schedule)

A. School Particulars

11. School name: _____
12. Rural/Urban (Rural = 1 / Urban = 2)
13. Village name/Ward No. _____
14. Pin code
15. Name of Cluster Resource Centre (CRC) _____
16. Village Panchayat/City/Town name _____
17. Revenue Block/Mandal/Taluk name _____
18. Educational Block/Mandal/Taluk name _____
19. Distance in Kms. a) From Block H.Q.
b) From CRC
20. Year of establishment
21. School category¹⁸³
22. Type of school¹⁸⁴
23. Managed by¹⁸⁵
24. Lowest class in school
25. Highest Class in school
26. Pre-primary section attached to school (Yes = 1 / No = 2)
- If yes: 26. a) Total students
26. b) Total teachers
27. Residential school (Yes=1/No=2)

¹⁸³ Primary (1) / Primary with Upper Primary (2) / Primary with upper primary and secondary/higher secondary (3) / Upper Primary only (4) / Upper Primary with secondary/higher secondary (5)

¹⁸⁴ Boys(1) / Girls(2) / Co-educational(3)

¹⁸⁵ Department of Education (1) / Tribal/Social Welfare Department (2) / Local body (3) / Pvt. Aided (4) / Pvt. Unaided (5) / Others (6) / Un-recognized (8)

If yes: Type¹⁸⁶

18. Is the school building used as a part of shift school [Yes = 1 / No = 2]

19. Last academic year details

a) No. of instructional days

b) No. of academic inspections

c) No. of visits by CRC coordinators

d) No. of visits by BRC coordinators

20. School funds (last completed financial year)

	Receipt (Rs.)	Dates
a) School Development Grant (under DPEP/SSA)	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
b) School Maintenance Grant (Under DPEP/SSA)	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
c) TLM Grant (Under DPEP/SSA)	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
d) TLE Grant (Under DPEP/SSA)	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
e) Funds Collected from students	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
f) Funds from other sources	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>

21. Staff category (primary and upper primary only) No. of sanctioned posts (if applicable)
Number in position

	Sanctioned	Appointed	Vacant
a) Regular Teaching Staff	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>
b) Para Teacher /Shiksha karmi / Guruji / Community teacher	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>
c) Non-teaching Staff	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>

22. Medium of Instruction¹⁸⁷ a) b) c) d)

¹⁸⁶ Ashram (Govt.) (1) / Non-Ashram type (Govt.) (2) / Private (3) / Others (4) / Not applicable (5) / KGBV (Kasturba Gandhi Balika Vidyalaya) (6)

¹⁸⁷ Assamese (01) / Bengali (02) / Gujarati (03) / Hindi (04) / Kannada (05) / Kashmiri (06) / Konkani (07) / Malayalam (08) / Manipuri (09) / Marathi (10) / Nepali (11) / Oriya (12) / Punjabi (13) / Sanskrit (14) / Sindhi (15) / Tamil (16) / Telugu (17) / Urdu (18) / English (19) / Bodo (20) / Mising (21) / Dogri (22) / Khaci (23) / Garo (24) / Mizo (25) / Bhutia (26) / Lepcha (27) / Limboo (28) / French (29) / Others (99) Private

B. School building, equipment, facilities, furniture and other data

1. Status of School Building¹⁸⁸

2. Type of School Building (not to be filled for schools without building)

	Type of building	No. of building blocks	No. of classrooms used for instructional purposes	Other rooms
a.	Pucca			
b.	Partially pucca			
c.	Kuccha			
d.	Tent			

3. Condition of classrooms

a. Good b. Need minor repair c. Need major repair

4. Condition of other rooms

a. Good b. Need minor repair c. Need major repair

5. Number of classrooms having blackboard for students at ground level & activity corner

5a Condition of the blackboard

a. Good b. Need minor repair c. Need major repair

6. Common toilet (Yes=1/No=2)

7. Girls toilet (Yes = 1 / No = 2)

8. Electricity in School (Yes=1/No=2)

9. Sanctioned post of sweeper for cleaning

10. Boundary wall¹⁸⁹

⁶(1) / Rented (2) / Government (3) / Government school in a rent free building (4) / No Building (5)

¹⁸⁹ Pucca (1) / Pucca but broken (2) / Barbed wire fencing (3) / Hedges (4) / No boundary wall (5) / Others (6)

11. Book Bank (Yes=1 / No=2)
12. Playground (Yes=1 / No=2)
13. Number of Almirahs
14. Number of Trunks / Boxes
15. Number of books in school library
16. Facility of continuous water supply (yes-1/no-2)
17. Frequently used drinking water facility ¹⁹⁰
18. Total number of working computers available
19. Medical check-up of students conducted last year (Yes = 1 / No = 2)
20. Ramps (for disabled children) (Yes = 1 / No = 2)
20. Furniture for Teachers (All=1/Some=2 / None=3)
21. Furniture for Students (All=1 / Some = 2 / None=3)
22. Kitchen Shed (Yes = 1 / No = 2)

C. Teachers and Curriculum Particulars

1. Teacher Data-

i) Regular Teacher

Name	Age/ Sex	Education	Education Training	Teaching exp.	Months/ Years in this school	Distance travelled (to school)	In- Service Training	Non
								Day

¹⁹⁰ Handpump (1) / Well (2) / Tap water (3) / Others (4) / None (5)

ii) Para Teachers/ Temporary Teachers

Name	Age/ Sex	Education	Education Training	Teaching exp.	Months/ Years in this school	Distance travelled (to school)	In-Se Trai

iii) Dose any Academic Performance Appraisal take place at yearly basis? (Yes- 1 / no- 2)

If yes, the on what basis-

1.

2.

3.

2. A) Current Enrolments in the School:

Class	ALL		GC		SC		ST		OBC		CWSN	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
I												
II												
III												
IV												
V												

B) Present in the School on the day of Survey:

Class	ALL		GC		SC		ST		OBC		CWSN	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
I												
II												
III												
IV												
V												

C) Retention Table:

No. of students who have continued in this school from class 1 to class 5 as on 30th September 2004 (Class 1) and 2009:

Class	ALL	GC	SC	ST	OBC	CWSN

	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
20104												
20109												

3) Incentives in School:

Type of incentives	SC Students		ST Students		OBC Students		General Students	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
Free text books								
Free stationary								
Free uniforms								
Attendance scholarships								
Mid-Day Meals								
Others Specify								

4) Examination results (Last academic year)

Grade	All				SC				ST				BC				
	IV / V		VII / VIII		IV / V		VII / VIII		IV / V		VII / VIII		IV / V		VII / VIII		
	B	G	B	G	B	G	B	G	B	G	B	G	B	G	B	G	
Enrolment at the end of previous academic session																	
Number appeared																	
Number passed																	
Passed with more																	

SCHEDULE- III (A)

Schedule For Panchayati Raj members/ Community members/ Village education Committee/ Mothers Committee-

- 1) Include at least 6 – 10 people of the related village in this discussion.
- 2) Try to include people from same social status.
- 3) Give your introduction and the objective of the discussion before starting the discussion.
- 4) Don't impose your view but maintain a control over the discussion.
- 5) Devote maximum 1 hour for the discussion and end the discussion with thanks to the participants.
- 6) Draw the conclusion of the discussion.
- 7) Make a note of major discussion points.

Topics for Discussion –

- 1) Do all the children from your village go to the school?
- 2) Who are the children which drop-out from the school after 5th class?
- 3) What is the main reason for dropping- out of the school?
- 4) What are the main activities done by the drop-out children?
- 5) Does PTM take place in the school? (yes-1/no-2)
If yes, how often this meeting takes place in a year?

When does this meeting take place?

- 6) Does your Panchayat have Village Education Committee?
What are the functions of this committee?

What is the tenure of this committee?

- 7) When did last meeting take place?
- 8) What decisions are being taken in this meeting?
- 9) Give suggestions for qualitative education of children. If any.
For parents

For teachers

For school for panchayat

Others

- 10) Is there any law to make education a fundamental right?
Do you know about it? (Yes-1/no-2)

If you know please give the details.

- 11) What role can you play in this?

- 12) Any other information which you want to give.

SCHEDULE- III (B)

Transact Walk Transect Walk

Note – This observational walk is to be done from the assembly to the end of school.

- 1) Please observe that in the school timing if any children below 14 years of age are engaged in job like waiter & cleaner in tea-shop, labourer in brick-kiln, flour mill, workshop etc.
- 2) Please try to find out the numbers if anyone employed.(boys/girls).(ask children)
 - 1) From where they belong to?
 - 2) Do they get salary/wages?
 - 3) Did they ever go to the school?
 - 4) Why did they leave the school?
 - 5) Do they want to go to school again?
 - 6) Do their parents work with them?
 - 7) Any other information like –
 - a) Behavior of employer.
 - b) Children's habit.
 - c) Health conditions.
 - d) Any other comment.

SCHEDULE- III (C)

School Observation

- 1) This observation is to be done during school hours.
- 2) After giving your introduction sit in a calm place and observe routine and working of the school and write on this page.
 - 1) Opening time of school.
 - 2) Arrival time of teacher.
 - 3) All students are studying in their respective classes or not.
 - 4) Adequacy of place for their sitting arrangement.
 - 5) Are the teachers teaching?
 - 6) Any corporal/physical punishment given to students by the teachers.
 - 7) Are the students fighting among themselves?
 - 8) Are girls and boys using separate toilets?
 - 9) Is there any facility of first aid for the wounded students?
 - 10) Sitting condition of girls in the class. (if they are looking normal)
 - 11) Others

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