

## Report of the Edwatch Study

# Rhetoric Vs Reality

The State of Elementary Education in India, 2008



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Ex-Vice President  
India



पूर्व उप राष्ट्रपति  
भारत

**Bhairon Singh Shekhawat**

## संदेश

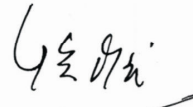
मुझे यह जानकर अत्यंत प्रसन्नता हुई है कि राष्ट्रीय शिक्षा संकुल (नेशनल कोइलीशन फार एजुकेशन) द्वारा भारत में ग्रामीण स्तर पर प्राथमिक शिक्षा की स्थिति को लेकर पांच राज्यों में अध्ययन कराया गया है।

शिक्षा जैसे महत्वपूर्ण क्षेत्र में किया जा रहा आपका कार्य सराहनीय है। इस तरह के अध्ययन से समाज की भागीदारी तो बढ़ती ही है, सरकारों को भी नीति निर्धारण में मदद मिलती है।

मुझे पता नहीं कि आपने शिक्षा के साथ खेलों को जोड़ने पर कितना काम किया है लेकिन समाज को जोड़ने में खेलों की अहम भूमिका होती है। इस क्षेत्र में भी पहल होनी चाहिए।

मैं आपके इस अध्ययन में दिए गए सुझावों से समाज में शिक्षा के क्षेत्र में जागृति की कामना करता हूं।

03 सितम्बर 2008

  
भैरों सिंह शेखावत

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# FOREWORD

If the promises, commitments and claims made by the leaders and law makers to our children are true in reality then the childhood of millions will not be ruined on the streets, fields, mines, factories and inside the houses and one third of our population would not remain illiterate.

In spite of sustained economic growth in India free and compulsory education of good quality for all children still remains a distant dream. This establishes ironic evidence that the economic growth and social development are not necessarily one and the same.

Education is not only a key fundamental right to open the doors of rest of the rights of human being but also a pre-requisite of attaining individual share in economic growth, development and social justice. It seems that stereotyped mind set around the caste system and patriarchy is clearly reflected in the denial of knowledge and learning for those who had been traditionally excluded.

In this context the “EDWATCH study”; “Rhetoric Vs Reality; The State of Elementary Education in India” is another proof of this irony. The biggest challenges still remain as lack of political will, inadequate mass mobilization, concerns and morality. The study clearly highlights the lack of allocation of sufficient public spending, dangers of privatization and commercialization, gender bias, social exclusion and more importantly the lack of accountability.

I hope that EDWATCH study will not be an ad-on to the shelves of libraries or mere academic reference. I hope it will be used as a tool for critical policy advocacy and a weapon for mass movement to achieve education for all.

The incredible efforts made by Dr Rama Kant Rai, the NCE National Convener and his team to collect and analyze relevant information and data and bringing it in a voluminous book form are highly commendable. Despite all the odds, he and his team did not give up. I will also congratulate my friends in the teacher’s union, BBA, RWS team, ASPBAE and other GCE supporters.

Your feedback and comments are welcome.

Kailash Satyarthi  
CHAIRPERSON  
GLOBAL CAMPAIGN FOR EDUCATION

# Ram Pal Singh

President AIPTF

I am happy to note that the EDWATCH Study titled, "Rhetoric Vs Reality; The State of Elementary Education in India" has been completed. This report has taken the stock of primary education in Hindi speaking states with comparison to Himachal Pradesh (being good performing state in northern India). Though a bit delayed but the report highlights the areas of budget allocations, utilization, quality in education and role of civil society organizations.

I am sure this will prove to be a good tool of advocacy in coming days for social advocates working in favour of children's education.

I congratulate the NCE team, particularly my colleague Dr Rama Kant Rai., Mr. Debdulal Thakur and other members of team for their painstaking efforts in completing this uphill task.

My best wishes for the success of advocacy efforts on the recommendations made in the report.

Ram Pal Singh

President

AIPTF

# **Ravi Prakash Verma, M.P.**

Chair person

Parliamentary Forum on Education

It is my privilege to dedicate the EDWATCH study "Rhetoric Vs Reality: The State of Elementary education in India" to your hands. We have all been advocating for the rights of quality education for every child. Our social activists have long been feeling to have gone into deeper analysis of the magnitude of the problem by conducting the study in tracking budget and taking account of schools in Hindi speaking states. The present study is an effort in this direction.

I firmly believe that social advocacy has to take its mandate from the facts and to be substantiated with academic and scientific research and studies, not only for us to understand the complexities of these issues but to influence the planners and policy makers.

India has already missed the MDG goals of gender parity and covering all children aged 6-14 years in schools by year 2005. Now we all should push hard to mount pressure on government to do what is left to be done for making quality education a reality for every child.

I am happy to notice that the UPA Government has made many positive declarations and interventions to keep up its promises made in International covenants in favour of children.

We all know that India is abode of Nineteen per cent of world children .Our children comprise 42% of country's total population. A substantial number of children from our country do not go to school and are subjected to much abusive treatment out of the schools.

We must not ignore that we are also a nation where world's biggest number of children are out of school, we have the highest number of child labour, a significant number of children sexually abused, number of malnourished children, adverse sex ratio,. India is also home for worlds largest illiterates. Perhaps we have the dubious distinction of ranking on the top on many other such horrifying indicators.

The Edwatch study is a noble effort of our colleagues in National Coalition for Education (NCE). I hope this voluminous report which highlights the grey area on elementary education and scope for advocating with the policy makers for making the right to education a reality, will prove to be a good tool of reference to our activists, social workers, media persons and academicians.

I hope this study will be taken for comments, critiques and further discussion at various levels and the outcome could help in shaping governmental and nongovernmental policies. I congratulate the NCE team of researchers comprising of Dr. Rama Kant Rai, Mr. Debdulal Thakur and others for their Herculean effort in completing this study.

I am thankful to all the field partners for cooperating in data collection, giving feedback and helping our research team from time to time.

I am also thankful to Ms Maria Khan and Ms Raquel D Castello of ASPBAE for their continuous support and inputs.

**Ravi Prakash Verma**

## Preface

Since the very inception of modern India the architects of socio-political planning have been visioning and promising to universalize the elementary education. Perhaps the article 45 of the directive principle of the constitution was an effort in this direction. While the commitment of the governments failed to realize this vision within 10 years of the implementation of the constitution and even after fifty eight years the dialogue is still around the same issue. And still 45.2 million children (2004-5 NSS 61<sup>st</sup> round) i.e. 7.9per cent of the children in the age group of 6-14 were found out of school.

The Right to education as advocated in the 86<sup>th</sup> constitutional Amendment Act 2002 (Article 21 A of the constitution) as free and compulsory education of all children in the age group of six to fourteen years as Fundamental Right, in such a manner as the state may by law determine. This still seems to be rhetoric for 45.2 million children already missing the education in India.

EDWATCH study is an attempt to look into the state of elementary education in Hindi speaking states i.e. UP, Bihar, Jharkhand and Madhya Pradesh with comparison to Himachal Pradesh (being better performing state in northern India). This study was conducted by National Coalition for Education with its stakeholders i.e. teachers Unions, parliamentary Forum and Bachpan Bachao Andolan partners and NGO members. Attempt has been made to inculcate civil society players i.e. Village Education Committee, Panchayat members, parents and community members.

The study has also gone into mapping various policies, programme structure and budgetary commitments, trend utilization and its impact on the quality of education.

We are thankful to Ms Maria Khan and Ms Raquel D Castello of ASPBAE for their continuous support and inputs. Further, we duly acknowledge the role of Dr. Praveen Jha who acted like a lighthouse while preparing the report.

We hope to get critique, feed back and comments from social activists, academicians, media persons and all those who are committed for advocating the Right to quality education for all the children of India.

**Rama Kant Rai, Debdulal Thakur**

## List of Acronyms

AIE	Alternative & Innovative Education
ATR	Action Taken Report
AWP & B	Annual Work Plan and Budget
BR	Bihar
BRC	Block Resource Centre
CRC	Community Resource Centre
CSS	Centrally Sponsored Schemes
CWSN	Children with Special Needs
DIET	District Institute of Education and Training
DK	Don't Know
DPEP	District Primary Education Project
ECCE	Early Childhood Care and Education
EDI	Education Development Index
EFA	Education for All
EGS	Education Guarantee Scheme
EMIS	Education Monitoring and Information System
GER	Gross Enrollment Ratio
GOI	Government of India
GPI	Gender Parity Index
HP	Himachal Pradesh
IED	Integrated Education of Disabled Children
JH	Jharkhand
M&E	Monitoring and Evaluation
MAS	Midterm Assessment Survey
MDM	Mid Day Meal
MHRD	Ministry of Human Resource Development
MP	Madhya Pradesh
NER	Net Enrollment Ratio
NGO	Non- Governmental Organization
NPE	National Policy of Education
NR	Not Responding
NSSO	National Sample Survey Organization
OOSC	Out of School Children
PRI	Panchayati Raj Institutions
PTR	Pupil Teacher Ratio
REMS	Research, Evaluation, Monitoring and Supervision
SC	Scheduled Caste
SCERT	State Council for Education Research and Training
SIEMAT	State Institute for Education Management and Training
SSA	Sarva Shiksha Abhiyan
ST	Scheduled Tribe
TLM	Teaching Learning Materials
TOR	Terms of Reference
TPR	Teacher Pupil Ratio
UEE	Universal Primary Education
UP	Uttar Pradesh
UT	Union Territory
VEC	Village Education Committee

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## : Chapter 1:

### **Introduction about GCE/NCE, EDWATCH study; objective, scope methodology**

#### **1.1 Formation of NCE**

The NCE was formed as a product of the prolonged struggle of the like minded and committed organizations, groups and individuals on the issues of education. It was in 1998 that a joint declaration was made by All India Primary Teachers' Federation (AIPTF), All India Federation of Teachers' Organization (AIFTO) and South Asian Coalition on Child Servitude (SACCS) while demanding for the 93rd Constitutional Amendment Bill (making Right to Education a Fundamental Right) & decided to work together. Keeping such a momentum of collective run up to the larger social concerns, the National Coalition for Education (NCE) emerged out of a nation-wide 15000 Km Shiksha Yatra (Education March) in 2001 covering 20 Indian States

#### **1.2 The objectives**

NCE strives to restore the Fundamental Rights of every child, without exception, to receive Free and Quality education up to the age of 18, on the basis of equal opportunity, without discrimination on the basis of gender, class, caste, ethnicity or religion etc.

NCE calls for a need to build a national movement towards an educated India- A Second Freedom Struggle. Some specific objectives can be listed as below;

- Working in tandem with partner organizations in a democratic relationship on the common issues.
- To assess the Ground reality with the support of local community, teachers, functionaries of education sector and other stakeholders
- Ensuring mass participation through systematic and planned research & campaign models and intervention.
- Influencing the Development Planning and Budget Allocation in the context of education
- To sensitize the Legislative and parliamentarians through advocacy for making planned budget allocations & especially for the Dalits, tribals, girl child and marginalized communities.
- To assess the income expenditure pattern and fund flow mechanism for education in terms of allocation, actual expenditure, variance and fund flow system.
- Ensuring education for all through a sustainable campaign.

### **1.3 Strategy**

It is evident that lack of political will, combined with strong reservations about spending more on basic education is the root cause of India's inadequate education system. Our strategy action involves:

- Identifying core issues at the local, national and international.
- It works with a perspective to liaison with like minded organizations on the issues of education, the Rights of Girl Child and child labour etc.
- Direct lobby with the government and pressure building at the grassroots level.
- With each community, local administrative units and voluntary organizations actively participating in the planning & implementation of people oriented education system can rightly enhance education high on the political agenda.
- The activities are also strategizing on different planks as NCE carries out wide-ranging Researches on education and mass campaigns.
- NCE presently works on various projects which are directed towards a common goal to initiate campaigns and lobbying.
- Many undergoing project findings have been employed to locate areas of grave concern and campaign and many projects to be initiated in the year 2006 & 2007 will also be simultaneously converted into long term campaigns for ensuring quality education & gender parity within the larger framework of Dakar Declarations and the Millennium Development Goals.

### **Why Education?**

- ✔ The NCE distinguishes Education as Human Fundamental Right and one of the bases of socio-economic and political empowerment and transformation
- ✔ Education has endowed capabilities of social transformation towards equality.
- ✔ Focuses on Girl Child and Minority Rights is possible through education.
- ✔ Fights the perpetuation of insufficient spending on education, dropout, sexual abuse, mal-treatment of deprived communities, victims of conflict, inappropriate ratio of female teachers, mushrooming of unaffordable corporate schools
- ✔ There is need for a global consensus on the question of education

### **What constitutes NCE?**

NCE is a conglomeration of India's five largest networks:

- ✔ Parliamentary Forum:168 MPs, from all major political parties
- ✔ Teachers federations/ associations: All Primary Teachers' Federation (AIPTF), a network of 3 million Primary school teachers: All India Federation of Teachers' Organization

- (AIFTO), All India Association for Christian Higher Education (AIACHE), a network of Principals and teachers of 300 colleges and 20,000 schools all across the country
- ✓ South Asian Coalition on Child Servitude (SACCS): A network of 760 NGOs, trade Unions, Human Rights and Civil society groups across South Asia

### **Parliamentary Forum on Education**

- ✓ The Parliamentary Forum on Education is the result of the endless efforts made by SACCS since the elections held in 1999
- ✓ With the great efforts of many Parliamentarians, the forum of Parliamentarian on the Right to Education was formed, comprising of 168 MPs representing all major political parties in India and even some Ministers of the present Government are its members. Shri Ravi Prakash Verma, Member of Parliament (Lok Sabha) is the Convener of this forum.
- ✓ This Forum is a pioneer effort made by SACCS in the history of Indian Parliament and is also the first of its kind where the NGOs and Parliamentarians have come together.
- ✓ The Forum has been working as a pressure group during all these years and many a time the members of the forum met the President of India and Prime Minister with various demands concerning education and the Rights of every child. The 93rd Amendment Bill on Education, which has been approved in both the Houses of the Parliament, is one of the biggest achievements of the Forum. The Forum would take up the same issue with the Members of the State Assemblies (MLAs) so that the Act on the subject could be enacted in all the States.

### **All India Primary Teachers' Federations (AIPTF)**

- ✓ AIPTF was founded in the year 1954.
- ✓ An apex body of teachers' Organization with its Headquarters in New Delhi. It has affiliated Organizations of teachers in almost all the states of India.
- ✓ It is the only body, which represents 3 million primary teachers in India. It extensively works to safeguard the socio-economic interests; salary, service conditions and the general welfare of primary school teachers in the country.

### **AIPTF activities:**

- ✓ Teachers' Organization Development Project
- ✓ Study Circle Project
- ✓ Professional Development Project; Women's Network Project
- ✓ Women's Bursary;
- ✓ Eradication of Child Labour;

- ✔ Value Education;
- ✔ Library cum Resource Centre.

### **All India Federation Of Teachers' Organisation (AIFTO)**

- ✔ This collective, formed in 1976 of teachers apart from teachers' issues also endorse the social obligations as the teachers can largely contribute in the collective fight against major social evils like atrocities against women, illiteracy, child and labour etc.

#### Aims/Objectives:

- ✔ To fight for teachers and educational workers rights and better service conditions.
- ✔ To work for teachers professional excellence.
- ✔ To use available resources to work for the eradication of illiteracy, child labour and gender disparities
- ✔ To promote research for innovative methods in the education.
- ✔ To promote and propagate children's rights in the society.

### **All India Association for Christian Higher Education (AIACHE)**

The collective of AIACHE includes:

- ✔ 300 College Principals
- ✔ 16,000 College teachers
- ✔ With a network of 300 colleges and 20,000 schools in India & has about a million school teachers.

### **Bachpan Bachao Andolan BBA /SACCS**

- ✔ BBA is one of the first civil society initiatives to question this evil of bonded child/labour. It deserves the credit of not only being the first organization in India on this issue but the first Regional People's Movement.
- ✔ BBA is known for its innovative initiative and multi-faceted intervention including secret raids and rescue operations to liberate slave children, making them internally strong, self reliant and responsive to social needs through Mukti Ashram, Bal Ashram and Girls' Collective - the unique model rehabilitation centers.
- ✔ BBA had also been spearheading campaigns for free, compulsory and meaningful education, sensitization of parents, communities and school children, coalition building with Trade Unions, Teachers' Organizations, Religious Groups, Political Parties and Employers, consumer actions like Rugmark Foundation, Ethical Trade Initiative like Fair Play Campaign and several others.

### **National Executive Board**

- ✔ President: Chairperson Parliamentary Forum, Currently Mr. Ravi Prakash Verma
- ✔ Vice-President: Representative from middle school teachers' association, Currently Vacant
- ✔ General Secretary: President AIPTF, Currently Mr. Rampal Singh
- ✔ Convener: Convener of SACCS, Currently Mr. Rama Kant Rai
- ✔ Two Representative from each of the partner organizations

### **State level Executive Board**

- ✔ State level units of NCE are headed by the chairperson MLA forum and members from the partner organization having similar designations as of National level

### **Milestones**

- ✔ The Parliamentary Forum on Education convened by the NCE, has been instrumental in making voices of people heard in the National Parliament of India regarding the deteriorating education system in India. The 168 members' Parliamentary Forum is the epitome of political lobbying towards the formation of child friendly policies.
- ✔ Large-scale lobbying and advocacy efforts through marches, signatures campaign, and public hearings by the NCE paved the way for the 93rd Constitutional Amendment making education free and compulsory for the children between 6 to 14 years.
- ✔ Incessant pressure building by the NCE resulted in UPA Government's decision to levy .2% education cess on the corporate sector for the basic education.
- ✔ NCE also contributed in getting government agreeing in principle to increase the public expenditure on education to 6% of the GDP.
- ✔ NCE has successfully taken up national and international issues on education. For the year 2005 as a part of the Global Action Week (GAW) it was "Send my friend to School" and for 2006 it was "Every Child Needs a Teacher". The 2005 GAW chapter in India was organized in 13 states and 9 states in 2006, which resulted in the mass mobilization of around 25 thousand people including common people, students, teachers, parliamentarians, lawyers and activists etc.
- ✔ NCE has played a significant role in the formation of Member of Legislative Assembly (MLA) Forums in many states of India. The MLA forums have been playing a commendable role in representing the issues concerning education.
- ✔ Large scale campaigning and advocacy through marches, signature campaigns, public hearings by the NCE contributed significantly in paving the way for the most sought after

- 93rd Constitutional Amendment which has made education a Fundamental Right, free and compulsory for the children between 6 to 14 years
- ✔ NCE also held a meeting with the Prime Minister of India and other dignitaries of the Government of India as it has been submitting Memorandum of demands.
  - ✔ Incessant pressure building and networking with the like-minded organizations all over India triggered responses from the political circles and the UPA government levied 2% education cess and passed allocate 6% of the GDP for the education.
  - ✔ At grass roots level NCE has played an instrumental role in the formation of Vigilance Committees on Education. Such Committees, which are comprised of the peoples' representatives, teachers and local government, take into account of the nature of policies on education particularly.
  - ✔ Initiated various Research Projects with a major focus on Education. NCE has conducted major surveys in many states and many new Research Projects are being taken up mainly on Budget tracking and state of education.
  - ✔ Advocating the rights of education through Global Action Weeks with partners, like minded individuals, organizations and network every year

**Everything we do not have at our birth and which we need when we are grown is given to us by education**

**Jean Jacques Rousseau**

**Study after study has taught us that there is too for development more effective that the education of girls**

**UN Secretary General Kofi Annan**

**Education is the single most powerful weapon you can use to change the world**

**Nelson Mandel**

**“To be successful in life what you need is education”**

**-Munshi Prem Chand (1830-1936)**

**“The existing primary school system is crying out for radical reform.”**

**-Prof. Amartya Sen, Nobel Prize Laureate in Economics, 2002**

**2008...?**

## **Perspectives from the Social Sector: The Indian Scenario**

### **2.1: Introduction**

As per the UNDP's Global Human Development Report (HDR) 2007, in spite of the absolute value of the human development index (HDI) for India improving from 0.577 in 2000 to 0.611 in 2004 and further to 0.619 in 2005, the relative ranking of India has not changed much. India ranks at 128 among the countries with medium human development out of 177 countries of the world as against 126 in the previous year.

In terms of Gender Development Index (GDI), India ranks 113 out of 157 countries ranked on the basis of their GDI. A zero count for HDI rank minus GDI rank for India is indicative of almost similar status of ranking in terms of gender development and human development. At the same time, while India's HDI rank reflects low relative achievement in the level of human development, a negative count of (-11) for GDP per capita (PPP US\$) rank minus HDI rank is also indicative that the country has done better in terms of per capita income than in other components of human development. The other indicators related to Health and Education also indicate the same.

The situation reinforces the need for greater focus on this area in our development planning. It is this concern that is reflected in the Eleventh Plan which seeks to reduce not only poverty but also the various kinds of disparities across regions and communities by ensuring better access to not only basic physical infrastructure but also health and education services to one and all.

### **2.2 Government's Major Initiatives in Social Sector**

In consonance with the commitment to faster social sector development under the National Common Minimum Programme (NCMP), the Central Government has launched new initiatives for social sector development during 2007-08. Substantial progress was also made on the major initiatives launched in earlier years. Central Government expenditure on social services and rural development have gone up consistently over the years.

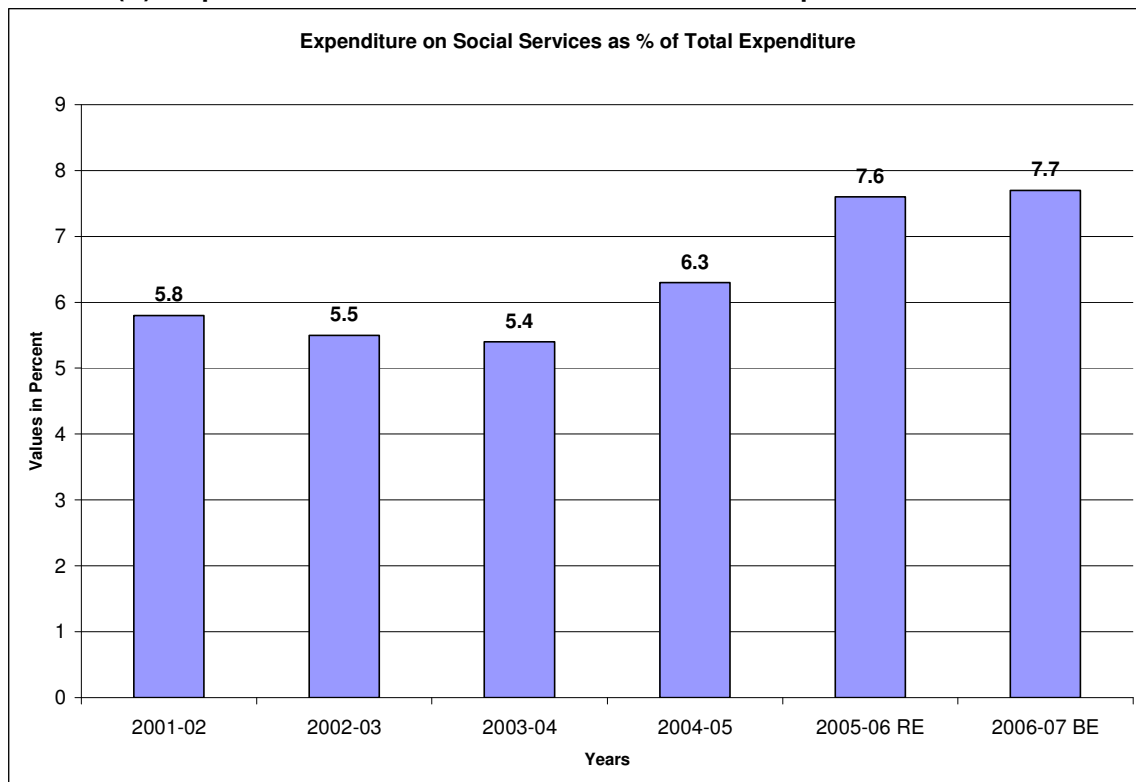
The share of Central Government expenditure on social services, including rural development in total expenditure (plan and non-plan), has increased from 11 per cent in 2001-02 to 16.4 per cent in 2007-08 (BE). Central support for social programmes has continued to expand in various forms although most social sector areas fall within the purview of the States. Significant amount of Programme specific funding is available to the States through the Centrally Sponsored Schemes.

An analysis of the broad trends in public expenditure by the Union Government shows that the aggregate expenditure on Social Services as a proportion of the Union Budget has been gradually increasing over the last decade.

As Chart 1.1(A) shows, Union Government's expenditure on Social Services as a proportion of its total expenditure shows decrease from around 5.8% in 2001-02 to 5.4% in 2003-04. Given the severity of the problems in the social sector of the country, the priority given to Social Services in the Union Budgets was certainly very low. However, from 2004-05 onwards, the expenditure on Social Services as a proportion of total expenditure shows an appreciable increase, reaching 7.7% in 2006-07 (BE).

We may note here that almost the entire increase, in this case, over the entire period has been in Revenue Expenditure whereas the Capital Expenditure on social services has been almost stagnant over this period.

**Chart 1.1(A): Expenditure on Social Services as a % of Total Expenditure**



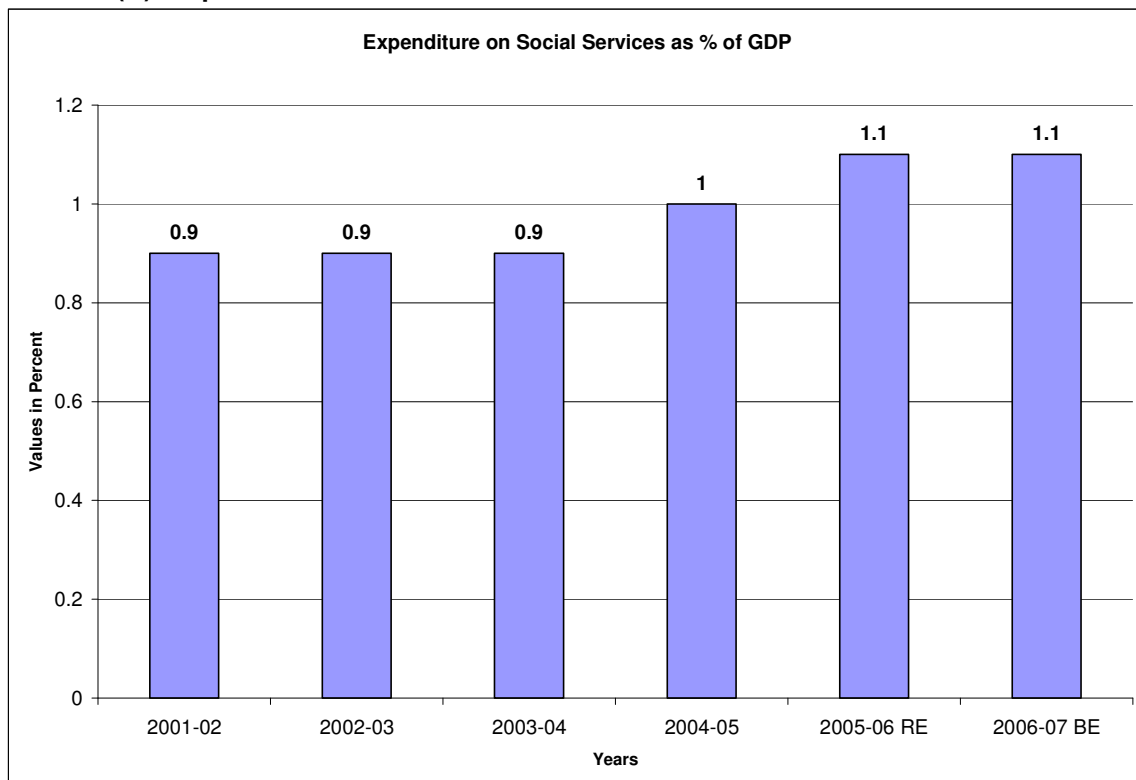
Note: For details, refer to Table A.1 in the Annexure.

The recent increase in the social sector outlays from Union Budgets have been accounted for mostly by three major schemes, viz. the Integrated Child Development Services (ICDS), the Mid Day Meal scheme (MDM), and the Sarva Shiksha Abhiyan (SSA). Thus, we can expect the Union Budget outlays for children also to show an increase over the last few years, as

all of these three major schemes directly address the needs of children. However, a deeper analysis of the budget outlays for children would throw more light.

As evident from Chart 1.1(B), Union Government's expenditure on Social Services has increased from around 0.9 % of GDP in 2001-02 to 1.1 % of GDP in 2006-07 (BE). However, as we shall discuss subsequently, this increase in Union Government spending has failed to put any significant effect on total public spending on social sector in the country.

**Chart 1.1(B): Expenditure on Social Services as a % of GDP**



Note: For details, refer to Table A.1 in the Annexure.

Table 1.1 shows the Union Government expenditures on Education (i.e. Education, Sports, Art and Culture), Health and Family Welfare, and Water Supply and Sanitation as proportions of its Total Expenditure during the years 2001-02 to 2006-07. These proportions reveal the priorities given to these Social Services in the Union Budgets. It is evident that while the priority for education in the Union Budgets has improved visibly from 2.0 % in 2001-02 to 3.8 % in 2006-07 (BE), the increase in priority in case of Health and Family Welfare or Water Supply and Sanitation has been much less noticeable.

**Table 1.1 Union Government's Expenditure on Selected Social Services as a Proportion of its Total Expenditure (in %)**

	2001-02	2002-03	2003-04	2004-05	2005-06 (RE)	2006-07 (BE)
Education, Sports, Art & Culture	2.0	2.3	2.3	2.7	3.1	3.8
Health & Family Welfare	0.78	0.73	0.80	0.87	1.23	1.44
Water Supply & Sanitation	0.24	0.24	0.26	0.36	0.42	0.43

Source: Refer to Table A.2 in the Annexure.

Table 1.2, given below, presents the Union Government expenditures on Education, Health & Family Welfare, and Water Supply & Sanitation as proportions of the GDP. Despite the increase in Union Budget outlays on these Social Services during 2004-05 to 2006-07, the figures for 2006-07 (BE) still present a bleak picture. In 2006-07 (BE), the Union Government spending on Education amounted to only 0.53 % of the GDP, that on health stood at 0.2 % of the GDP and the same on Water Supply & Sanitation stood at a meager 0.06 % of the GDP.

**Table 1.2 Union Government's Expenditure on Selected Social Services as a Proportion of the GDP (in %)**

	2001-02	2002-03	2003-04	2004-05	2005-06 (RE)	2006-07 (BE)
Education, Sports, Art & Culture	0.32	0.39	0.38	0.44	0.44	0.53
Health & Family Welfare	0.12	0.12	0.14	0.14	0.18	0.20
Water Supply & Sanitation	0.038	0.040	0.044	0.057	0.059	0.060

Note: Union Budget outlay for *Education, Sports, Art & Culture*, as shown in the Table above, does not include the spending on education incurred by the Union Government ministries/ departments other than the Ministry of HRD. Hence, the figure given here underestimates to some extent the total public spending on education from the Union Budget. However, the spending on education by Min. of HRD accounts for a large chunk (around 60 %) of total spending on education from Union Budget.

Source: Refer to Table A.2 in the Annexure.

Thus, the priorities given to some of the important Social Services in the Union Budgets of India appear quite inadequate when compared with the country's GDP. It is important to note here that at the national level, the total public spending on Social Services as a proportion of the GDP continues to be low, which we shall see in the subsequent discussion.

### **2.3 Social Sector Expenditure from the Budgets of All States**

It would be pertinent to see the trends in social sector expenditure from the Budgets of all States over the last one and a half decades. Table 1.3, given below, presents the social sector expenditure from the Budgets of all States as a proportion of total expenditure from the State Budgets for each of the years during 2001-02 to 2006-07 (BE).

**Table 1.3: Expenditure on Social Sector by All States (1993-94 to 2006-07)**

Year	Social Sector Expenditure* from the Budgets of All States (Rs. Crore)	Social Sector Expenditure* as % of Total Expenditure from the Budgets of All States	Social Sector Expenditure* from the Budgets of All States as % of GDP
2001-02	132242	35.0	5.8
2002-03	137140	32.6	5.6
2003-04	149629	28.4	5.4
2004-05	168344	29.7	5.4
2005-06 (RE)	212026	34.9	5.9
2006-07 (BE)	233217	34.9	5.7

Note: \* Social Sector Expenditure by States, as per RBI (2006), includes: *expenditure on Social Services, Rural Development, Food Storage and Warehousing by the State Governments.*

Expenditure on Social Services by the States includes: *education, sports art and culture; medical and public health; family welfare; water supply and sanitation; housing; urban development; welfare of SC, ST and OBCs; labour and labour welfare; social security and welfare; nutrition; relief on account of natural calamities and others.*

Source:

1. Reserve Bank of India (2006), "State Finances: A Study of Budgets of 2006-07".
2. Economic Survey 2006-07, GOI.

However, as the States grappled with a deteriorating fiscal crisis around the same time period, their outlays on social sector were reduced (as a proportion of their total expenditure and as a proportion of the GDP) in the subsequent years during 2001-02 to 2004-05. As is evident from these figures, the outlay on social sector as a proportion of total expenditure from the State Budgets had fallen drastically from 35 % in 2001-02 to only 28.4 % in 2003-04. However, in the State Budgets of 2005-06 and 2006-07, the priority for social sector seems to have gone up again. One of the reasons for this revival of State Budget outlays on social sector could be the significant increase in the Union Budget outlays on Non Plan Grants to States starting from the year 2005-06, which was done following the recommendation of the Twelfth Finance Commission (see Table 1.4 below). In 2006-07 (BE), the total social sector outlay from the Budgets of all States stood at 5.7 % of the GDP, while the Union Budget outlay for social sector in 2006-07 stood at 1.1 % of the GDP. Thus, it is clear from the data given that the increase in social sector outlay from the Union Budgets during 2004-05 to 2006-07 has not been able to influence any visible increase in total public spending on social sector in the country in comparison to the GDP.

Besides increasing the Union Budget outlay on Social Services, the Union Government can influence total social sector spending in the country by stepping up the Union Budget outlays on "Non Plan Grants to States & UTs" and "Central Assistance for State & UT Plans".

**Table1.4: “Non Plan Grants to States & UTs” and “Central Assistance for State & UT Plans” from the Union Budget (1998-99 to 2006-07)**

Year	"Non Plan Grants to States and UTs" from the Union Budget	"Central Assistance for State & UT Plans" from the Union Budget	Non Plan Grants to States and UTs as % of GDP	Central Assistance for State & UT Plans as % of GDP
2001-02	15327	41087	0.67	1.80
2002-03	13305	44344	0.54	1.80
2003-04	13720	49814	0.50	1.80
2004-05	14784	51766	0.47	1.66
2005-06	30475	35980	0.85	1.01
2006-07 RE	36152	46220	0.88	1.12

Source: Compiled from

1. Expenditure Budget Vol. I, Union Budget 2007-08, Government of India.
2. Economic Survey 2006-07, Government of India.

As is evident from Table1.4, while the Union Budget outlay on Non Plan Grants to States & UTs was stepped from 0.47 % of the GDP in 2004-05 to 0.85 % of the GDP in 2005-06, the Union Budget outlay on Central Assistance for State & UT Plans fell from 1.66 % of the GDP in 2004-05 to 1.12 % of the GDP in 2006-07 (BE). However, we must note here that the total discontinuation of Loan assistance from Union Budget for State and UT Plans explains this drastic fall in the latter.

## 2.4 Conclusion

To sum up this discussion, we may say that Union Government has been able to favourably influence the total public spending on social sector in the country mainly in the last two years, i.e. 2005-06 (RE) and 2006-07 (BE), but the small extent of this influence would not satisfy most observers who have been arguing strongly for a significant stepping up of expenditure on the social sector.

Inter-State comparisons based upon important socio-economic indicators reflect disparities between States in development outcomes. The performance of States across various sub-sectors, be it poverty, health or education related, reinforce each other. To some extent this disparity in performance between states may be accounted for by extraneous factors but largely can be attributed to governance and delivery of services. This calls for a greater emphasis on governance issues. While governance is a broader area to be tackled at various fronts, use of e-governance is becoming an important method to ensure better delivery and monitoring of services in different sectors including social sectors.

## : Chapter 3:

### Position of India in State of Elementary Education

#### 3.1 Constitutional amendments and elementary education

UNESCO released the "Education for All Monitoring Report 2002: Is the World on Track?" The report points out that among the 154 countries for which data is available 28 are not expected to attain any of the three objectives to be achieved by all nations by the year 2015. The three goals are-

1. Universal primary education;
2. Free schooling of acceptable quality and
3. Removal of gender disparities in Education.

All the countries of South Asia with the exception of Sri Lanka are among these 28 countries. Bangladesh has made considerable progress in recent years but India and Pakistan continue to be high on rhetoric but low on performance. Indeed, South Asia is fast emerging as the most illiterate, most malnourished, least gender sensitive, the most deprived region of the world today. And yet it continues to make more investment in arms than in education and health of its people.

In these connections it is noteworthy that India and Pakistan both spend more than three times in imports of military hardware than they spend on literacy and education. About a year and a half ago the Union Government introduced in Parliament and with unusual alacrity passed during the same session the 93rd Constitution Amendment Bill to provide universal and compulsory elementary education. The Constitution Amendment was in fact unnecessary inasmuch as the Supreme Court in Unnikrishnan's case had held that the fundamental right to education already exists in our Constitution and is implicit in the Right to Life (article 21).

Under the Constitution as originally enacted, education was primarily a State subject. Under Article 42 of the constitution, an amendment added in 1976, education was transferred from the state list of responsibilities to the Central Government. The implication of this amendment is that education has become a Concurrent Subject which enables the Central Government to legislate in such fields as, for example, school education.

The Central Government by the 93rd Amendment Act has amended the Constitution to make primary education a fundamental right of every child between the age group of 6-14 years. This implies that the State must provide free and compulsory primary education to all the children

of age 6-14 years. Earlier, this was under the Directive Principles of State Policy in the Constitution, and the government was not obliged to the same. Yet another 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 have to work together in preparing and implementing the national plans for the reconstruction of education. The Government of India is also responsible under the Constitution for the administration of the Union Territories and has for this purpose executive and legislative authority for all subjects including education. Education being a subject of Concurrent List of the Constitution, the state governments is also responsible for providing education to the people living in the state. After the 73 rd and 74th Amendments of the Indian Constitution, the Panchayati Raj Institutions (PRIs) and Urban Local Bodies (ULBs) have been given a Constitutional status and they have become the institutions of self-governance. Primary education is one of the 29 subjects given in the Eleventh Schedule of the Constitution, which the state governments can transfer to the PRIs and ULBs. In many states, implementation of primary education has been brought under the purview of the local governments.

### **3.2 Government of India commitment on various covenants**

India has always been taking a proactive lead in affirming the slogan of ‘Education for All’ as an important national goal. to be achieved. Much back in 1968, Kothari Commission suggested that we should spend at least 6% of our GDP on education. Since then, India has repeatedly affirmed its resolve to provide at least the recommended 6% of the GDP to education. Also India happened to be the signatory of many declarations and commitments as under;

The UN Convention on the Rights of the Child (UNCRC), ratified by Government of India in 1992, is the guiding instrument for implementing all rights for all children up to the age of 18 years. India is committed to Millennium Development Goals (MDG), which has incorporated education under it’s:

**Goal 2:** Ensure that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.

**Goal 3:** Eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015

The SARRC Charter further reaffirms India’s commitment for promotion of the Rights and well-being of the Child (vide Article No. V.1 and VII). These provisions explicitly state that child

needs special safeguards and care including appropriate legal protection.... for the full and harmonious development of his/her personality.

To note that, in 1992, the resolve was again repeated at the Nine Country Summit on Education at New Delhi. In 2000 India once again became signatory of 'Dakar Declaration' agreed to 'Education for all by 2015' with the following progressive targets to achieve in a time bound manner by 2003 every child be enrolled in school

- 2005 gender gap will be reduced and girls will constitute 50% of schools enrolment.
- 2007 each child will have passed at least class V
- 2010 each child will have completed class VIII
- 2015 literacy rate will be 100%

Being a UN member country, India is expected to abide by the Millennium Development Goals and all other commitments where it is a signatory. But it is an irony that despite all such efforts, the state of elementary education in India is 'crying out for radical reform'.

Considering the promises still left out, there is a growing consensus of those inside and outside of government at every level that improved implementation will require more than policy tinkering or stronger internal management. The nature of this reform is phrased in various ways: "moving from inputs to outputs and outcomes" or "from asset creation to asset operation" or by the slogan: "don't fix the pipes; fix the institutions that fix the pipes." In the same context the notion of 'Budgets' are assuming enormous importance almost round the globe. Recall the old proverb- 'Budget is just a method of worrying before you spend money, as well as afterwards'.

Truly speaking, the proverb can be accepted partially, since in reality 'Budget' is something more- beyond money. The numbers and words within it speak for themselves reflecting the vision & mission of the policy makers that shall stir the economy and the daily life of the mass. Keeping the above in mind, the India chapter of Edwatch Project has extensively focused on critically reviewing the Sarva Shiksha Abhiyan (SSA) in terms of its function, lacuna and impacts- from the perspective of budget. From the question of preparatory schooling to infrastructural conditions, policy practice to budget size/allocation, working conditions to teachers to students' retention and gender parity, targeted beneficiaries to community participation has been widely dealt with.

### **3.3 The Elementary Education Budget in India**

Elementary education in India is largely financed by the Central government. Historically, the share of elementary education declined from a peak of 56 per cent in the first plan to 30 per cent

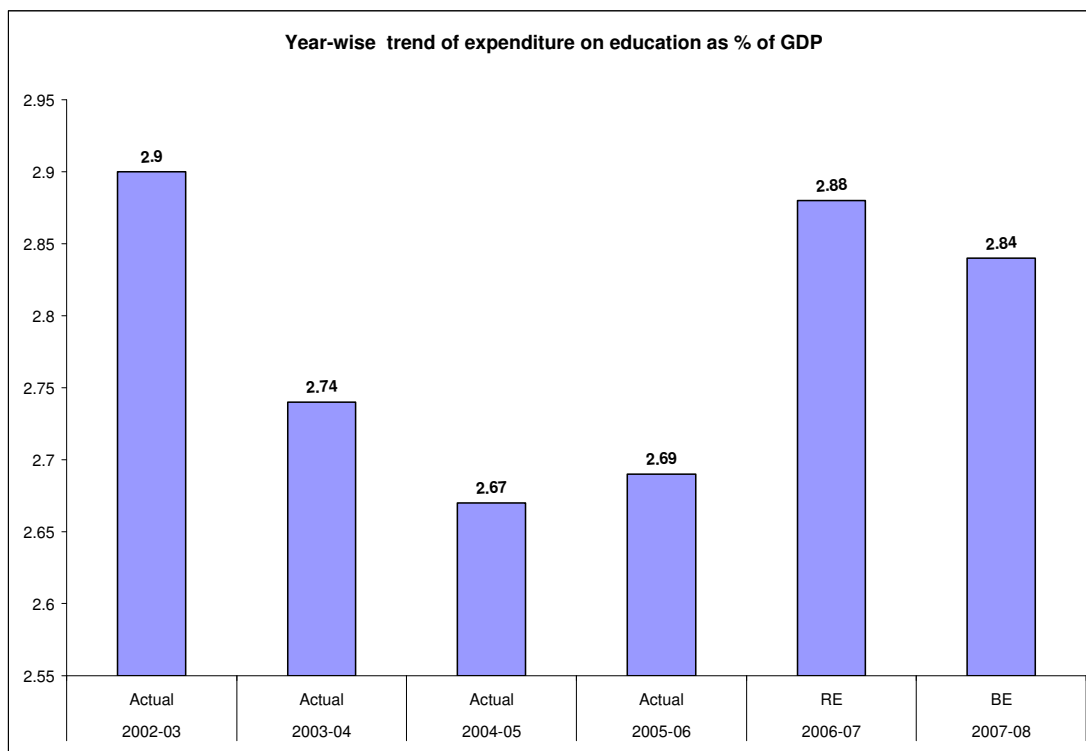
during fourth plan period. However, there has been gradual increase in the allocation for elementary education in the subsequent plans. To mention, the eighth plan outlay shows a substantial step-up in allocation to primary education as compared to seventh plan. But in the last few years there has been a decrease in the state's investment. During this period, the annual Gross Domestic Product (GDP) budget on education remained stagnant and sliding from 3.67 to 3.30 per cent which is ironically complemented by late-disbursal and non-utilization. In this context, the objective of the Edwatch study in India is rooted in tracking the intricacies of education budgeting in India.

To begin with one would agree that, though complex in nature, but still for any attempt to understand education budget in India, one has to understand -

- ✓ The nature of overall budgeting
- ✓ The existing norms of generating revenues

However, before proceeding any further let us have a quick look at the overall education budget for the year 2008-09, as proposed by the finance minister.

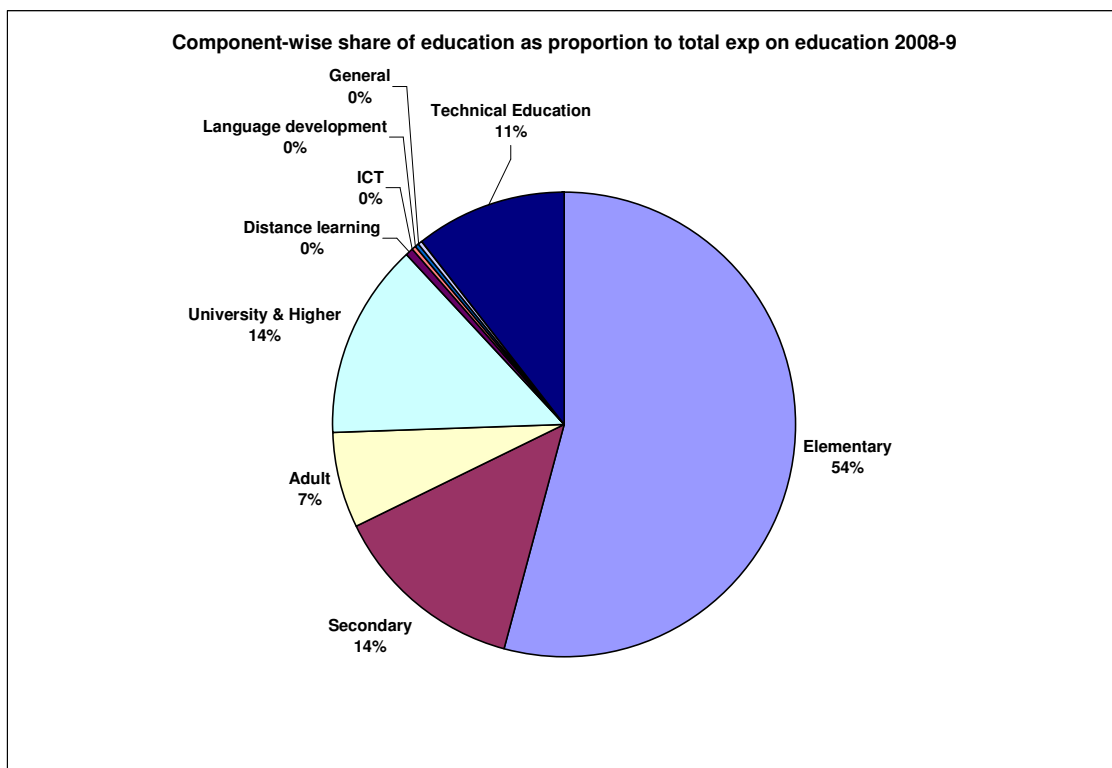
**Chart 1.2: Year-wise Trend of Expenditure on Education as % of GDP**



Source: 1. Union Budget, Government of India 2008-09  
2. Economic Survey 2007-08

To note that the Centre's spending on education as a proportion of GDP is a mere 0.72%. This reveals the truth behind the smokescreen of 'promised allocations (refer to Chart 1.2). It is quite shocking that though the UPA government came to power in 2004-05, yet in 2008-09 one can see that over the years the overall increase in the share of education has just been 0.3 percentage points. In 2007-08 (BE) the percentage share of education to GDP is just 2.84; leave apart the promised 6%. The break-up of the total allocations (refer to Chart 1.2.1) reveals that the outlay for elementary education accounts more than half of the total budget for Ministry of Human Resource Development, Government of India.

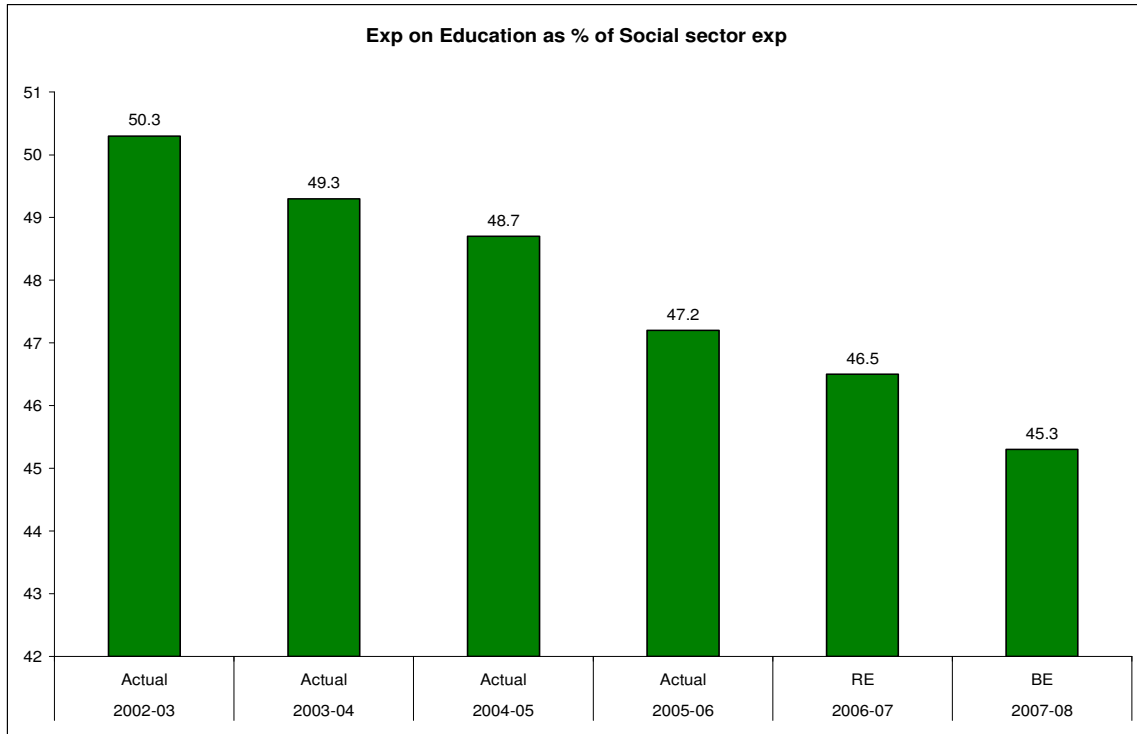
**Chart 1.2.1: Component-wise Share of Education as Proportion to Total Expenditure on Education 2008-09**



Source: Union Budget, Government of India 2008-09

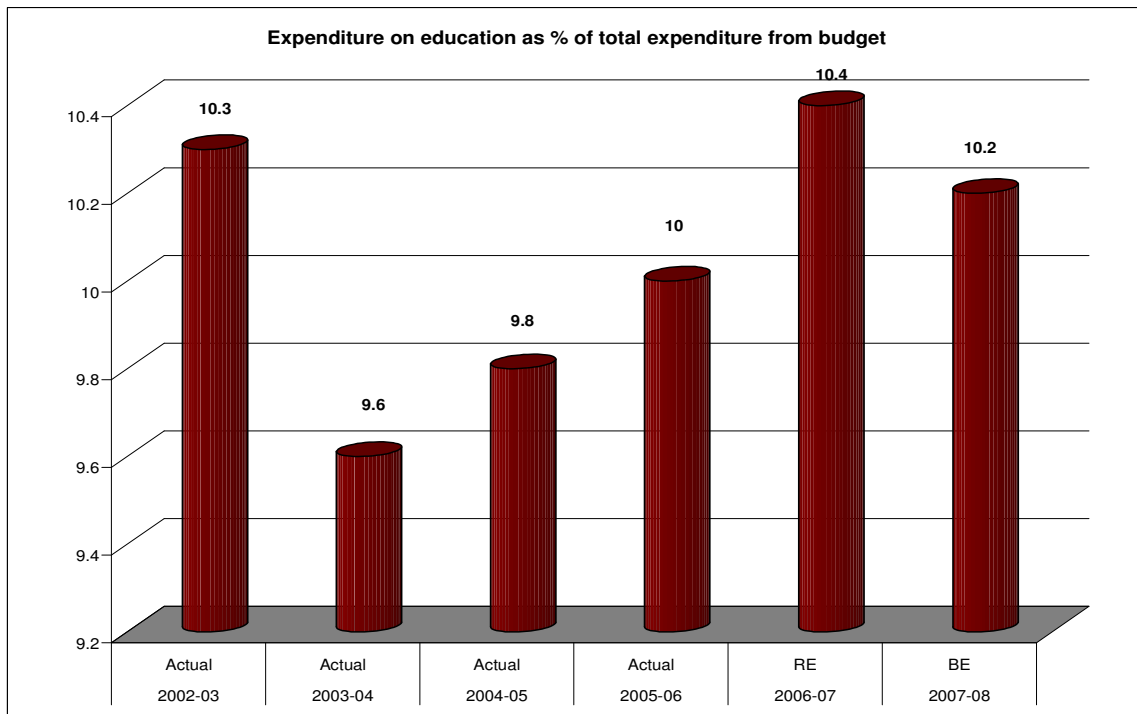
Moreover, it is also quite surprising that over the years the expenditure on education as a percentage to social sector expenditure has decreased (refer to Chart 1.2.2). A close look at chart 1.2.2 would reveal that during 2002-3 the expenditure on education as a percentage to social sector expenditure was almost 50.3%, while during 2007-08 (BE) it has declined to 45.3%. Even as chart 1.2.3 reveals that expenditure on education as percentage of total expenditure from Union Budget has also fallen from 1.03% during 2002-03 to 10.2% during 2007-08 (BE).

**Chart 1.2.2: Expenditure on Education as % of Social Sector Expenditure**

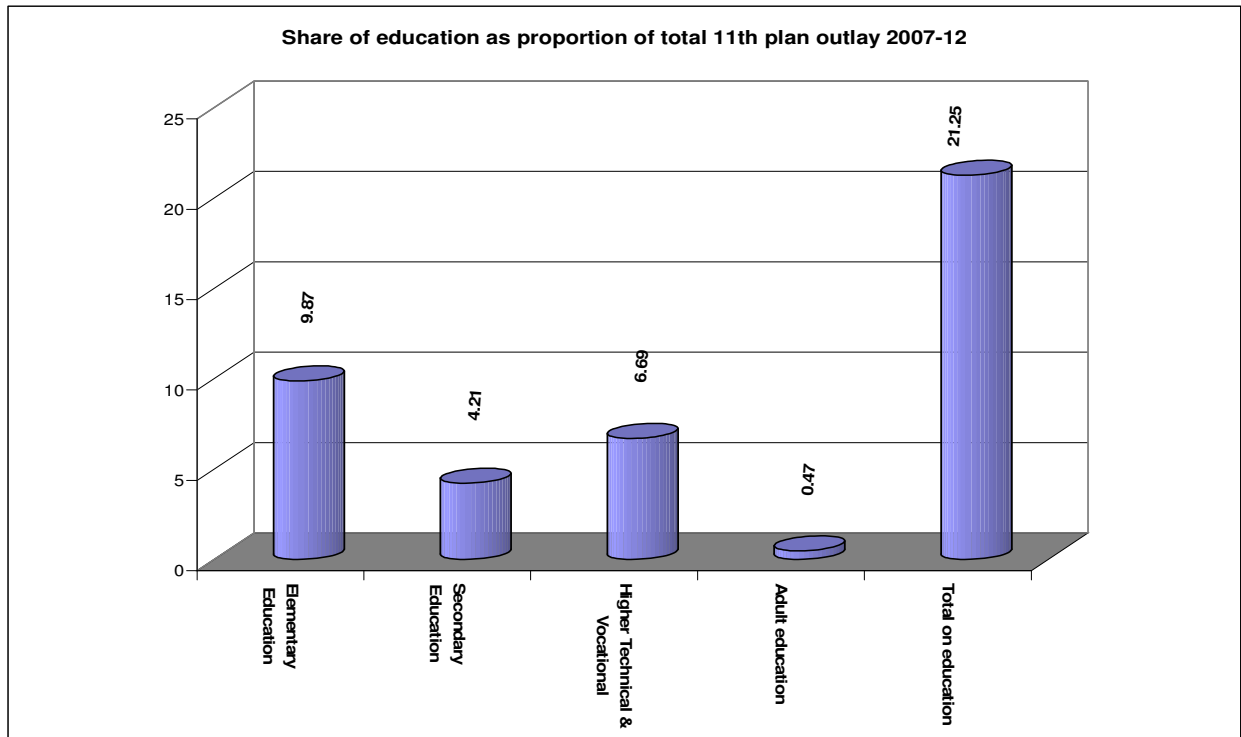


Source: Chart 1.1.3 & 1.1.4 -Union Budget, Government of India 2008-09

**Chart 1.2.3: Expenditure on Education as % of Total Expenditure from Union Budget**



**Chart 1.2.4: Share of Education as % of Total 11<sup>th</sup> Plan Outlay (2007-12)**



Source: Union Budget, Government of India 2008-09

Now, the eleventh Five Year Plan apportions 21% of the total plan outlay on education (refer to Chart 1.2.4). The break-up is shown in the chart 1.2.4. To note that 2008-09 also marks the second year into the eleventh Plan and with all its efforts for inclusive growth, there is enough room for concern. The simple reason is that the Eleven Plan as an inherent tendency to support privatisation in all spheres of education, including elementary education.

### **3.3.1 The nature of overall budgeting**

The budgets of the central government as well as the state governments are classified into Plan (broadly development) and Non-Plan (broadly maintenance) outlays. The Non-Plan component of the expenditure are mostly committed parts comprising salaries plus maintenance and other wage bills to run the administration, so that also gives a clear signal regarding the priority of the state government. But, the plan part definitely gives a more vivid indication of the priorities of the state government. However one should recall the statement made by the Twelfth Finance Commission, Government of India, in this regard. It is thus stated that the plan process leads either to creation of posts or assets. Once the plan is over, the posts meant to be carried into the non-plan side of the budget. Assets created in the previous plans also require maintenance expenditure. Both of these increase non-plan expenditure in the form of committed liabilities. The distinction, according to the Twelfth Finance Commission, between Plan & non-plan expenditure

has progressively become blurred as States often continue old plan schemes as part of the new plan so as to show a higher size of the plan. Further, by definition, plan expenditure is 'incremental development expenditure'. It is expected that as a result of the plan intervention, inequalities among States in incomes and services that are publicly provided would decrease. Therefore, considering a larger plan size as more development oriented and ignoring maintenance is not desirable and provides at best an optical illusion of development. In this regard it is worthwhile to clarify the terms like expenditure on 'Revenue account' and the same incurred on, Capital account. Expenditure on revenue accounts constitutes the bulk of the budget expenditure on education in India. But this does not imply that there is little or no asset creation in education. As Tilak (2003) emphasizes, that terms like "revenue" and "capital" accounts has been used in a sense different from that in economics<sup>1</sup>. So expenditure on asset creation like 'building a classroom' or 'construction of a separate toilet for girls' are often incurred from revenue account.

### **3.3.2 The Centre-State relation**

The Constitution of India prescribes some areas such as education, family planning etc under the concurrent jurisdiction of the central and state governments (Concurrent List), while areas such as public health and sanitation, hospitals and dispensaries, and water are in the hands of the States (state list). Despite this demarcation, the main sources for social service expenditures are the state governments. The central government, however, has a strong influence on state government expenditures via its fiscal transfers which fall into these categories:

- a) Statutory transfers carried out by the Finance Commission, a constitutional body which every five year recommends the allocation of taxes and exercises from the central government to the States along with grants-in-aid to States that need additional assistance. The committee's recommendations can include funding for social sectors and services which can be part of upgrade grants to modernize and rationalize state administrations particularly in backward States, or part of special problem grants directed at state-specific problems.
- b) Regulatory transfers for financing expenditures connected with five-year plan programmes implemented by the National Planning Commission based on the Gadgil - Mookherjee formula.
- c) Discretionary transfers carried out by central government ministries.

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<sup>1</sup> Grants-in-aid made by Centre to the States (generally used for asset creation) are taken as revenue expenditure as per convention.

The transfers by the National Planning Commission are largely loans from the central government, while discretionary transfers such as central sector schemes (central government projects carried out in the States) and centrally sponsored schemes (project finances by the central government but carried out by the States) are purpose-specific and by and large subsidies. In recent years, anti-poverty programmes, family planning, education, caste problems and rural public employment have been given priority in these latter transfers. They are therefore important for social service expenditures. For example, family welfare is financed almost 100% by fiscal transfers from the central government to the States, although it is in the Concurrent List.

The central government plays the major part in these plan expenditures, while state governments are largely responsible for non-plan expenditures that supplement five-year plan programmes including wages and salaries for human resources. To mention, that in addition, many other departments also undertake education and training activities. Clarifying the relationships and procedures for development planning and management between the Union and State Governments is an important overarching governance reform area. Government of India's involvement in state-mandated subjects, such as health, education, and poverty alleviation, has increased in the last two decades in several ways. To mention-

- i. Several subjects like population stabilisation, family planning and education have been moved from the 'State list' to the 'Concurrent list' through Constitutional amendments.
- ii. The share of Central Ministries in GBS (gross budgetary support – plan funds set apart in the central budget for development, both for States and the central government) has increased.
- iii. Central Government has influenced the allocative decisions on subjects which were traditionally considered under the purview of the States through Centrally Sponsored Schemes (CSS). Central Ministries have substantially increased funding of CSS; much of which goes straight to the districts, thus bypassing the States and placing district bureaucracy somewhat directly under the supervision of the Government of India.
- iv. It is worth mentioning that almost more than half of Central Assistance to the States from the Planning Commission is neither untied aid nor formula based, which was however an earlier administrative practise. However on the contrary, where the Planning Commission and Government of India Ministries have a great deal of control over State-wise allocations and releases. Further, in case of total plan transfers to the States, specific purpose transfers have increased at the cost of general purpose transfers.
- v. It is quite encouraging that Government of India allocations for education, health and other sectors relevant to children are increasing every year, putting Government of India in a dominant position to influence action in the States.

- vi. Due to fiscal constraints faced by the States, often centrally sponsored schemes have become the predominant schemes in the social sector that are operational at the field level, with States having little discretion, at least in principle, to introduce changes.
- vii. Last but not the least, many States in India, especially the poorer ones, have lost the dynamism, capacity and commitment to undertake reforms on their own without external pressure. In such States neither politics nor administration seems to have the capacity for self-correction, and therefore it is only sustained public pressure and concerted collective action by civil society that can coerce them to professionalize their administration and improve the quality of outcomes.

### 3.3.3 The existing norms of generating revenues

As we all know, the citizens of India presently bear an additional 3 percent education Cess, but, the detailed utilization of this has not featured in the national budget reports. According to the revised estimates for the financial year 2004-2005, Rs. 5010 crore was collected from the Indian taxpayer since July 2004, under a 2% education Cess in Budget 2004. With this the government's expenditure on education was expected to go up by only Rs. 2,000 crore (Rs. 20 billion). Table 1.5 reveals the increasing importance of Cess and external assistance in the elementary education sector in the recent years.

There has been an increase, however, in the Sarva Shiksha Abhiyan, India's main elementary education programme, the revised estimates show that the expenditure has been Rs. 4,754 crore -- an increase of Rs. 1,697 crore. The net increase in expenditure on elementary education works out to Rs. 1,476 crore. The Union government also spent Rs. 542 crore on education projects in the country's northeastern regions, thereby taking the total additional spending to around Rs 2,000 crore. This is far less than the Rs. 5,010 crore collected by the government in the form of education Cess. Moreover, following the same line of argument Jha & Parvati (2007)<sup>2</sup> pointed out that though its true that the imposition of the 2 per cent Education Cess on all Central taxes by the UPA Government in 2004-05 helped the funding for SSA to step-up since then, but at the same time including the BE for the outlay on SSA to be made in 2006-07,<sup>3</sup> the total outlay by the Centre on SSA in the 10<sup>th</sup> Plan period stands at around Rs. 26.88 billion, which falls significantly short of even the Rs. 34.6 billion figure arrived at by the Working Group on the Tenth Plan. Further, in the portions dealing with SSA, striking facts has been highlighted in the 'Mid Term Review of the Tenth Five Year Plan '<sup>4</sup>(henceforth, MTR of

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<sup>2</sup> Jha, Praveen & Pooja Parvati (2007): 'Education for All: Meeting the Challenges of Financing', NUEPA-MHRD, New Delhi.

<sup>3</sup> Central Govt.'s total allocations for SSA in 2006-07 BE is Rs 11000 crore.

<sup>4</sup> Planning Commission (2005), Mid Term Review of the Tenth Five Year Plan (2002-07), Government of India

TFYP.)The MTR of TFYP highlighted the lack of ownership over SSA in case of several States, which did not contribute their mandated shares of funds fully. These States were Gujarat, Maharashtra, Karnataka, West Bengal, Assam, Tripura and Orissa. The MTR of TFYP pointed out that inadequate release of funds by the States holds up infrastructure projects and leads to delays in payment of salaries to teachers. We must note here that these States also included economically better off States like, Karnataka, Gujarat and Maharashtra, which according to the MTR of TFYP lacked a strong sense of ownership over SSA. However, as per recent information from the Central Ministry of HRD, the situation regarding release of States' share for SSA has witnessed a significant improvement in 2005-06.

**Table 1.5: Increasing Significance of Cess and External Assistance in Central Allocation for Elementary Education**

Year	Education Cess (Rs. Crore)	External support for elementary education (Rs. Crore)	Allocations for elementary education & literacy (Rs. Crore)	Central governments allocation for elementary education after adjusting for education cess (Rs. Crore)	Direct contribution of the Common citizen for UEE (i.e. contribution of cess In funding for UEE ) in %	Contribution of the central government in UEE after discounting for external aid and education 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

As regards the low expenditures in SSA, the MTR of TFYP stressed that several States like UP, Bihar, Jharkhand, Orissa, West Bengal and Punjab showed a low resource absorption capacity under SSA, and these States needed to build up such capacity by strengthening institutional arrangements. However, the MTR of TFYP did not probe the role of the norms and financial guidelines under SSA or that of the flat 75:25 ratio of funding for all States in constraining the capacity of the (poorer) States to spend the entire amount of funds released under SSA. In fact the argument of low resource absorption capacity of the States, especially of the poorer States that also happen to be educationally most backward in the country, has been given a lot of emphasis in the recent years both by the Planning Commission and the Central

Government. The importance of this line of argument arises from the fact that in a programme like SSA, the magnitudes of both the first and second installments to be released by the Centre actually depend on the extent to which the States were able to spend the previously released funds. When the expenditure reported by a State falls short of a certain benchmark, the Centre either does not release its next installment or releases only a fraction of it. It is true that such an arrangement, which gives the Central Ministry an overriding control over the availability of funds to different States, has some incentives for the States to step up utilization of the available funds. However, it also enables the Central Government to avoid confronting the acute problem of scarcity of funds for a programme like SSA. To mention, considering the above it is quite interesting to note that the MTR of TFYP did take into account the financial distress of several States and recommended for the continuation of 75:25 arrangement between Centre and States for funding SSA until the completion of the programme, i.e. until 2010<sup>5</sup>. Further, the MTR of TFYP did not address the problem of inadequacy of funds for SSA during the 10<sup>th</sup> Plan years.

Thus, there can be no doubt about the fact that during the Tenth Plan period the funding of SSA by the Centre (which is supposed to be 75 per cent of the total funding) has been inadequate even for meeting the requirements of UEE envisaged by the 10<sup>th</sup> Plan Working Group, which makes a heavy reliance on the low cost, alternative channels of education for achieving UEE. Moreover, the level of funding vis-à-vis the resource requirement as per the AWP&Bs approved for the districts also reveal glaring gaps.

In the light of the above discussion, the recommendations of the 'The Tapas Majumdar Report'<sup>6</sup> regarding financing elementary education in India are worth mentioning. The report clearly estimated the total magnitude of funds required, in addition to the prevailing magnitude of public expenditure on elementary education, over a ten year period (from 1998-99 to 2007-08) for universalizing elementary education in the country by 2007-08 and also suggested a way in which this additional public spending on elementary education could be phased over this ten year period. It states that, additional expenditure for achieving UEE (based on the norm of 2 classrooms and 2 teachers per school and reaching gradually to a 30:1 pupil teacher ratio by the 10<sup>th</sup> year, and calculating teachers' salary at the rates revised after fifth Central Pay Commission) would be Rs. 1,369.22 billion, over the 10 years from 1998-99 to 2007-08. According to the figures estimated by this Committee, beginning with 1998-99 until the end of the financial year 2005-06, the sum total of the additional public expenditure over the previous year's public

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<sup>5</sup> The present share of Centre: state funding of SSA has been fixed for 65:35 for two years, after which it would be 60:40 for the third year (2009-10)

<sup>6</sup> A Group of Experts was constituted in 1997 to assess the financial resource requirements for operationalising the then proposed Constitutional amendment for making the right to free and compulsory elementary education for children up to 14 years a justifiable Fundamental Right. This Group of Experts submitted its report to the Central Government in January 1999. This report is popularly known as the Tapas Majumdar Committee report, as Prof. Tapas Majumdar was the Chairman of the said Group of Experts.

expenditure on elementary education, i.e. sum total of the yearly increases in public expenditure on elementary education over the last 8 years, should have been Rs. 1,168.35 billion or more at current prices. However, the actual scenario has been vastly different. As against the above-mentioned magnitude of additional public spending on elementary education required for UEE, the sum total of the yearly increases in public expenditure on elementary education over the last 8 years (from 1998-99 to 2005-06) has been only Rs. 291.47 billion at current prices. Thus, in the past eight years (from 1998-99 to 2005-06) India has accumulated a huge deficit of Rs. 876.87 billion and this situation would further deteriorate in the absence of immediate steps by the Government at different levels to increase public spending on elementary education.

**A brief note on the sectoral composition of education expenditure by the Centre & all States & UTs during the last five years (1999-2000 to 2005-2006)**

A brief note regarding the comparison of the intra-sectoral allocation in expenditure by education departments of the Central and the state governments for the last few years seems pertinent at this juncture. In the past the state governments focused on school education – elementary and secondary – while centre played a more important role in university and higher education and technical education. However, considering the same for the last few years we see that the flow of expenditure has primarily concentrated in the area of elementary education. To mention, during 1999-2001, only 13.7% was spent on this sector. During, 2003-04 the share of this sector has been above 50% out of the funds spent only for education. It has been argued by many that the large increase in budgetary expenditure in the last two years is confined primarily to plan expenditures, and to elementary education sector. This increase has been made possible by the collection from the introduction of education Cess, three years ago. This is a separate dedicated non-relapsable fund for elementary education. These extra resources are spent almost entirely on mid-day meal programme, which is however, a nutritional support programme run jointly by the Central and state government and entails serving of a hot cooked midday meal to all children enrolled in elementary stage) and Sarva Shiksha Abhiyan (SSA), a programme which attempts combines all programmes for universalisation of elementary education in all States. So the inter-sectoral budget allocation of the Central government reflects the policy shift of priorities of public funding- towards elementary education. Therefore, in the light of the analysis so far, it is quite evident that the alarming issue that still haunts basic education funding is the issue of insufficiency, fluctuation in allocation and under-utilization of the same.

To understand the budget issue, it is necessary to pay due attention to the importance of Centrally Sponsored Schemes (CSS), the case of SSA, which has gained enormous momentum in recent years, especially concerning elementary education. The case of education Cess can be

discussed in this regard. For instance, Cess is a special tax charged to support the CSS like SSA and Mid Day Meal (MDM). As far as the collections under Cess and surcharge are concerned, the figures are: in 2006-07, according to Revised Estimates, the collection will be Rs.8, 973 crore and in 2007-08, according to Budget Estimates, it will be Rs.15, 592 crore.<sup>7</sup> As said above, the objective of Edwatch in India is largely focused on understanding the SSA with a special focus on its budgeting part. The following section details this aspect.

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<sup>7</sup> Reply of Finance Minister to Discussion on the Finance Bill-2007 In Lok Sabha, Press Information Bureau, Government of India, May 03, 2007

**: Chapter 4:**  
**Budgetary allocations and the Sarva Siksha Aviyan (SSA)**

**4.1 A brief discussion on Sarva Siksha Aviyan (SSA)**

The programme covers the entire country with special focus on educational needs of girls, SCs/STs and other children in difficult circumstances. A number of initiatives, including distribution of free textbooks, scholarship and uniforms are provided. The SSA also seeks to provide computer education even in the rural areas. During 2005-06, the SSA approved 35306 new schools, appointment of 156610 new teachers, construction of 34262 school buildings, 141886 additional class rooms, construction of 65771 toilets and provision of drinking water for 40760 schools, free textbooks for 6.12 crore children and annual in-service training to 3252785 teachers for all 600 districts. A sum of Rs 7527.23 crore (upto March 2006) was released by Central Government to the States/UTs. To mention that, the assistance under the programme of SSA was on 85:15 sharing arrangement during the Ninth Plan, 75:25 sharing arrangement during the Tenth Plan, and 50:50 sharing thereafter between the Central government and the state government. To understand the fund flowing process or to track the budgetary allocations in terms of outlays/outputs/outcomes it is pertinent to understand the organizational set up of SSA (refer to Chart- 1.3) or for any such scheme per se.

**4.1.1 The SSA framework**

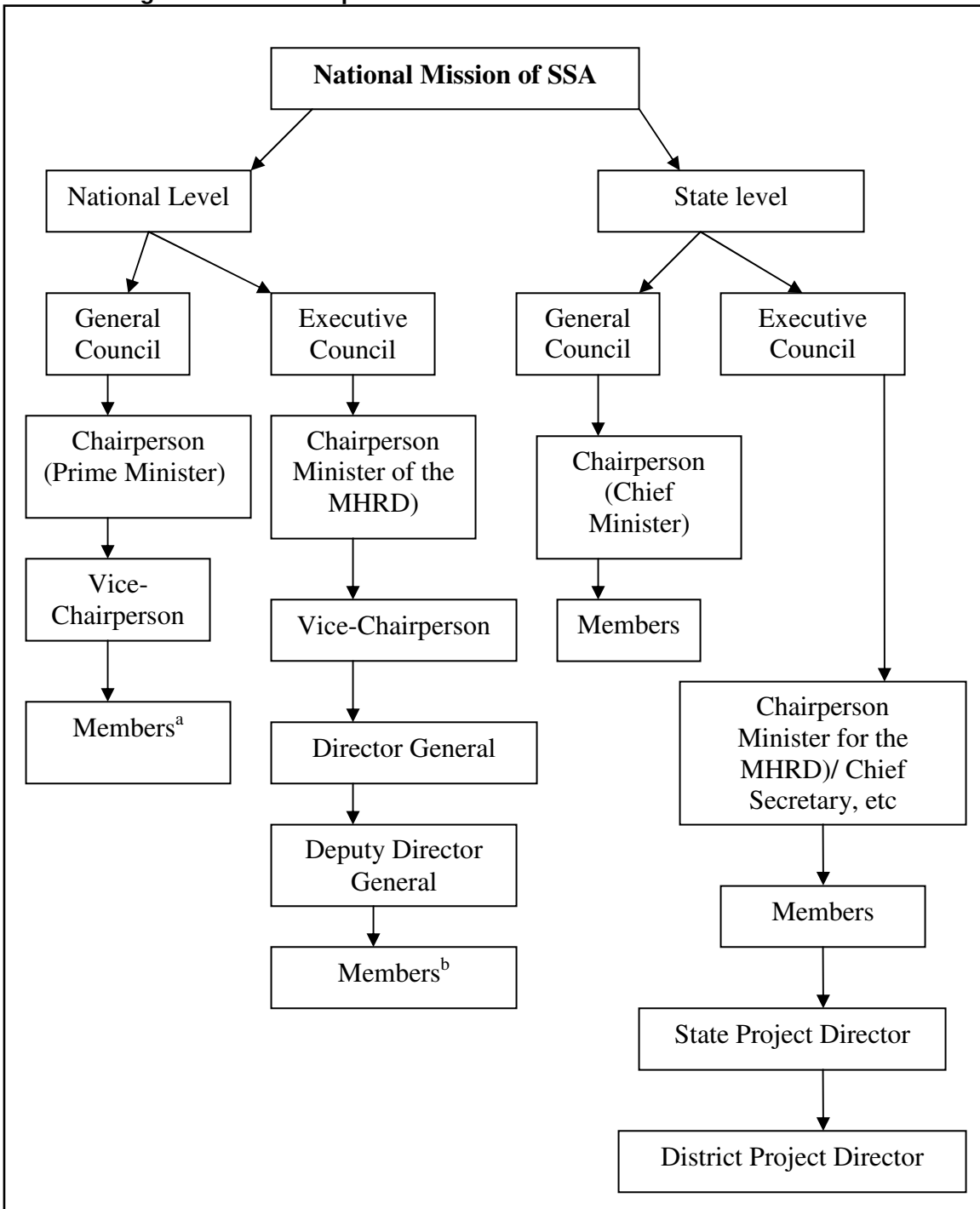
Now, we shall focus on the part of that National Mission of SSA that is meant for the states. As per the SSA framework, the district planning authorities are expected to include and implement the following stated objectives<sup>8</sup>-

- i. Large scale participation of women and other disadvantaged groups in the planning process.
- ii. A clear gender focus in all the activities under the plan. Every intervention must be gender sensitive.
- iii. Large scale evidence of school-based activities like Bal Melas, Jathas, Sports, 'Maa – Beti sammelans', etc.

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<sup>8</sup> SSA Framework, Planning, Appraisal and flow of Funds under SSA, Ministry of HRD, Department of Elementary Education & Literacy, Government of India

**Chart 1.3: Organizational Set -up of the SSA**



Notes: <sup>a</sup> Members comprises of- Finance Minister (GoI), Dy. Chairman, Planning Commission , MOS for Women & Child Development , MOS for Social Justice & Empowerment, Senior level political leaders (6) , Members of Parliament (3), Education Minister of States (6), Representatives of teachers (6) , Educationists, scientists (5) , Persons from NGOs (6) , Persons from Women's Organizations (3), Persons working among SC/ST (3), Ex-officio members (7) , Secy. Elementary Education & , Literacy D.G., NLM, Director NIEPA, Director NCERT, Chairman, NCTE , D.G., CSIR, Jt. Secy. Elementary Education-, Member Secretary.

<sup>b</sup> Director NCERT, Director NIEPA, Chairman NCTE, DG NLM, DG CSIR, FA MHRD, Principal Advisor (Education), Planning Commission Non-officials comprising teachers, NGOs'

representatives, educationists to be nominated by the Chairman of the Council (7), Education Secretaries States (4), Jt. Secy. Elementary Education- Member Secretary.  
Source: www.ssa.nic.in

- iv. Evidence of - interface with elected representatives at all levels, process based constitution of committees at each level , institutional arrangements for decentralized decision making, consultation with teachers, community contribution for universal elementary education , school mapping and micro planning habitation wise/ village wise/ cluster wise/ urban slum wise/ ward wise , joint Bank accounts in each school/VEC/School Committees to receive community contribution and to spend government grants, focus on making education relevant to life.
- v. Survey of - available school facilities, including non-governmental educational institutions; 0-6 age group children and facilities for their education and development; 6-14 age children through preparation of Education Registers and identification of institution for schooling.
- vi. Relocation of teacher units taking into account the presence of the non-governmental sector and its impact on school attendance.
- vii. Assessment of
  - ✓ Training needs and survey of capacities for orientation and training with existing institutions;
  - ✓ Needs, school-wise/habitation-wise of additional school facilities, teachers, etc.;
  - ✓ School wise/EGS centre wise incentives of meals, scholarships, uniforms, free textbooks and notebooks, etc.;
  - ✓ Teaching-learning materials;
  - ✓ Information System;
  - ✓ Available financial resources and priority of needs.
  - ✓ Community ownership of the district plan. A plan for quality education including a plan for early childhood care and education and children with special needs.
  - ✓ Incorporation of issues like local specific school timings, etc.;
  - ✓ Reflection of all investments in Plan and Non Plan being made in a particular district for elementary education.

#### **4.2 An overview of progress of Sarva Shiksha Abhiyan; Mid Decade Assessment of EFA 2005**

As mentioned in earlier pages the commitment to 'Education for All' is a goal enshrined in the Indian Constitution which has been pursued through successive education policies and development plans at national and state levels. The Government of India (GoI) is implementing a number of programmes for universalizing elementary education, achieving total literacy and providing quality education for all. As envisaged in the National Policy on Education 1986, the programmes are being implemented through 'meaningful partnership between the Centre and the States'. The National Development Council, with representation of Chief Ministers of all States, imparts a national character to the entire process of planning and programme formulation. The Union Government bears the responsibility for maintaining the national integrative character of education and improvement of quality and standards. This is being sought through the flagship programme *Sarva Shiksha Abhiyan (SSA)*, a nation-wide programme of universal elementary education implemented in a mission mode, along with programmes under the Integrated Child Development Scheme (ICDS) and the activities of the National Literacy Mission (NLM). After the Dakar commitment the national launch of Sarva Shiksha Abhiyan was to ensure the free and compulsory education for all children as a fundamental right.

The SSA was launched in 2001. The main four broader goals of SSA States that

- (i) All 6-14 age children in school/EGS (Education Guarantee Scheme) centre/Bridge Course by 2005.
- (ii) Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010.
- (iii) Universal retention by 2010.
- (iv) Focus on elementary education of satisfactory quality with emphasis on education for life.

Elementary education in India is defined as the education from classes I to VIII, and roughly covers children from the age of 6 to 14 years. Elementary education is further divided into two stages: primary and upper primary education. Primary education lasts up to class V and covers children in the 6-11 age groups. Upper primary covers class VI to VIII and include children in the age group of 11-14 years. However, while this is the natural picture, there are minor variations in some states. Some have primary schooling up to class IV only while a few have upper primary up to class VII only.

The recent amendment to the constitution, which has made elementary education a fundamental right of every citizen, guides the formulation of policies and programmes. During the period 1950-51 to 2000-01, the number of Primary Schools increased by more than three times (from 2, 10,000 to 6, 38,738). The number of Upper Primary Schools increased by fifteen times (from 13600 to 206269). The average annual growth rates for primary and upper primary schools during the decade were 1.51 percent and 3.02 percent respectively.

Total enrolment at Primary Stage increased from 97 million in 1990 to 114 million in 2000-01. At the upper primary stage, the increase in enrolment during this period was from 34 million to 43 million in 2001.

#### **4.2.1 The progress on EFA Goals; an overview**

##### **4.2.1 (A) Goal One: Early Childhood Care and Education (ECCE)**

###### **1. Background and Development of Early Childhood Care and Education (ECCE)**

Though the recent constitutional amendment covers the children between 6-14 years for right to education yet there are several provisions in the Constitution of India either as a Fundamental Right or as a Directive Principle of State Policy that have been used to promote ECCE services in the country. Initially the Indian Constitution committed to the provision of 'free and compulsory education for children up to fourteen years of age'. In the absence of a lower age limit, early childhood education services were considered as part of the constitutional commitment. However, the subsequent Eighty-Sixth Amendment to the Constitution in 2001 divided the span of 0-14 years into two clear categories to cover their needs under separate articles in the constitution. Article 21A has been introduced which makes elementary education for 6-14 year old children a Fundamental Right. ECCE has been included as a constitutional provision but not a legal right of every child through Article 45 which reads as follows: "*The State shall endeavour to provide ECCE for all children until they complete the age of six years.*"

Child development and education are considered concurrent subjects, which imply a shared responsibility of Central and state governments in ECCE service delivery. The provision of ECCE services is governed by a plethora of policies and related action plans beginning with the National Policy on Education 1986 which viewed ECCE as "an integral input in the human resource strategy, a feeder and support programme for primary education and a support service for working women."

## **2. The achievement:**

As a result of commitment to various international covenants and also the adoption of the National Policy for Children, the GoI initiated the Integrated Child Development Services Scheme (ICDS) which has emerged as a major national strategy for promoting holistic early childhood development in the country. The basic premise of the programme, which is a centrally sponsored and state administered nationwide initiative, is that early childhood education and care are inseparable issues and must be considered as one. The programme has been designed in an integrated way, adopting a holistic approach through one community based service provider for all children from pre-natal to six years and pregnant and nursing mothers.

In view of the need for an effective and expanded scheme for childcare facilities, the Rajiv Gandhi National Crèche Scheme has been launched for the children of working mothers. Crèches are allocated to the states/UTs on the basis of the proportion of child population. Uncovered districts and tribal areas are given highest priority to ensure a balanced regional coverage. The services include both the care aspect and pre-school education.

Under *Sarva Shiksha Abhiyan* provision has been made not only for greater convergence of pre-school education initiatives, especially of ICDS, with that of primary schooling but also for setting up of pre-school centres in uncovered areas. As a result of actualising these provisions many states/UTs have not only come up with the pre-primary centres (either separately or as a wing attached with the primary schools) but also have designed various state specific interventions suiting their local situation.

Throughout India there are fee charging/profit making initiatives in ECCE. While the public sponsored ICDS and NGO programmes cater to children from disadvantaged communities, private initiatives are targeted towards children of socio-economically better off families. These impart pre-school education through nurseries, kindergartens and pre-primary classes in private schools. Though exact figures are not available, it is estimated that about 10 million children receive ECCE from privately owned programmes. In the absence of a regulatory system or even registration at the ECCE stage, the education offered by these programmes is of variable quality.

Under public initiatives, the enrolment, which was 15% of the 3-6 years old children in 1989-90, is currently about 21%. According to the 2001 census, the country has approximately 60 million children in the age group of 3-6 years. It is estimated that about 34 million children are covered by pre-school initiatives under ICDS and private initiatives. This leaves about 26 million 3-6 years old children not enrolled in pre-school activities. The gap between the number of pre-school children and available pre-school services seems to be very large.

### **3. The gaps.**

The children uncovered and unreached by ECCE programmes are found in both rural and urban areas. In rural areas many of them located in isolated and remote hamlets, *dalit* hamlets and fishing hamlets and in temporary settlements of seasonal migrant workers. In urban areas many of them live on the pavements and in unauthorized settlements and slums. Children living in difficult circumstances, such as children of long term patients, children with special needs and children of sex workers and women prisoners, riot and disaster affected children, refugees and displaced children may also be identified as children uncovered and unreached by ECCE programmes.

In order to extend the benefits of ECCE to reach the large number of children presently uncovered, the sub-group report on ECCE for the 11<sup>th</sup> FYP has recommended to identify and implement contextually suited, locally relevant innovative strategies and approaches. The sub-group also recommended increasing resources to fill this huge gap.

There are around 106 million women in the work force of which 40-45% are in the reproductive age group. Day care support services are an essential requirement for the children of working women. This needs to be addressed in the 11<sup>th</sup> FYP.

#### **4.2.1(B) Goal Two: Universal Basic Education**

##### **1. Background of Universal Basic Education (UBE)**

While the universalisation of elementary education has been a national goal since 1950, the 86<sup>th</sup> Constitutional Amendment Act 2002 made education a Fundamental Right for children in the age group of 6-14 years by providing 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.” Although considerable progress has been made towards achieving the target of EFA, it is recognized that more rigorous and sustained efforts are required to universalise elementary education. A major bottleneck has been the persistence of regional and sectional disparities. The policy goal therefore is to intensify efforts to reach primary education to the deprived sections of the population. The goals of EFA with respect to universal access are twofold: the universal enrolment of all children including girls, disabled children and children belonging to scheduled castes (SCs) and scheduled tribes (STs) in primary classes and the provision of upper primary education for them; and the provision of nonformal education (NFE) or alternative education for school dropouts, working children and girls who cannot attend formal schools.

The last decade has witnessed a number of new initiatives to improve access to and participation of children in elementary education as well as for improving the quality of education

in primary schools. *Sarva Shiksha Abhiyan*, the Government's primary education flagship programme, is being implemented by Gol in partnership with the state governments with a long-term perspective on cost sharing and a district level decentralized management framework involving local bodies. It is envisaged that the *abhiyan* (campaign) will achieve four goals, namely: providing access to all children in the age group 6-14 years through formal primary schools or through other equivalent alternative delivery means; completion of five years of primary education by all children; completion of eight years of elementary education by all children; and provision of elementary education of satisfactory quality for all by 2010.

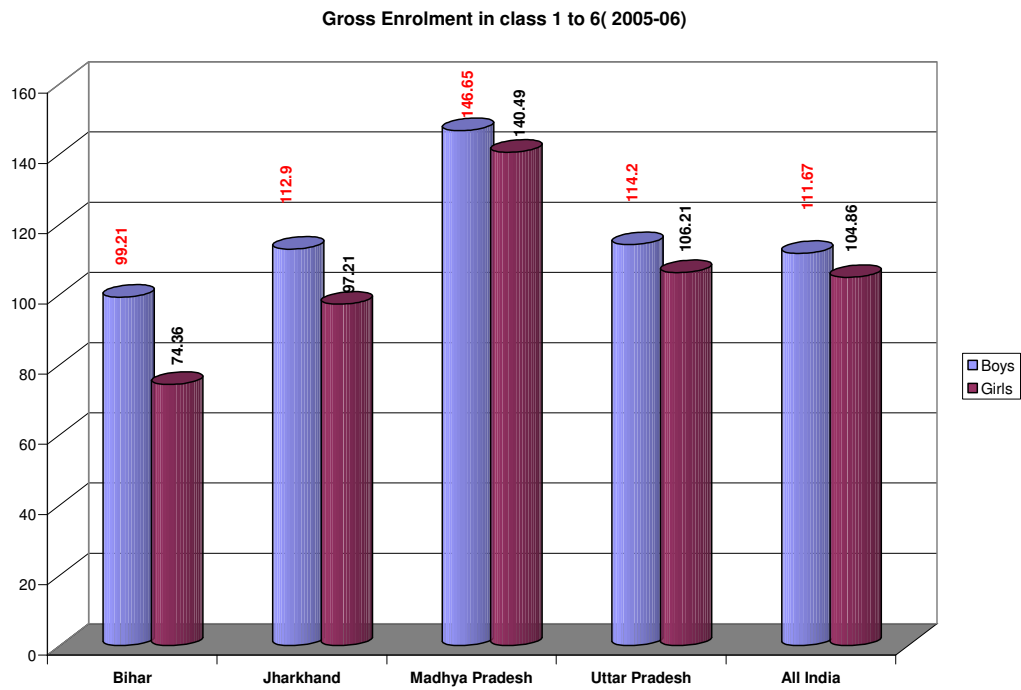
## **2. Progress Achieved**

The total number of schools at the primary level increased from 641,695 to 710,471 from 1999-2000 to 2003-04. Similarly, for upper primary the number increased from 198,004 to 262,649. The annual rate of growth since 1997-98 was 2.7% at primary and 6.9% at upper primary level. The faster growth of upper primary schools is due to increased completion rates at lower primary as well as to the conscious policy of the Government to achieve the target envisaged in the Programme of Action (1992) to have one upper primary school/section for every two primary schools.

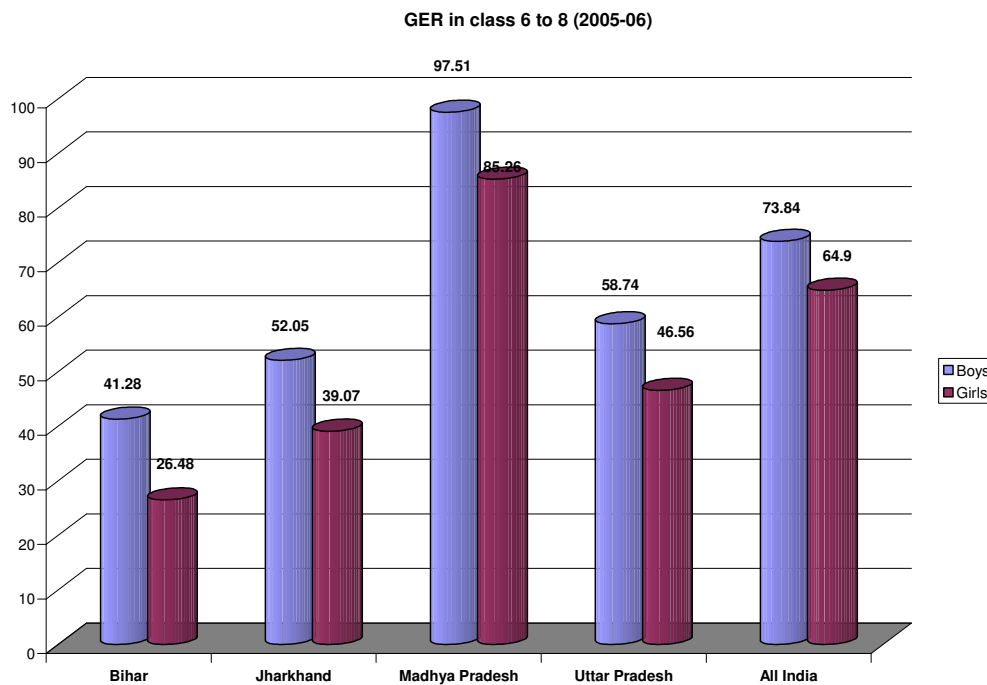
Government and local bodies put together continued to own more than 90% of primary schools. The contribution of private agencies has been small though increasing over the years and was highest in the year 2004-05 (9.79%). The percentage of primary aided schools has been slowly decreasing over the years while the percentage of unaided schools has been increasing. In 2004-05 at upper primary level, Government schools accounted for 33.1%, local bodies schools 7.9%, private aided 29.4% and private unaided 29.6% of schools.

As per MHRD report (2005-06) the gross enrollment rate of boys over numbered girls. The highest GER was observed in MP (146 for boys and 140 for girls) and lowest in Bihar (99 for boys & 74 for girls. Refer to Chart 1(A, B) for details.

**Chart 1(A) - Gross Enrolment in Class 1 to 6 (2005-06)**



**Chart 1(B) - Gross Enrolment in Class 6 to 8 (2005-06)**



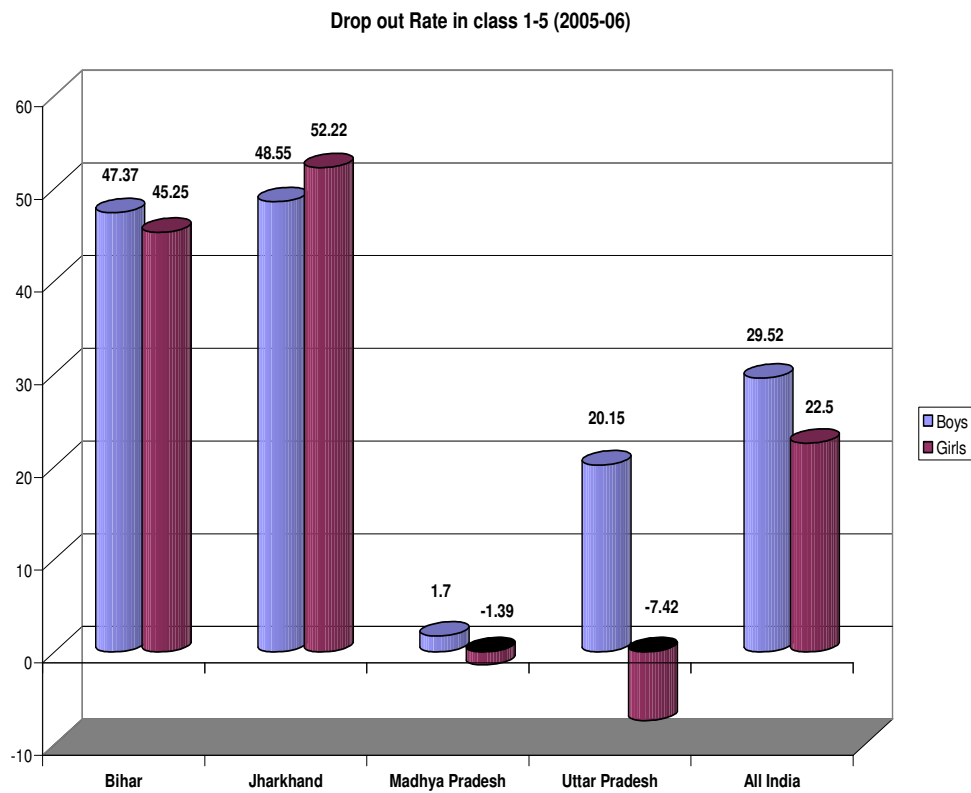
97.51

The GER( General Enrolment Rate in 6 to 8<sup>th</sup> class again was highest in Madhya Pradesh

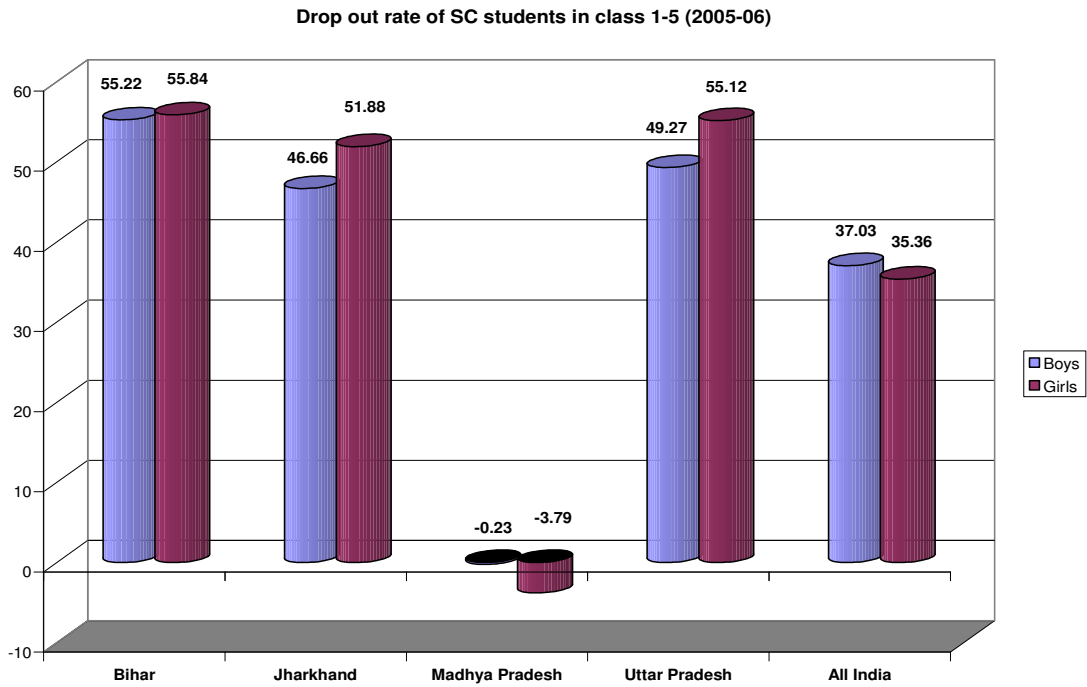
for boys and 85.36 for girls. It was again lowest in Bihar 41.28% for boys and 26.48% for girls. Madhya Pradesh had over numbered the national average for boys 73.84 and 64.9 for girls.

The drop-out rate in class 1 to 5 was highest in Jharkhand i.e. 48.55 for boys and 52.22 for girls. This is followed by Bihar i.e. 47.37 for boys and 45.25 for girls. Here Madhya Pradesh has performed very well with 1.7 % drop out for boys and .1.39% for girls.

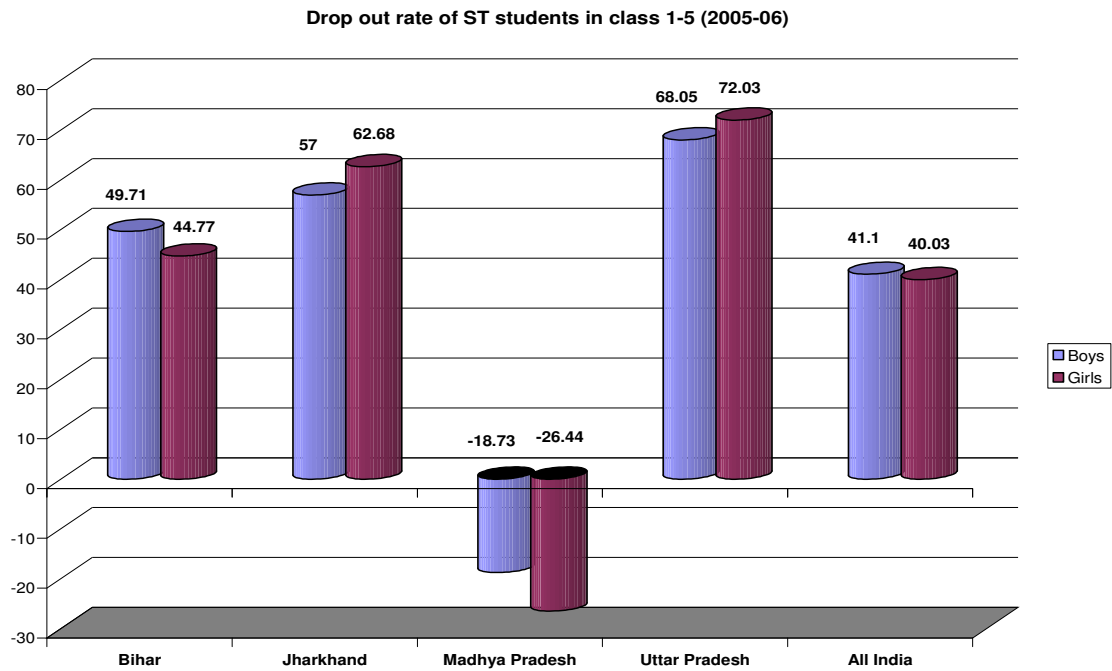
**Chart 1(C) - Dropout Rate in Class 1 to 6 (2005-06)**



**Chart 1(D) - Dropout Rate of SC Students in Class 1 to 5 (2005-06)**



**Chart 1(E) - Dropout Rate of ST Students in Class 1 to 5 (2005-06)**



The drop out rate in SC students in class 1 to 5 in SC students was highest in Bihar i.e.55.22% for boys and 55.84% for girls. This is followed by Uttar Pradesh i.e. 49.27% for boys and 55.12% for girls. This situation is further in better position in Madhya Pradesh where the drop out rate for girls, both boys and girls are in minus %. Jharkhand is no better with 46.66% for boys and 51.88% for The ST student's drop out rate is very high in Uttar Pradesh i.e. 68.05% for boys and 72.03% for girls. Madhya Pradesh seems to have minus drop out rate because of separation of Chhattisgarh and the drop out of MP has gone in Chhattisgarh.

### **3. The Gaps:**

As regards the gender parity index (GPI) and the percentage of girls' enrolment in primary and upper primary, computed for the period 2000-01 to 2003-04, there was improvement in the average both in GPI and girls' share in enrolment. The GPI increased from 0.80 in 2000-01 to 0.93 in 2003-04.

There was no significant change in the share of SC and ST enrolment in the total enrolment at elementary level from 2000-01 and 2003-04. However, the participation of girls increased in both the social groups. There was a decrease in the drop-out rate during the period for both SCs and STs. The SC drop-out rate at primary level decreased from 45.2% to 34.2% while for STs the decline was from 52.3% to 42.3%. However, the drop-out rate for both groups remained significantly higher than the national average.

About 1.62 million disabled children are enrolled in elementary classes across the country, of which 1.24 million are in primary and 0.38 million in upper primary classes Children with disabilities make up 0.99% of the primary enrolment and 0.87% of the total enrolment in upper primary. The GPI for disabled children is as low as 0.71 in primary and 0.67 in upper primary.

The number of out-of-school children came down dramatically to 9.5 million by November 2005 from 24.9 million in March 2003. There are two specific schemes, the Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE), which support diversified strategies for out-of-school children.

The Mid-Day Meal Scheme was originally launched as a centrally sponsored programme in 1995 to support the universalisation of primary education and to improve the nutritional status of children at the primary stage. In the light of directives of the Supreme Court and policy pronouncements contained in the National Common Minimum Programme of the Government, the programme was revised in 2004 to ensure provision of a cooked mid-day meal for children studying at primary level in Government, local body and Government-aided schools as well as for children studying in EGS and AIE centres. To achieve this, an important component of

assistance to states towards cooking costs was introduced. It was a programme which was launched out of massive campaigns from NGOs social groups and advocacy efforts. Improvement in retention, learning ability and achievement in education, especially for poor children has been found better through this programme.

#### **4.2.1 (C) Goal Three: Education of Adolescents and Young People**

##### **1. Background and Development**

According to the national census in 2001 there were 225 million adolescents comprising nearly one-fifth (22%) of the total population of India. Of the total adolescent population, almost 47% are female and 53% are male. Nearly one out of three adolescents aged 15-19 years is working, 21% as main workers and 12% as marginal workers. Economic compulsion forces the youth to participate in the work force resulting in high drop-out rates from education. Early marriage is common. The mean age at marriage for males is 22.6 years but for females it is only 18 years. Female mortality rates are higher compared to males of the 15-24 years age group. The pervasiveness of discrimination, lower nutritional status, early marriage and complications during pregnancy and childbirth among adolescents contribute to female mortality.

There are a number of policies formulated by the central Government which have a bearing on adolescents' education. However, none of the policies refer to holistic development of adolescents and the role of education in this context. In the National Policy on Education (1986/92) the statements on upper primary and secondary education have obvious reference to adolescents. More specific reference is made in the context of non-formal education, population education and education for women's equality. The National Youth Policy (2001) recommends the introduction of sports and physical education as compulsory subjects in the school curriculum. The National Sports Policy (2003) covers the age range of 13 to 35 mainly to cover adolescents. It refers to gender justice and the empowerment of youth (including adolescents) through education. It also focuses on education's role in the prevention of HIV/AIDS. The National Charter for Children (2003) calls for the provision of education and skills for children and adolescents with special attention to the education of girls to improve their health and nutrition status. The National Population Policy (2000) refers to the special learning needs of adolescents and to population education

##### **2. Progress Achieved**

The literacy levels of youth are fairly high especially in urban areas. About 90% of the 15-19 years age group in urban areas are literate. In rural areas, the literacy rate of this group is 75%.

Overall adolescents from rural areas and girls are disadvantaged in education. The male-female differences increase with each level of education.

Though various studies and estimates it has been found that a fairly large number of children and adolescents are still out of schools and are languishing the scourge of slavery, child labour and bonded labour. The international covenants, constitutional provisions have not much benefited these children as expected in the MDG and other plans

A section of adolescents and youth have become involved in drugs and alcohol. It is reported that 24% of the drug users are in the age group of 12-18 years. Incidences of alcoholism, drug addiction and crime amongst adolescents have seen a sharp rise in the last few years. Of those involved boys outnumber girls and most of them are illiterate or have studied up to primary stage (41% primary, 20% illiterate), and a large number are school drop-outs. According to the National Aids Control Organization (NACO), 31.8% of AIDS cases in India have been found to be in 15-29 years age group. The total number of cases in this age group is 39,781 out of an overall total of 124,995 with 70.6% being male less than one third female.

### **3. The Gaps**

As mentioned before the natural calamities, economic compulsion and lack of political will forces one in every three youth to join the formal or informal sector to work as child labour. These children are obviously out of school and making India the country of largest number of children out of school. The recent schemes and new amendment still leave millions of such children out the ambit of right to education.

#### **4.2.1 (D) Goal Four: Literacy and Lifelong Learning**

##### **1. Background and Development**

The goal of the National Literacy Mission (NLM) is to attain full literacy (i.e., a sustainable threshold level of 85% by 2012). NLM envisages that focusing on imparting of functional literacy to non-literates in the age group 15-35 would help achieve this goal. NLM seeks to bring non-literates to a level of self-reliance in the three R's. It also provides for skill development to improve their economic status and well-being. It promotes values of national integration, conservation of the environment, women's equality and observance of small family norms. And finally, it facilitates their participation in the development process. Functional literacy, encompassing all of the above, is the overall goal of NLM. A special programme has been launched targeting low female literacy districts. It is also proposed to provide access to life skill programmes for neo-literates.

Eradication of illiteracy has been one of the major national concerns since Independence. The beginnings of India's widely acknowledged literacy movement, which encompassed adult literacy and continuing education, in the 1990s can be traced to the National Policy on Education 1986 and its Programme of Action (POA), also as revised in 1992, that accorded qualified priority for literacy. The NPE urged that "the whole nation must pledge itself to eradication of illiteracy, particularly in the 15-35 age group." The POA proposed for the eradication of illiteracy to be treated with a sense of urgency and made a "mission". The National Literacy Mission was set up in 1988 to impart functional literacy to 80 million adult illiterates by 1995, which was subsequently revised to cover 100 million. After trying out different models, the National Literacy Mission adopted a modified mass campaign approach known as the Total Literacy Campaign (TLC) as the dominant strategy for adult literacy.

The 2001 census revealed that there were 304 million illiterates in the country, of which 44 million were in the 7-14 age group and the remaining were in the 15+ age group. The target for literacy has been re-fixed at 85% for the Eleventh FYP. This would require a 20% increase, the highest anticipated increase in any decade. To achieve this target, focused attention will be given to the target age group of 15 to 35. The target for basic literacy in the 15-35 age group is 50 million. Besides basic literacy, 120 million neo-literates are targeted for participation in lifelong education and awareness programmes (LEAP). The overall target for adult education in the Eleventh FYP is 170 million.

## **2. Progress Achieved**

The efforts made by the TLC and post-literacy programmes to eradicate illiteracy yielded commendable results, as reflected in the 2001 Census, with an increase in literacy by 12.6% from 52.2% in 1991 to 64.8%, with male literacy being 75.3% and female literacy being 53.7%. The increase in the literacy rate was the highest for any decade. The urban-rural literacy differential, while remaining significant, decreased during the period. All states registered an increase in literacy rates and male literacy rates are above 60% in all states and UTs except Bihar (59.7%). The literacy rates for women rose at a much higher rate than male literacy rates. The increase in literacy rates for the SCs and STs was even greater. The social impact of literacy efforts translated into better health awareness, greater empowerment and greater participation in *panchayat* elections. Though still a lot more has to be achieved in terms of making right to education a reality for every child.

### 3. The Gaps

The national literacy rate for the 7 and above age group at 75.3% is 21.6% higher than the female rate of 53.7%. In urban areas the literacy rates are 79.9% for the total population, 86.3% for males and 72.9% for females. The rural rates of 58.7% overall, 70.7% for males and 46.1% for females are considerably lower than the urban rates. Less than half of rural females are literate. The extent of the disparities can be illustrated by comparing the urban male rate of 79.9% with the rural female rate of 46.1%, a difference of 33.8%. A comparison of the female literacy rates of some of the most deprived areas with the urban male rates would reveal an even more stark disparity. Although the gap between the educationally advanced and disadvantaged states has been narrowing over the years, inter-state and intra-state disparities still continue. Gender and geographical disparities in literacy persist and bridging these disparities is envisaged to be the prime focus of NLM in the Eleventh FYP. In addition to focusing on female literacy, the National Literacy Mission will also concentrate on a number of special focus areas and groups:

The literacy map of the country shows a wide variation. The main problem of illiteracy is in low literacy districts of the northern belt of the country, especially in the states of Bihar, Jharkhand, Madhya, Rajasthan and Uttar Pradesh which have almost 50% of India's non-literates. Various approaches have to be adopted depending on the socio-economic context. Literacy programme has to be integrated with other development programmes being implemented in that area. In case of migrant communities, a separate strategy of keeping the volunteer with the community may be adopted.

The literacy rate among tribal groups is 47.1%, which is the lowest compared to any other section of the population. During the implementation of the TLCs in some of the districts, concerted efforts were made to improve literacy among tribals. Around 13% of learners in TLCs have been from ST communities.

India's Muslim population is the second largest in the world, next only to Indonesia. The literacy rate for Muslims is lower than the national average in almost all big states where the Muslim population is large, including Bihar (42%), Jammu and Kashmir (47.3%), Uttar Pradesh (47.8%), Assam (48.4%), Haryana (40%), Uttaranchal (51.1%), Jharkhand (55.6%), Rajasthan (56.6%) and West Bengal (57.5%).

Female literacy rates among Muslims are lower than the female literacy rates of all other religious communities in 21 states/UTs of India. Female literacy rates of Muslims are particularly low in the states of Haryana (21.5%), Bihar (31.5%), Nagaland (33.3%), Jammu and Kashmir (34.9%), Meghalaya (35.2%), Assam (40.2%), Uttaranchal (40.3%), Manipur (41.6%), Jharkhand

(42.7%) and Punjab (43.4%). It is proposed to give these States given special focus in the Eleventh FYP.

It is recognized that illiterate disabled persons have been neglected in the past for want of innovative strategies to meet their special requirements either in terms of specific approaches dovetailed exclusively for them or in developing learning materials for them. There is a need to develop special teaching materials adapted to the specific requirements of the different types of disabled learners.

#### **4.2.1 (E) Goal Five: Education of Girls and Gender Equality**

##### **1. Background and Development**

The persistent low educational participation of girls until recently had adversely impacted on women's empowerment in India. Such educational disadvantage of a defined segment of population has not only denied them individual growth and development, it has slowed down the pace of national development and resulted in skewed attainment of development indicators.

This is despite early recognition of the value and need for female education. In fact, much before international commitment to girls' education was expressed as a follow-up of the EFA goals, the policy environment in India had recognised the necessity of educating girls if universal elementary education were to be achieved. This was evident from the pro-girls/women constitutional stance that empowered the State to make special provisions for women and children notwithstanding the fundamental obligation of non-discrimination on the basis of sex. This provision has enabled the State to draw up special policies and programmes to benefit girls and women to overcome their backwardness and address gender differences.

The National Policy on Education 1986 articulated the intent to "lay special emphasis on the removal of disparities and to equalise educational opportunity by attending to the specific needs of those who have been denied equality so far." It was a turning point in Indian education as it brought the issue of women's equality to centre stage in all discourses on education and development. The policy asserted: "Education will be used as an agent of basic change in the status of women. In order to neutralise the accumulated distortions of the past, there will be a well-conceived edge in favour of women... This will be an act of faith and social engineering... The removal of women's illiteracy and obstacles inhibiting their access to, and retention in elementary education will receive overriding priority, through provision of special support services setting time targets and effective monitoring..." It was acknowledged that achieving universal elementary education would be impossible without concerted efforts to reach the girl child. Since the mid-1980s all basic education programmes have been designed to incorporate these policy perspectives and recommendations. Yet the progress is still not up to desired extent.

## **2. Progress Achieved**

The share of girls in the total enrolment at the primary level increased from 49.8 million (43.7%) in 2000-2001 to 59.9 million (46.7%) in 2003-04. In 2000-2001, 17.5 million girls (comprising 40.9%) were enrolled at the upper primary level. This number rose to 21.5 million (representing 44% of the total enrolment) in 2003-04. In absolute terms, there was a rise of 10.1 million girls at primary stage while at the upper primary stage the increase was relatively modest. The gender parity index (GPI) for most indicators for the elementary stage showed a steady improvement. From 0.80 in 2000-2001, the GPI for primary enrolment rose to 0.93 in 2003-04 indicating a progressive reduction in gender disparity.

Although not achieving GPIs of 1.00 for gross or net enrolments at the primary level, the GPIs for primary education showed improvements in all areas. However, for other indicators, such as adult literacy and youth literacy, the GPIs showed improvement but remain significantly below the target of 1.00.

## **3. The Gaps.**

The gross enrolment ratio (GER) of both SC girls and their ST counterparts crossed the 100% mark in 2004-05, signifying a high level of participation. However, the girls' ratios were very low at the upper primary stage. The drop-out rate of both SC and ST girls showed a declining trend at the primary stage. At the upper primary level it was still disturbingly high. Among girls at the primary stage in general, the drop-out rate declined steadily from 41.9% in 2000-01 to 28.57% in 2003-04. The analysis makes it clear that gender disparity still persists and a relatively high proportion of girls do not complete the eight year cycle, reflecting the weakness of the system to retain them.

Based on suggestions made by the Parliamentary Standing Committee, the Planning Commission and others, the NFE scheme was revised and renamed the "Education Guarantee Scheme and Alternative and Innovative Education" programme. The scheme provides for extending access to small and un-served habitations, flexible strategies for out-of-school children, bridge courses, back-to-school camps and residential camps for out-of-school girls. A new feature is making community management of centres mandatory.

The National Programme for Education of girls for Elementary Level (NPEGEL), launched in September 2003, is an integral but distinct component of the SSA. The Kasturba Gandhi Balika Vidyalyaya (KGBV), launched in 2004, is designed to encourage greater participation of girls in education at the upper primary level. Under the scheme, 2075 residential

schools at upper primary level have been sanctioned for girls belonging predominantly to SCs, STs and minority communities in educationally disadvantaged areas having high gender gaps and low female literacy. A minimum of three-fourths of the seats are reserved for girls from marginalized or minority communities and the remaining are made available to girls from families below the poverty line. To date 428 KGBVs have been set up in blocks having a predominance of Muslim population and 441 in ST blocks. Up to December 2006, approximately 64,000 girls have been enrolled in 1,039 KGBV schools of which 27% are SCs and 30% are STs. This scheme is working as part of the SSA.

The overall environment of schools, lack of female teachers, distant schools, early marriage and social insecurity are the some detrimental factors which still keep the girls education far below the national goal.

#### **4.2.1 (F) Goal Six: Quality in Elementary Education**

##### **1. Background and Development**

The universal quality standard for elementary education is still not firmed up in India. Though a national committee of experts set up by the Gol in the early nineties evolved a framework of "Minimum Levels of Learning" to be attained by every student in primary education but it needs to be reviewed and modified.

To improve the quality of education the Government has pursued a five-fold strategy consisting of: improvement in provision of infrastructure and human resources; provision of improved curriculum and teaching learning materials; improving the quality of the teaching-learning process; attention to teacher capability building; and an increased focus on specification and measurement of learner achievement levels.

A universal definition with monitorable indicators of success is yet to be defined and pursued in the elementary education system.

##### **2. Progress Achieved**

From 1999-2000 to 2004-05 the number of primary schools increased from 642,000 to 767,000, and upper primary schools increased from 198,000 to 275,000. The number of teachers has also increased. The Government policy is to provide at least two teachers for every primary school initially and ultimately to provide one teacher for every class or sector in primary schools. In upper primary schools, the teachers are provided on the basis of subject teaching and teaching workload. A substantial increase in the number of teachers has been registered since 1999-

2000. At the primary stage there were 1.92 million teachers in 1999-2000. This increased to 2.31 million in 2004-05. At the upper primary stage the number increased from 1.3 million to 1.44 million.

Despite the increase in the number of teachers, the teacher-pupil ratio (TPR) at primary level increased from 1:43 in 1999-2000 to 1:46 in 2004-05. At the upper primary level during the same period there was a slight decrease from 1:38 to 1:35. The average student-classroom ratio at the primary level improved from 48 per class in 2002-03 to 41 per class in 2005-06, and at the upper primary level it decreased during the same period from 36 to 33 per class.

Through an extensive consultation process a new National Curriculum Framework (2005) has been developed. The new framework exposes teachers to important issues such as the aims of education, how children construct knowledge, how children are learning can be best facilitated through suitable activities and the role of teachers in school and society. Subject specific learning improvement programmes based on innovative pedagogical practices, many under the leadership of teachers, are in place across the country. It is yet to come up as a more gender sensitive, child-centred, activity-based pedagogy which is universally applied..

### **3. The Gaps**

Despite all the efforts, there are still inter-state and intra-state disparities in terms of quality inputs and outputs across the system. Compared to the national average of 1:40, in India 9 out of 35 states and UTs have above 1:40 TPRs in primary schools. The highest TPRs in primary schools are observed in Bihar (1:62), Uttar Pradesh (1:60), Jharkhand (1:48) and West Bengal (1:48). The high TPRs are also indirectly reflected when the student-classroom ratio is analysed. Compared to the national average of 41, the number of students per classroom is extremely high in Bihar (91) and Jharkhand (69).

As a part of the design of SSA the achievement surveys are conducted for Classes 3, 5 and 7/8 at three yearly internals to yield baseline, mid-term and terminal profiles. To date the final results of the Class 5 baseline survey (of 2002) and the provisional findings for Class 3 and Class 7/8 from surveys of 2004 are available. The sample survey on learning achievement at the end of Class 5 reveals that the mean achievement of students in language, mathematics and environmental studies (EVS) at the national level is 58.6%, 46.5% and 50.3% respectively. The Class 3 survey has found the mean learning achievement in mathematics and language to be 58.3% and 63.1% respectively. Mean achievement levels for Class 7 in mathematics, language, science and social science are 30%, 53%, 36% and 33% respectively. Class 8 students have

scored on an average of 38%, 52%, 41% and 45% in mathematics, language, science and social science respectively.

The surveys reveal wide variations across and within states in terms of achievement. For Class 5 at the end of the primary cycle, of the 30 participating states and UTs, the mean achievement averages were below the national average in 17 states in mathematics, in 15 states in language and in 17 states in environmental science. For Class 8 at the end of the elementary cycle, of the 17 participating states, achievement averages were below the national average in 10 states in mathematics, in 11 states in language, in 10 states in science and in 11 states in social science.

### **4.3 Overall Conclusions and Policy Recommendations**

Raising public expenditure on education to a level of 6% of GDP has been a national commitment of India for nearly forty years. At present public spending on education is about 3.7% of GDP. The resource generating capacity of the Government has received a boost as a result of high growth rates in the Tenth FYP, and the resulting exuberance should offer the right opportunity to meet this long pending commitment of increasing expenditure on education.

The objectives of the National Education Policy have been addressed during the Tenth FYP mainly through the *Sarva Shiksha Abhiyan*, the Mid-Day Meal Scheme, teacher education schemes and programmes under the National Literacy Mission. As a result most of the indicators have shown a positive trend. There has been a reduction in the number of out-of-school children, a decrease in gender and social disparities and a decline in drop-out rates. The number of teachers and the number of schools have increased substantially.

The urgent challenges are bringing the 6-7% children of the 'hard-to-reach' category into the fold of education, issues pertaining to quality improvement, bridging social gaps and reducing inter-state, inter-district and inter-block disparities. To make the goal of universalisation of elementary education meaningful, inclusive education, which is suitable for all children including those with special needs, is a significant component under SSA. These are the challenges which need to be addressed in the Eleventh Five Year Plan. Special emphasis needs to be made on the education of girls to launch a frontal attack on gender disparities with a focus on inclusion and quality.

(UNESCO Mid decade assessment of EFA 2005)

**Box 1: Government's promises made in budget speech for education and promises delivered**

Promises made	Promises met
<p><b>Sarva Shiksha Abhiyaan</b></p> <p>SSA to be provided Rs 10,671 Crores. An appointment of 200,00 more teachers to be made and construction of 500000 more classrooms to be constructed in 2007-08</p>	<p>As on 31<sup>st</sup> March 2007, additional constructed classrooms are 3.13 Lakh and appointed teachers are 2.02 Lakh</p>
<p><b>Mid day meal Scheme</b></p> <p>A provision for Rs 7324 crore for the scheme with the additional focus of covering children in upper primary classes in 3427 educationally backward blocks</p>	<p>The scope of mid day meal has been extended to include upper primary schools since 1<sup>st</sup> Oct 2007 in 3,479 educationally backward blocks. The scheme is intended to cover additional 1.7 crore children with 700 calories &amp; 20 grams of protein.</p>
<p><b>Secondary Education</b></p> <p>Introduction of National Means Cum Merit Scholarship Scheme with a creation of funds of Rs 750 Crore. Provision of 100,000 scholarships to students in classes IX,X,XI and XII every year.</p>	<p>The allocation of Rs 750 crore for the National Means cum Merit Scholarship Scheme in 2008-09 Union Budget has been made so as to create a corpus of Rs 3000 crore in four years.</p>

**Box 2: Mapping of Central government's performance in education**

Commitment	Progress
<p>Raise public spending on education to 6% of GDP</p>	<p>The promise remains unfulfilled. AT present public spending on education stands 2.84% in 2007-08. The central government's spending as a proportion of GDP ( at market price) is 0.72 ( 2008-09 BE) an increase from 0.63% ( 2007-08 BE)</p>
<p>Introduce a Cess on all central taxes to finance the commitment to universalize access to quality basic education</p>	<p>Although introduction of education Cess was a welcome move by the government, it was expected that the proceeds would complement the government's own initiatives rather than substituting the same. However, if adjustments are made for the external support as well as Education Cess, the proportionate contribution made from the resources of the present government itself has in fact declined from around 68% in the year 2001-02 RE to around 35% in 2007-08 BE and 31% in 2008-09 BE.</p>
<p>Table a bill on education as a fundamental right</p>	<p>The Centre has set up a committee to re-draft the Right to education Bill 2005 by addressing the issues raised by the states and other stakeholders and introduces it in the budget session of the</p>

	parliament. It is still awaited.
Ensure nationwide coverage of the mid-day meal programme	Coverage of MDM; 12 crore children, 9.5 lakh government schools up gradation of nutritional norms has occurred. A provision has been made to extend the scheme in upper primary level in 3479 educationally backward blocks.
Establish a national commission on education	The Kothari Commission was the last commission set up on the education in 1964. However, a new education commission is still awaited to be formed.
Setup knowledge commission in January 2005	This is yet to be formed
Review Sarva Shiksha Abhiyan and the progress in achieving primary education goals	The founding pattern for SSA in the XIth plan  2007-09 :Centre share 65% -State share 35% 2009-10:Centre share 60% State share 40% 2010-2011:Centre share 55 % State share 45 % 2011-2012 :Centre share 50% State share 50%  With regard to universalization of elementary education, allocations made are inadequate with the share of total education expenditure proportionate to GDP being a mere 2.8% as against promised 6%.
<b>Child</b> Formulate a Children's charter and a National Action Plan for Children, bringing in child friendly laws and establishing a National Commission for children.	A National Plan of action for children 2005 has been drawn up for time bound achievements in terms of certain indicators such as infant mortality, access to safe drinking water etc.  National Commission for Protection of Child Rights Bill 2006 was passed which provides for constitution of National commission as well as State Commissions and Children's Courts for trying offences against children. Thus a national commission for protection of Child Rights was constituted in February 2007. Government made an announcement to the Juvenile Justice (Care and Protection) Act 2000 was brought out in 2006. Prohibition of Child Marriage Bill was introduced in Parliament Winter Session 2006.

### Box 3: Some highlights of provisions in the budget

<ul style="list-style-type: none"> <li>• Union budget outlay on Education increased by 20% (over previous year) in 2008-09 which is less in comparison to the increase in the Union Budget outlay on education between 2006-07 and 2007-08.</li> <li>• NCMP promise of 6% of GDP as public resources for education remains unfulfilled- with the combined outlay for the Education Depts. of Centre and States remaining at a meager 2.84% of GDP in 2007-08.</li> <li>• Union Budget outlay on education as a proportion of GDP has increased marginally from 0.63% in 2007-08 to 0.72% in 2008-09.</li> <li>• In the Union Budget outlay for education in 2008-09, of the various sectors, elementary</li> </ul>
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education gets the major share (56%) University and Higher Education 14% technical education gets 11% and Adult education gets 7%

- A Model School programme with the aim of establishing 6000 high quality model schools to be started in 2008-09 with a proposed allocation of Rs. 650 crores for the new scheme. Clearly this was not intended in the name of quality education. This is rather a state run privatization of school in the name of quality education.
- Mid-day-meal scheme extended to upper primary classes in Government and Government aided schools in all blocks- this is a welcome step from the government.
- Outlay for Sarva Shiksha Abhiyan(Excluding the NER component) decreased from Rs. 12020 crore in 2007 -08 (RE) to 11940 crore in 2008-09 (BE)
- There was negligible spending (Rs 1.15 Crore) under scheme for Universal access and quality at the secondary stage (SUCCESS) in 2007-08 as opposed to the allocated amount of Rs 1305 crore for the same year. Additional allocation of Rs 2235 crore has been made in 2008-09 despite severe under spending.
- Increasing continuation of the common people (through Education Cess) to universalize elementary education amounting to nearly 60% of the total Union Budget outlay on elementary Education in 2008-09.

#### **4.4 Some critiques from the report of Comptroller and Auditor General Report on SSA**

*Sarva Shiksha Abhiyan (SSA)* is a key national program towards achieving Education for All that was launched in 2001 (Goals 2 & 6). It is a partnership program on Elementary Education between the Central and the State Governments that seeks to ensure Universalisation of Elementary Education with time-bound targets. Some highlights;

- All children in school/EGS school/alternative school or 'Back to School' camp by 2003.
- All children complete primary level education by 2007.
- All children complete elementary level education by 2007 and bridging of gender and social gaps by the year 2010.
- It seeks to improve the performance of the school system through community owned approach, with specific focus on provision of quality

#### **Major Achievements: The claims of Government!!!**

The Ministry for Human Resource Development (HRD) has been praised for the "remarkable progress" made by the SSA. To cite some:

- 93% of children in the 6-14 age-groups are in school.
- Provides infrastructure, quality, teacher recruitment and training, etc.

- 1.29 lakh new schools, 1 lakh school buildings, 2.2 lakh additional classrooms have been constructed/are under construction since the beginning of the programme
- 5.87 lakh new teachers appointed

#### 4.4.1 What the CAG Report says!!!

According to the Comptroller and Audit General (CAG) Report (Report No. 15, 2006), the much acclaimed achievements by the SSA have been contradicted which can be mentioned as below:

#### Box 4: Eye opening facts from the CAG report

<p><b>According to various Government Reports:</b></p> <ul style="list-style-type: none"> <li>• <b>Enrolment and drop out:</b> <ul style="list-style-type: none"> <li>➤ India has 93 % enrolment rate</li> <li>➤ 31.74% dropped out after one or more years of schooling</li> </ul> </li> <li>• <b>Availability of schools</b> <ul style="list-style-type: none"> <li>➤ 53% of all habitations have a primary school</li> <li>➤ Only 22 % of the habitations on an average enjoy an upper primary school within 3 km</li> </ul> </li> <li>• <b>Teachers Sanctioned and Recruited</b> <ul style="list-style-type: none"> <li>➤ <b>10 lakh teachers sanctioned</b> under SSA for recruitment. <b>60 % were recruited.</b> Significant progress in teacher recruitment in states of Uttar Pradesh, Bihar, Orissa, Jharkhand, Madhya Pradesh, Andhra Pradesh, Rajasthan and Chhattisgarh.</li> </ul> </li> <li>• <b>Teacher pupil ratio- 1:43</b></li> <li>• <b>Free text books provided to children:</b> <ul style="list-style-type: none"> <li>➤ 87 % of the children were provided free text books upto 31 st March 2006</li> </ul> </li> <li>• <b>Government (Budgetary) Allocation:</b> <ul style="list-style-type: none"> <li>✓ Government raised Rs 5010 crore in 2004-2005 on <b>Education Cess</b></li> <li>✓ <b>Sarva Shiksha Abhiyan-</b> Rs 5037 crore</li> <li>✓ <b>Mid day meal scheme-</b> Rs. 2907 crore</li> <li>✓ <b>Money used under Sarva Shiksha</b></li> </ul> </li> </ul>	<p><b>What CAG has found??</b></p> <ul style="list-style-type: none"> <li>• <b>Out of school children</b> <ul style="list-style-type: none"> <li>➤ 40% (1.36 crore out of 3.40 crore) children in the age group 6-14 years still did not go to school</li> <li>➤ 39% children drop out after the first year</li> </ul> </li> <li>• <b>Shortfall of schools</b> <ul style="list-style-type: none"> <li>➤ 31648 habitations did not have the facility of at least one primary school/ Education Guarantee/ Alternative Innovative Education centre within 1 km.</li> <li>• Shortfall of 46622 upper primary (23%) school</li> </ul> </li> <li>• <b>Lack of teachers</b> <ul style="list-style-type: none"> <li>➤ <b>775884 primary schools</b> in 15 states are <b>single teacher schools.</b></li> <li>➤ <b>6647 schools</b> in <b>do not have any teacher</b> in Chhattisgarh, Himachal Pradesh, Gujarat, Madhya Pradesh, Punjab, Uttar Pradesh and West Bengal.</li> <li>➤ <b>Teacher Pupil ratio- 1: 93 in Bihar.</b></li> </ul> </li> <li><b>Free text books did not reach target groups:</b> <ul style="list-style-type: none"> <li>➤ 7.46 lakh children did not get free text books adversely affecting them.</li> <li>➤ 47.69 lakh ineligible students got free books</li> </ul> </li> <li><b>Lack of monitoring and diversion of funds ails SSA</b> <ul style="list-style-type: none"> <li>✓ Approximately <b>100 crore was diverted</b> to schemes not permitted under <i>Sarva Shiksha Abhiyan</i></li> <li>✓ <b>40 % of the education cess</b> never reaches HRD Ministry</li> <li>✓ <b>43-57 % shortfall of funds for the SSA</b> scheme with Rs 18000 crore.</li> <li>✓ <b>Repairs and Maintenance</b> grants released to</li> </ul> </li> </ul>
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<b>Abhiyan and Mid day meal scheme-</b> Rs.7387 crores	schools without their own buildings. ✓ <b>School grant of 47.88 lakh</b> released to <b>2369 non- existent schools</b> in two <b>districts of Jharkhand</b>
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#### 4.1.1 (A) What happened in Bihar????

- Uneven distribution of teachers among schools
- Lack of teachers
- Lack of classrooms in schools
- **Lack of monitoring and diversion of funds** : Double drawl of fund amounting to Rs. 22.17 lakh for repair/ renovation of school building in the Gopalganj district
  - Two bills of Rs. 22.17 passed in March 2004
  - Both were passed by Treasury Officer on 31<sup>st</sup> March 2004
  - District Superintendent of Education (DSE) deposited the amount on 5<sup>th</sup> and 7<sup>th</sup> April 2004
  - DSE refunded Rs. 22.17 lakh at the instance of audit (May 2005)
  - No reply from government against the report

Source: Comptroller and Audit Report (CAG): Report No. 15, 2006

#### 4.1.1 (B) What happened in Jharkhand????

- **School grant of 48.88 lakh was released to 2369 non existent schools in two districts of Jharkhand.**
- **Rs 100.86 crore remained unutilized.**
- Irregular supply of mid day meal for which children do not go to school.
- Deficiency in the Anganwadi Centres and infrastructure: Against 31100 sanctioned, only 16689 were found functional. Out of these, 1358 had no buildings, 1081 had no drinking water facilities, 1408 had no toilet facilities.
- Huge gap between the funds received and spent in Andanwadi centres.
- Expenditure on capacity building and innovative schemes was negligible- 73% anganwadi helpers untrained.
- Benefits did not reached the below poverty line children.
- Rs 1.04 crore shown as expenditure on medicine and pre-school kits were lying unspent during 2004-05.

Source: Comptroller and Audit Report (CAG): Report No. 15, 2006

#### 4.1.1 (C) Where Uttar Pradesh stands???

- Lack of monitoring of supplies, distribution and no information about the Functioning of Anganwadi centres in Uttar Pradesh:
- Shortfall of 106 Anganwadi centres during 2004-05.
- Rs. 9.44 crore spent on purchase of utensils. 86 % of the Anganwadi centres not utilized utensils for delivery of Supplementary nutrition to the beneficiaries.
- 2873 Anganwadi centres not providing supplementary nutrition to the Beneficiaries during April 2004- March 2005.
- 22.20 lakh targeted beneficiaries (3-6 years children, pregnant women, lactating mothers and adolescent girls) were not given supplementary nutrition during April- October 2005.
- Only 19 % (Rs.1.69 crore) of the allocated amount (Rs. 9.11 crore) was utilized for Early Child Education kit.
- Majority of the beneficiaries did not get the learning aids in 54 % of the Anganwadi centres found open during May- December 2005.
- Extra expenditure of Rs. 1.99 crore (at a higher rate of Rs. 1.01 lakh per centre) for construction of 2850 Anganwadi centres.
- Funds allocated under Innovative activities for providing the program benefits to the un- reached population and extension of women's empowerment Schemes remained unutilized.
- Expenditure on capacity building (training of the Anganwadi functionaries) was negligible

Source: Comptroller and Audit Report (CAG): Report No. 15, 2006

#### 4.5 Irregularities in SSA Funds

*(New Delhi) Sarva Shiksha Abhiyan, the government's flagship programme working towards universalisation of elementary education, is mired in trouble with the CAG reporting financial irregularities, under-utilization of funds, underachievement of targets and funds being released to non-existent schools.*

A CAG report found that crucial ingredients of SSA - textbooks, classrooms, teachers and learning equipment - were missing or seriously lacking. "There was substantial under-funding as the funds made available were short of requirement approved by the Project Approval Board. Underprovisioning ranged from 43% to 57% during 2001-02 to 2004-05," the CAG report said.

It added that four years after implementation of SSA and utilization of almost 86% of funds available with the implementing agencies, targets have not been met.

First the financial irregularity. CAG found that funds were diverted to activities/- schemes beyond the scope of SSA. In the districts test checked by audit in 11 states - Assam, Bihar, Gujarat, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Meghalaya, Tamil Nadu, Uttar Pradesh and West Bengal - Rs 99.88 crore was spent on items not permitted under SSA.

Besides, in 14 states and UTs, financial irregularities of Rs 472.51 crore were noticed. In Bihar, Rs 15.80 crore was diverted to meet the expenditure on salary of teachers, mid-day meal scheme and purchase of utensils while in Himachal Pradesh, Rs 24 lakh was spent on LPG connections for running mid-day meal scheme kitchens.

In Gujarat, while Rs 22.88 crore was diverted to non-SSA programmes, Rs 4 lakh was spent on bhoomipujan of Gujarat Council of Education Research and Training Centre. UP spent Rs 52 lakh towards purchase of utensils for 2,576 primary schools. Other irregularities include actions showing something as expenditure though the amount was advanced to other agencies

## : Chapter 5:

### The primary survey – EDWATCH field study

#### 5.1 EDWATCH study; objective, scope methodology

##### 5.1.1. Target, purpose, objectives

This study envisaged studying the budget allocations of centre and state contribution for elementary education for last five years in five states for initiating a people centered advocacy to monitor the resources and its utilization at ground level.

The purpose of doing such a study is -

- ☞ To examine the government's commitment in terms of allocating the budget on elementary education at centre and states as well.
- ☞ To trace how the allocations are being utilized for quality elementary education in states
- ☞ To explore the possibilities and opportunities to advocate for proportionate resource allocation and utilization to make it child friendly where civil society understands its role in monitoring the resource utilization.

With special reference to children education, particularly the children of vulnerable groups and girl's child, this study aims to-

- Investigate the current trend of budget allocation through different heads/scheme of elementary education during last five years.
- Analyze the share of actual spending on each scheme,/programme against budgetary allocation in the states during last five years.
- Come up with policy and Programme recommendations to enhance the civil society understanding and monitoring on budget allocation and spending.

In more specific terms the study is intended to demystify the budget language, process and its operational modalities for social activists, civil society organizations and community leaders to understand, monitor and advocate the efficacy of budget in favour of children missing the quality education.

##### 5.1.2 Location and the Rationale of selection

The study was conducted in five northern states which include four EAG states (Uttar Pradesh, Bihar, Jharkhand and Madhya Pradesh) with comparison to Himachal Pradesh (performing better in northern states). The inclusion of a relatively educational advanced state like Himachal

Pradesh in project is to give a better representative research and co-relate the findings in a comparative analytical framework. One of the main markers of education in Himachal Pradesh is the high rate of girls' enrolment and good sex ratio in the state. Today, the spectacular transition towards universal elementary education in Himachal Pradesh has contributed to the impressive reduction of poverty, mortality, illness, under-nutrition, and related deprivations as the literacy rate revolves around 75% which is much higher than the national average of 65%.

In the relatively advanced state Himachal Pradesh due to the paucity of time line and the resources, the project was mainly carried out an intensive mix methodology of quantitative and qualitative Research fulfilling most of the standards of the project through engaging focused group discussions, observation of school functioning, transect walk and observation in the community during the schooling hours. Therefore, in terms of questionnaire based survey this advanced/performing state might have lesser percentage of quantitative samplings.

In brief, the reason behind selecting these states is two fold; One, we have been intervening through different activities like Global Action Week, rescue and rehabilitation of child labours and campaigning for policy change through our partners in these states for quite a long time. Secondly, the socio-political situations of these states are almost common with less priority on education. Hence, the decision to concentrate in these states has been purposive in terms of future intervention and common representative socio economic situation where the overall performance of elementary education is very poor.

### **5.1.3 Process of Study**

The process of study may be divided into three phases;

#### **1. Preparatory Phase - This phase include**

Outlining the objectives and scope of the study through interaction with some academic personnel, research scholars, NCE partners and studying relevant documents and reports. This phase was crucial to finalize the issues and the methodology for the study. To prepare the background understanding interviews with policy makers and programme authorities were organized who are responsible for the implementation of elementary education/SSA.

Since the very beginning NCE was concerned to design and carry out this study in such a way that the budget tracking and its visible impact in schools may become a people's advocacy tool. Thus the entire exercise was designed and carried out in a participatory inculcating the Panchayats, teacher's union, NGOs, civil society leaders, parliamentarians and community itself.

## **2. Field Work phase**

(a) During this phase districts in 5 states were selected and partners were identified through conducting state level consultation and meetings. The state level consultations were quite comprehensive in terms of inculcation of teacher's union representatives, NGOs and socially active groups.

(b) Capacity Building workshops and development of plan of action.

A central level capacity building workshop was organized in Delhi where teacher's union representatives, parliamentarians and NGOs working on right to education campaign were invited. This was followed by state level capacity building workshops in five states Uttar Pradesh, Bihar, Jharkhand, Himachal Pradesh and Madhya Pradesh.

The participants were briefed about the concept of budget and its processes. They were also briefed about centre state relationship in budget allocation

The participants were also updated about recent move of government i.e. constitutional amendment (making the elementary education a fundamental right and introduction of "Model right to education bill 2006" for the states to create act. The capacity building exercise also included the collection of primary data collection in the selected districts, blocks and schools. This was followed by preparation of state work plan for collection of data.

Field Work- The field work included interviews –

- Conducting interview with Head masters in the schools and observing and documenting the school functioning. Thus this process was to document the responses of Head master as well as direct observation of the investigator regarding functioning of school.
- Focus group discussion with members of village education committees, Panchayat members, parents, villagers and students
- Community level transact walk/observation and Focus group discussion during the school hours to see whether the children are visible out side the school as working children.
- 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.

## **3. Compilation and analysis**

The primary data was compiled and analyzed in computer software SPSS Programme with the help of professional data feeding agency.

The secondary data was compiled from Union budget, states budget and other reports collected so far. Various research papers, reports, UN documents and performance budgets, budget speech of finance minister, SSA reports and Human development reports were searched for secondary data analysis.

#### 5.1.4 The sample size

Originally the sample size detail was to be decided on the basis of following criteria, where as the sample respondents were approx. 5000. The details were worked out during development of study design.

States	District	Block	Gram Panchayat	Primary School
1. U.P 2. Bihar, 3. Jharkhand 4. M.P. 5. HP	10 percent of the total districts	10 percent of the total blocks	10 percent of total gram Panchayat in the block	50 percent primary schools of Gram Panchayat

Limitations of sample size: As mentioned earlier the sample size was decided to be 5000 however due to time constraints and other unavoidable circumstances the sample size was reduced to 1344 interviews. Hence we don't claim the study to be a representative sample based study in specific terms. Finally the samples were decided as under;

Sampling - Purposive - in consultation with the partners organizations.

#### Detail of respondents

Respondent	Numbers	Total respondent	Nature of interaction
Teachers/Headmaster	1344 Head Teachers	1344	Interview
VEC/ community( Members of VEC, Panchayat members, parents and community members from each village)	1344 communities	1344	FGD
Transact walk/ observation & FGD( In all location transact walk of the community setting and FGD with children of school going age 6-14 years)	1344 settings	1344	Observation and FGD

### 5.1.5 Time Frame

The time allotted for this study was six months from the date of sanction of the project. Following the sampling and methodology suggested in the project the time frame taken in the project was as under:

- Preparatory Phase Two months conducting the consultations, meetings with parliamentarians, teacher's union, government officials and academicians experts and partners. The finalization of the design was done after the meeting with these organizations and reviewing the existing literature and earlier studies. The output of the preparatory phase was detailed out in the study design including the relevant instruments.
- Field Work – Two months was spent in the field work. This time was spent with each district included five days for field visits and two days for necessary travel, preparation and preliminary data processing.
- Analysis and Report Writing - This was supposed to be done in two months after the completion of field work. Due to certain administrative problems this could not be completed within the stipulated period. Hence it was enormously delayed for a year and now it is being completed.

### 5.1.6 Methodology

The project was conducted by applying tool and methodology of Participatory Research. A method-mix strategy was adopted for data/information collection which comprised of conventional research techniques and Participatory research methodology. The study team directly consulted and interacted with different stakeholders at various levels.

The project team developed a set of questionnaires to collect information (see annexure A). The study also used participatory exercise as a tool for highlighting the real concern of the quality education with the experiences of different stakeholders. The team of investigators also interacted with representatives of Government Department, academicians and political representatives to incorporate their viewpoints in the report.

The methodology was both qualitative and quantitative which included;

- ◇ A detailed literature review including existing last five years allocation from centre, state, audit report of CAG (Comptroller Auditor General) and various other reports.
- ◇ A series of focus group discussions with the parents, students in school and out of school, teachers, Education committee in Panchayats and other members of communities
- ◇ Interviews with head master of schools

- ◇ Interviews with the representatives of teachers, union, parliamentarians and academicians as well as social activists at different levels.
- ◇ Focus Group discussion (FGD) with the members of Village Education Committees (about 10 members of each VEC in each village having school.
- ◇ Transact walk/ FGD. Transact walk was conducted in the community setting during the school hours to see whether school going aged children are visible outside the school working or doing some chores in the community. The FGD was conducted to know the reasons for such children not being in school, whether they have dropped out or never been to school. Would they like to go school again etc?

The instruments for each level were framed then field tested after inputs from the advisory group. There was an attempt to avoid biases caused by location or caste or educational status, by using control cases.

### **Primary Data**

#### A-Interview:

##### Government

- Interview with government officers, teacher's union representatives and other stake holders.

##### Providers:

- Head Masters

#### B-Focus Group discussions<sup>⊗</sup> (Structured –Guided- format)

##### Civil Society Organizations

- Panchayat representatives of village education committee

##### Beneficiary stakeholders

- Parents
- Students Boys Girls

#### C-Observations: Observation of the school functioning.

#### D- Mid Day Meal Distribution and its functioning and Quality of food.

#### E-Transact walk of village

- A transact walk was made in each village in the vicinity of school to see whether there are children visible as child labours/working children visible in village, brick kilns, agricultural activity and other places during the school hours. Transact Walk and FGD in the community
- To assess and observe whether the children are visible outside the school during school running hours.
- What are they doing.
- Why they left the school? Would they like to go to school again?

## **Partnership**

The project was carried out in direct partnership with our partner organizations so that the process of the study itself can generate discussion and awareness among the affected population. The local mass-based organizations support was ensured in this initiative to strengthen their efforts towards realizing their rights within the existing legal and policy frameworks of the state and accessing quality elementary education for every child.

The partner organizations contributed their time of one person at coordinator level and one field staff for the duration of the study.

## **Study Advisory Group (SAG)**

- a. At national level a Study Advisory Group was formed to guide the study process. This group I included researchers and subject matter specialists who have done earlier research or interventions on related issues. A research coordinator based in NCE coordinated the inputs by the Study Advisory Group into the research process.
  
- b. The specific roles of SAG members 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

In concrete terms, the SAG would be expected to have three meetings and some SAG members would be part of the orientation training for field researchers.

## **5.2 State-wise and component wise expenditure: An appraisal**

Based on the above framework we shall here try to briefly analyze the prevailing situation in our study states. Table 3.1(A, B, C, D, E) depicts the state-wise and component wise expenditure as a proportion to total allocated fund for each component - 2005-06 (in percent) for the study states. Here , if we minutely study the line diagrams then it can be observed that in terms of percentage expenditure out of the allocated fund Himachal Pradesh stahds as the best performer with almost 82% spending on an average, while Bihar is at the bottom with an average spending of almost 42%. The wide gap is quite alarming since it clearly hints to the notion of weak monitoring, accumulation of unspent balance which may ultimately lead to misuse or diversion of funds for some other purpose.

**Table 3.1 (A): State-wise and Component wise Expenditure & Grants - 2005-06 for Bihar (in Rs.Crore)**

(in Rs. Crore)	Bihar		Gap
	Allocation	Expenditure	
Teachers Salary	224.9	115.1	109.8
Textbook	48.2	6.0	42.1
TLE	15.3	5.7	9.6
BRC (other than civil works)	3.4	1.6	1.9
CRC (other than civil works)	4.5	1.4	3.1
Maintenance	30.2	24.8	5.4
IED	13.5	3.7	9.8
School Grant	8.6	7.5	1.0
Teacher Grant	9.0	6.6	2.4
Civil Works	314.5	194.6	119.9
EGS/AIE	32.7	16.9	15.8
Teacher's Training	41.0	15.3	25.6
Community Training	1.6	1.1	0.5
Innovative Activities	17.9	7.4	10.5
(a)Research and Evaluation (Dist)	7.0	3.7	3.4
REMS (State)	2.3	0.0	2.3
Total (REMS)	9.3	3.7	5.7
Management Cost (Dist)	22.4	8.0	14.4
Management Cost (State)	3.4	0.0	3.4

Source: Calculated from data provided in [www.ssa.nic.in](http://www.ssa.nic.in) -the section dealing with Financial Management (<http://www.ssa.nic.in/finmanagement/allocexpen05-06.pdf>)

**Tale 3.1 (B): State-wise and Component wise Expenditure & Grants - 2005-06 for Jharkhand (in Rs. Crore)**

(in Rs. Crore)	Jharkhand		Gap
	Allocation	Expenditure	
Teachers Salary	110.9	78.1	32.8
Textbook	57.9	0.0	57.9
TLE	24.4	18.8	5.6
BRC (other than civil works)	5.4	2.0	3.3
CRC (other than civil works)	23.8	7.0	16.8

Maintenance	15.4	11.1	4.3
IED	2.7	0.5	2.2
School Grant	4.4	4.0	0.4
Teacher Grant	4.5	3.2	1.3
Civil Works	225.5	193.8	31.7
EGS/AIE	49.5	20.7	28.8
Teacher's Training	19.7	8.9	10.8
Community Training	1.7	1.0	0.7
Innovative Activities	11.0	1.8	9.2
(a)Research and Evaluation (Dist)	2.2	1.7	0.4
REMS (State)	0.9	0.0	0.9
Total (REMS)	3.1	1.7	1.4
Management Cost (Dist)	6.6	5.7	0.9
Management Cost (State)	0.9	0.0	0.9

Source: Calculated from data provided in [www.ssa.nic.in](http://www.ssa.nic.in) -the section dealing with Financial Management (<http://www.ssa.nic.in/finmanagement/allocexpen05-06.pdf>)

**Tale 3.1 (C): State-wise and Component wise Expenditure & Grants - 2005-06 for Himachal Pradesh (in Rs. Crore)**

(in Rs. Crore)	Himachal Pradesh		Gap
	Allocation	Expenditure	
Teachers Salary	23.7	20.5	3.2
Textbook	3.4	3.0	0.4
TLE	1.9	1.1	0.8
BRC (other than civil works)	9.0	8.5	0.6
CRC (other than civil works)	1.6	1.6	0.0
Maintenance	6.8	6.7	0.1
IED	3.3	3.1	0.2
School Grant	2.9	2.9	0.0
Teacher Grant	2.3	2.2	0.1
Civil Works	45.6	32.2	13.4
EGS/AIE	1.0	0.7	0.3
Teacher's Training	3.4	2.8	0.6
Community Training	0.5	0.5	0.0
Innovative Activities	5.4	5.4	0.1
(a)Research and Evaluation (Dist)	1.5	1.3	0.1
REMS (State)	0.0	0.0	0.0
Total (REMS)	1.5	1.3	0.1
Management Cost (Dist)	3.1	3.1	0.0
Management Cost (State)	3.4	3.2	0.2

Source: Calculated from data provided in [www.ssa.nic.in](http://www.ssa.nic.in) -the section dealing with Financial Management (<http://www.ssa.nic.in/finmanagement/allocexpen05-06.pdf>)

**Tale 3.1 (D): State-wise and Component wise Expenditure & Grants - 2005-06 for Madhya Pradesh (in Rs. Crore)**

(in Rs. Crore)	Madhya Pradesh		Gap
	Allocation	Expenditure	
Teachers Salary	270.7	146.7	124.0
Textbook	50.3	52.8	-2.5
TLE	20.1	12.3	7.8
BRC (other than civil works)	8.8	13.1	-4.3
CRC (other than civil works)	71.0	47.0	24.0
Maintenance	38.2	33.8	4.4
IED	11.4	5.5	5.9
School Grant	21.3	20.4	0.8
Teacher Grant	15.4	11.9	3.5
Civil Works	516.6	432.3	84.3
EGS/AIE	61.4	41.6	19.9
Teacher's Training	118.5	63.1	55.4
Community Training	2.7	2.3	0.4
Innovative Activities	29.5	20.6	8.9
(a)Research and Evaluation (Dist)	9.3	10.3	-1.0
REMS (State)	0.0	0.0	0.0
Total (REMS)	9.3	10.3	-1.0
Management Cost (Dist)	38.5	15.6	22.9
Management Cost (State)	9.2	0.0	9.2

Source: Calculated from data provided in [www.ssa.nic.in](http://www.ssa.nic.in) -the section dealing with Financial Management (<http://www.ssa.nic.in/finmanagement/allocexpen05-06.pdf>)

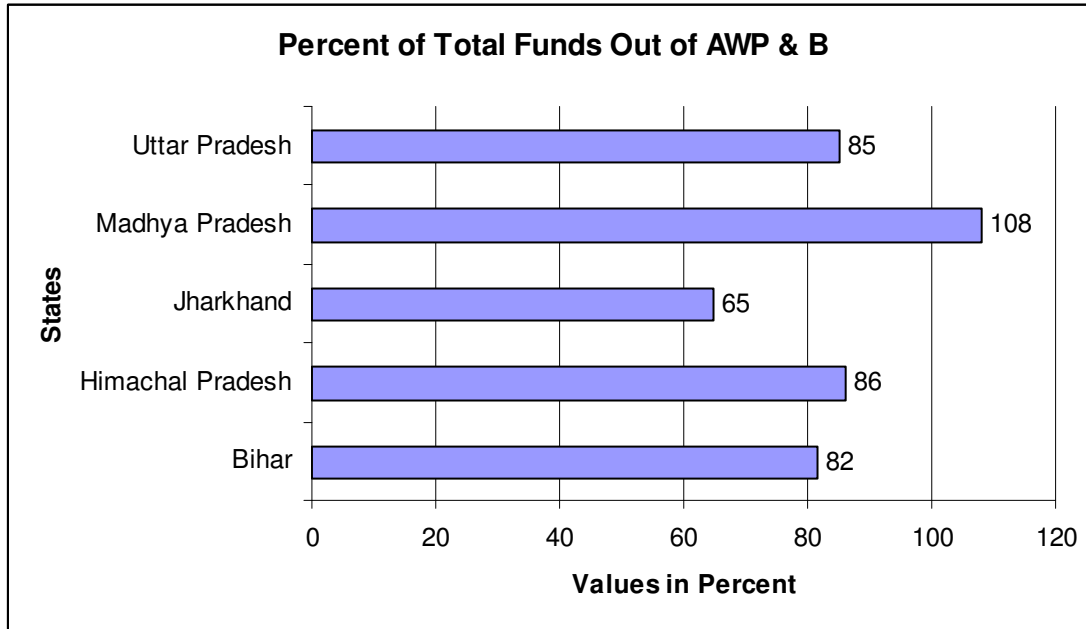
**Tale 3.1 (E): State-wise and Component wise Expenditure & Grants - 2005-06 for Uttar Pradesh (in Rs. Crore)**

(in Rs. Crore)	Uttar Pradesh		Gap
	Allocation	Expenditure	
Teachers Salary	351.4	49.9	301.5
Textbook	106.6	75.8	30.8
TLE	20.1	19.8	0.3
BRC (other than civil works)	5.7	2.1	3.6
CRC (other than civil works)	8.4	4.9	3.5
Maintenance	57.0	54.7	2.3
IED	31.5	27.0	4.5
School Grant	25.5	24.6	0.9
Teacher Grant	22.9	18.2	4.7
Civil Works	899.1	885.3	13.8
EGS/AIE	29.2	10.7	18.5
Teacher's Training	68.5	33.3	35.2
Community Training	2.9	0.5	2.4
Innovative Activities	35.0	12.5	22.5
(a)Research and Evaluation (Dist)	8.9	3.6	5.3
REMS (State)	0.0	0.0	0.0
Total (REMS)	8.9	3.6	5.3
Management Cost (Dist)	45.0	12.9	32.2
Management Cost (State)	17.8	0.0	17.8

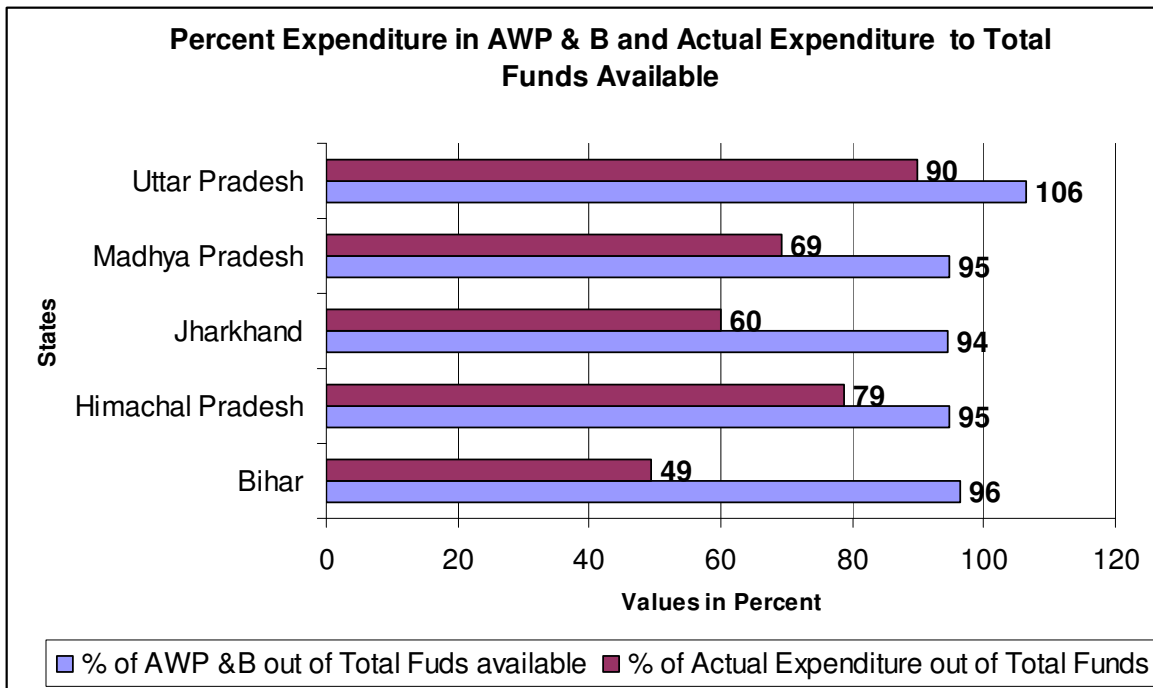
Source: Calculated from data provided in [www.ssa.nic.in](http://www.ssa.nic.in) -the section dealing with Financial Management (<http://www.ssa.nic.in/finmanagement/allocexpen05-06.pdf>)

Chart 2 (A, B) also highlights the anomalies in regard to outlays approved and grants released by the state government. The delay in the release of funds has been often cited as one of the major cause of under performance. Chart 2 A-B reveals the expenditure status as on 31st December, 2006 for the study States. It is evident from the table/chart that percentage expenditures with respect to neither funds nor outlays are satisfactory. Naturally one may question about the proper utilisation of the public funds.

**Chart 2-A: AWP & B and Funds Available as on 31st March 2007**

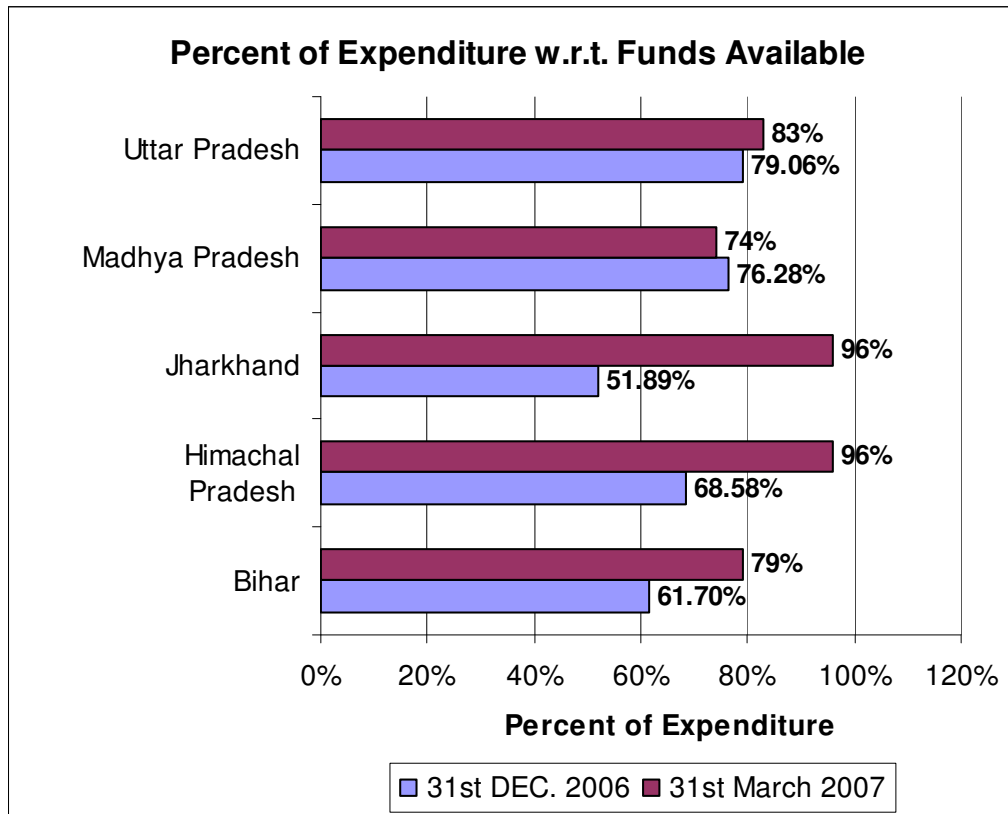


**Chart 2-B: Percent Expenditure in AWP & B and Actual Expenditure to Total Funds Available in 2005-06**



Source: Chart 2-A & 2-B has been calculated from Data provided in [www.ssa.nic.in](http://www.ssa.nic.in) - the section dealing with Financial Management

**Chart 3: Percentage of Expenditure w.r.t. Funds Available as on 31 December 2006 and 31<sup>st</sup> March 2007**



Source: Chart 3 has been calculated from Data provided in [www.ssa.nic.in](http://www.ssa.nic.in) -the section dealing with Financial Management

Now the percentage of expenditure with respect to funds available for primary education shows that already short allocation, in comparison to AWP &B, is again less utilized. Again the nature of spending also seems problematic when it is compared with the percentage of expenditure between 31<sup>st</sup> December 06 and 31<sup>st</sup> March 07 (refer to chart 3). It is amply clear that in the months of Jan-March the Education departments heavily spend money without bothering for the quality of spending. This kind of spending also confirms that schools receive sanctioned money quite late in their academic year and in turn they are, sometimes, bound to spend the money in very short span of time. This also affects the quality of expenditure at the school level as well.

**Table 3.1.1: Expenditure Status as on 31st December, 2006 (in Rs. Crore)**

Name of State/UT	Bihar	Jharkhand	Madhya Pradesh	Uttar Pradesh
AWP&B <sup>a</sup> 2006-07	2414.08	121.18	1869.88	1253.37
Opening Balance as on 1/4/2006 reported in meeting on 27-10-2006	735.05	20.31	243.24	52.90
GOVERNMENT OF INDIA release	554.01	62.51	843.80	722.32
State Releases	9.23	10.74	386.26	140.46
Other receipts by SIS <sup>b</sup>	1.90	0.44	0.17	1.16
Total funds available	1300.20	94.00	1473.47	916.84
Expenditure till 30th September 2006	802.27	64.47	1123.98	850.58
Unspent balance	497.93	29.53	349.49	65.96
% of Expenditure w.r.t. <sup>c</sup> funds available	61.70%	68.58%	76.28%	92.77%
% of Expenditure w.r.t. outlays	33.23%	53.20%	60.11%	67.86%

Note: <sup>a</sup> Annual Work Plan & Budget

<sup>b</sup> State Implementation Society

<sup>c</sup> with respect to

Source: Calculated from Data provided in *www.ssa.nic.in* -the section dealing with Financial Management

In this regard, table 3.1.1 supports the Edwatch findings largely. Here we can see that in almost all the study States there remains an ample amount of funds that remained unspent, be it in terms of fund available or in terms of outlays. However, in Uttar Pradesh almost 92.77% expenditure was recorded w.r.t. funds available and 67.86% of expenditure w.r.t. outlays, which can be said as the best performer in this regard among the study States. While, Bihar has only succeeded to spend 61.70% and 33.23% w.r.t. funds available and outlays respectively and as a natural consequence Bihar stands as the worst performer in this regard, among the study States. Here, one has to keep in mind that performances largely depend on the magnitude of the flow of stipulated fund. Table 4, highlights that for all the study States, the Government of India release and the State's release of agreed funds were not at par with the AWP & B amount.

**Table 4: Status on Release of State Share as on 31st December 2006 (in Rs. Crore)**

STATES	AWP&B* 2006-07	State Allocation Required	Backlog/Excess Upto 2005-06	Actual State Release Till December 2006	Government of India Releases Till December 2006	Net Shortfall In State Share w.r.t. Government of India Releases
Bihar	2414.08	603.52	540.15	9.23	554.01	364.71
Jharkhand	1042.85	260.71	49.78	100.00	333.03	38.77
Himachal Pradesh	121.18	30.29	-0.01	10.74	62.51	-10.10
Madhya Pradesh	1869.88	467.47	98.78	386.26	843.80	203.78
Uttar Pradesh	3679.01	919.75	0.01	688.85	2064.54	0.67
Total for all 29 States	20867.81	4990.52	728.44	2396.80	8258.87	468.80

Note: \*AWP & B – Annual Work Plan & Budget

Source: Calculated from Data provided in [www.ssa.nic.in](http://www.ssa.nic.in) -the section dealing with Financial Management

Perhaps one can find some answers to such anomalies in terms of outlays and outcomes both physical & financial when one confronts with the financial irregularities that are very much evident in the audit report (Report No. 15 of 2006) compiled by the Comptroller & Auditor General (CAG) of India. It is interesting to note that the Edwatch survey findings in this regard are much similar to that of the CAG. To mention-

- ✓ Diversion of SSA funds as said above.
- ✓ Lack of proper household survey & non-involvement of the local people, particularly the disadvantaged groups.
- ✓ Gross violation of SSA norms in disbursement of grants to schools

### 5.3 The Status of Enrollment in the Study States

To begin with, the study clearly indicates that in all the four non-performing States there is growing number of boys' getting dropping out as the class progresses. To mention, in a state like Bihar the official trend is from a 28% enrolment in class- I lowering to 13.6% enrolment in class V. Similarly, in the States of Jharkhand, Madhya Pradesh and Uttar Pradesh it is found that there is a declining ratio of boys' enrolment, which as per our hunch, is a direct effect of a continuous drop out.

Data regarding these aspects assumes significance, as during the survey it was found that schools did not have any data on the current year's drop out of students. It was found that in the school registration copies the names of students who were not attending school for a long spell of one year or even more than that was generally promoted or retained in the schools. The nature of

**Table 5.1: Percentage of Students Present as a Proportion of Total students Enrolled in the Schools at Different Classes during the Time of the Survey in the Respective Areas**

<b>Boys</b>					
	<b>Class I</b>	<b>Class II</b>	<b>Class III</b>	<b>Class IV</b>	<b>Class V</b>
Blhar	58	57	56	58	62
Himachal Pradesh	95	93	96	95	95
Madhya Pradesh	57	65	70	69	72
Jharkhand	67	83	82	80	76
Uttar Pradesh	64	77	77	79	81
<b>Total</b>	62	70	72	72	74
<b>Girls</b>					
	<b>Class I</b>	<b>Class II</b>	<b>Class III</b>	<b>Class IV</b>	<b>Class V</b>
Blhar	57	62	57	57	57
Himachal Pradesh	97	94	92	92	93
Madhya Pradesh	66	68	68	70	71
Jharkhand	70	86	78	82	85
Uttar Pradesh	71	83	81	83	84
<b>Total</b>	67	94	73	75	77

Source: The Edwatch Survey in the respective States

decreasing enrolment among the girls has also been widely noted in the study .In this regard, it is noteworthy that if we consider the national level data, it also reflects that the enrollment in absolute number is highest in primary (I –V) stage and it falls with climbing up from primary to higher secondary or pre degree (IX –XII) stage. In every stage boy's enrollment dominates. The gap between the number of enrolled students and that of present is quite evident. Further, this gap is not a sudden fact, but as noted from the students present in the schools at the time of survey, is quite a regular phenomenon. As mentioned that there were students ho had their names enrolled in more then one schools added with such cases reflect the inherent irregularity within the elementary school system.

### **5.3.1 The Issue of Gender Bias**

In this context it is noteworthy that there is clear gender bias in enrollment by stages in India. In order to get clear idea about the gender receptiveness in education sector, it is seen that the percentage distribution of the girls' enrollment to the total enrollment over the years from 1990-91

to 2003-04 (based on latest availability) shows ,more or less, similar trends for the stages from primary education to higher education. The entire phenomenon, if disaggregated in terms of scheduled castes and/or scheduled tribe students follows quite similar trends, if not worse compared to others.

### **5.3.2 The Excluded Section**

Needless to mention that the primary objective of SSA was to enroll all children in the age group of 6-14 years in schools, education guarantee centres (EGC), alternative schools and Back to School Camps (BSC) by 2003. The target for achieving this goal was modified (23rd March 2005) by the National Commission from 2003 to 2005. However, its an irony that the number of out of school children in the age group of 6-14 years at the commencement of the scheme on 1st April 2001 was 3.40 crore children. On 31st March 2005, after four years of implementation of the scheme and after having incurred an expenditure of Rs. 11133.57 crore by the Ministry/State Governments, 1.36 crore (40 % approximately) children still remained out of school. Percentages of out of school boys and girls in the age group 6-10 years were 5.51 per cent and 6.87 per cent respectively. For the age group 11-13 years, the percentage of out of school children was relatively higher among girls (10.03 per cent) than boys (6.46 per cent). Amongst social groups, 9.97 per cent Muslim, 9.54 per cent of ST, 8.17 per cent SC and 6.9 per cent of OBC children were out of school in 2005.

Among all social groups, the estimated percentage of children out of school was higher in rural than in urban areas. Thus, neither was the original goal of all children in school by 2003 nor the revised target of bringing all children in school by 2005 was achieved which has actually gone against the SSA objectives. Such a failure can be explicated by citing in three probable reasons-

a) Either the deadlines set initially were over ambitious

And/Or

b) The funding was inadequate

And/Or

c) The implementation needed to be strengthened.

Unlike the non-performing States, Himachal Pradesh (henceforth, HP) has been found very positive in retaining children in schools. Though, after confronting with the data, one may wonder how the numbers of students are growing as the class grows in the case of HP. The main reason for this is due to the Education Guarantee Scheme (EGS) in the state that covers upto

class- III or the private schools at the centre of village clusters that provides education to the said category of children.

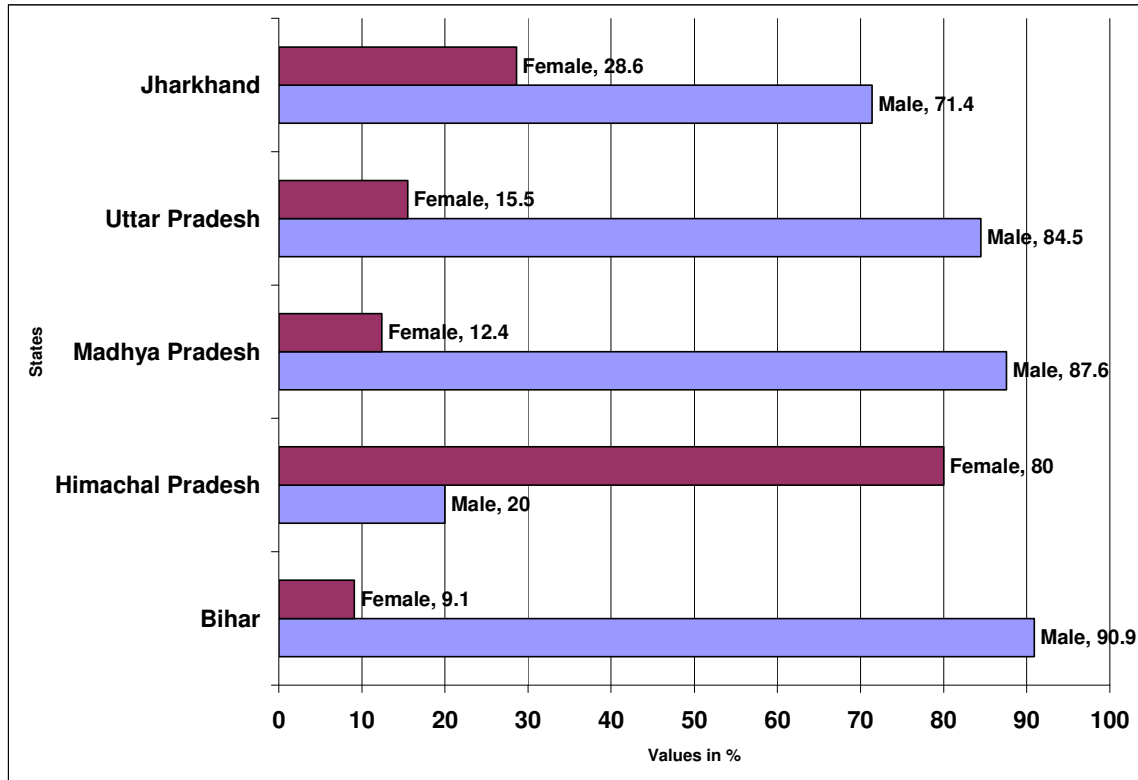
According to the FGDs, EGS have played a crucial role in high enrolment and retention of children in the state. The EGS has rose to imminence in HP as it has provided education to children who have difficulties in having access to local schools due to tough terrain and cold weather. Therefore, EGS becomes inevitable if the distance of the main local school is more than 1 & ½ km and if the area is having atleast 6 children in the locality. These children are mainstreamed to proper schooling from the 4th standard. In the district of Kangra, EGS centres have been found very actively operating along with some private schools. It is for this reason in HP children's enrolment has been found gradually increasing as the class increases. The geographical features uneven topography like hillocks and forests, prevent girls to reach their educational institutions especially in the tribal dominated areas. Girls have got to perform various household duties, such as sibling care, fetching fuel and fodder, cattle grazing and cooking etc. These are perceived to reasons for dropping out and non-enrolment amongst girls. Looking into the above state of affairs, Government of India has started the programme known as National Programme for Education of Girls at Elementary Level (NPEGL).

Under NPEGL, various activities related to girl's education have been initiated. The uniforms provided under NPEGL have provided a separate identity to the girls those who attend schools and boosted their morale. As per the expenditure is concerned, a minuscule number of districts (in the non-performing States) has been utilizing the full amount. In most of the districts, allocated funds are not fully utilized till February 2007.

#### **5.4 The Issue of Gender in Teacher's Recruitment**

The issue of gender in terms of teacher's recruitment seemed to vital issue in regard to elementary education in India. Especially for our study states in the case of performing state-HP, the percentage of Female Headmaster stands as high as 62% which in turn had a positive impact upon girl's enrolment and reducing dropout (just 5%).

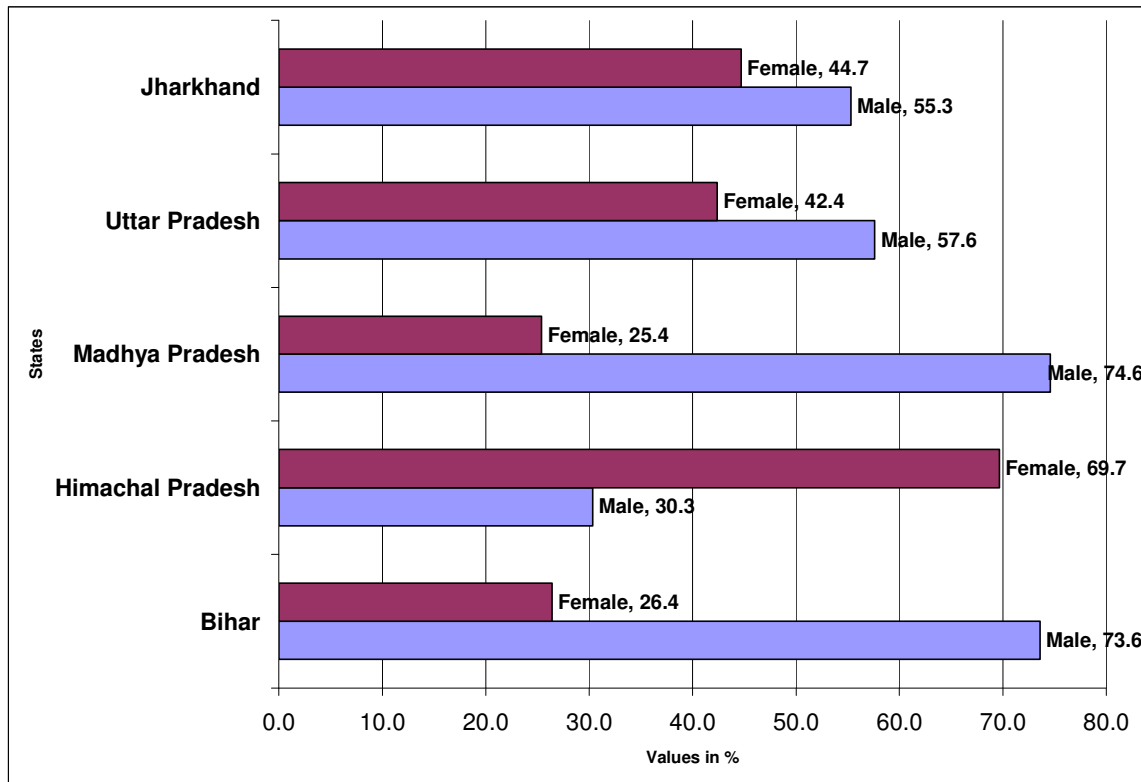
**Chart 4.1: Recruitment of Female/Male Head Teachers in the Study States during the Time of Survey (in percent)**



Source: The Edwatch Survey in the respective States

But in the case of other non-performing States of Bihar, Jharkhand, Madhya Pradesh and Uttar Pradesh have maintained low level parity (refer to chart 4.1). For instance, in Bihar the percentage of female headmasters stands at mere 9.1% against a thumping 90.1% of males. The national ratio of gender distribution in terms of male-female Headmasters, according to Edwatch finding, is 72.1% against the 17.3% Female Heads. Understanding the gender question, thus, constitutes a crucial concern.

**Chart 4.2: Recruitment of Female/Male Teachers in the Study States during the Time of Survey (in percent)**



Source: The Edwatch Survey in the respective States

This issue has significantly emerged out to be a very main issue as opined by respondents. The communities have strongly demanded equal proportion of female/male in teachers' recruitment as a basic factor that can retain girls' child and create social safety as well. Chart 4.2 also reflects the fact that like the recruitment of head teachers there is a clear disparity in terms of teacher's recruitment, as well. The Study revealed certain areas of weakness in AWP preparation. The grant receipt date of every visited school in the districts is not same. Generally schools grants were provided in all the visited schools of the districts between July and December. The school grant was not provided within prescribed period in many of the visited schools. There was also no significant involvement of people at the local level in preparation of the Village Education Plans.

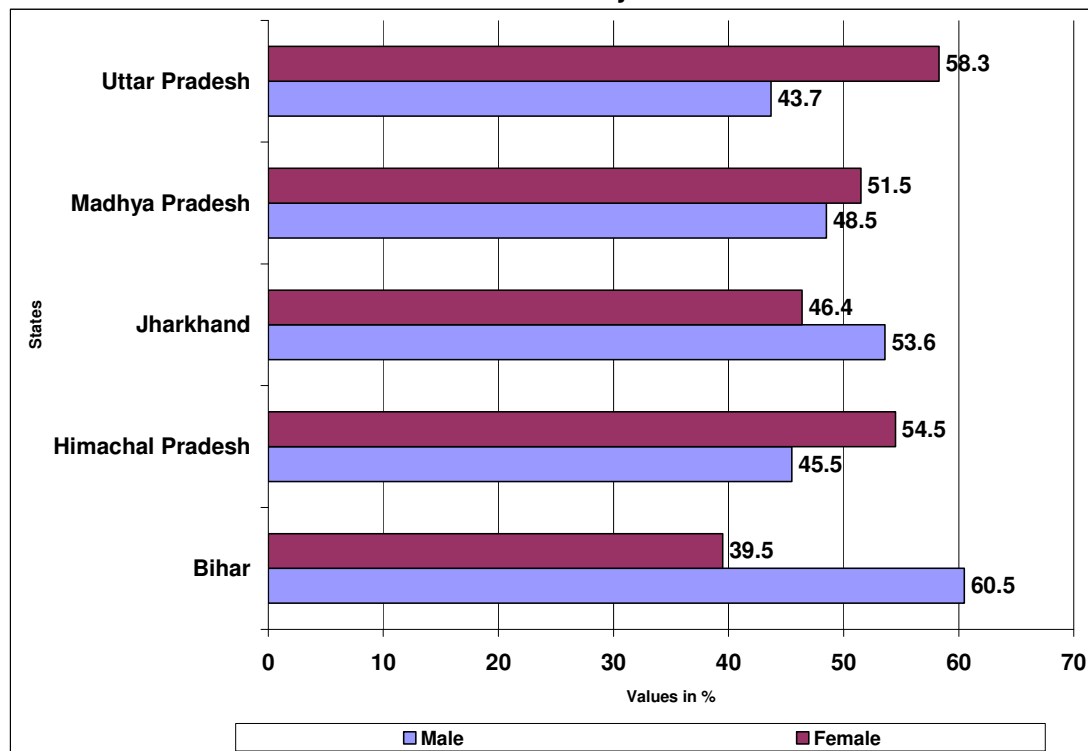
On the issue of financial allocation, our study of records at the sample districts bear this fact since there was no evidence to suggest Annual Plans were prepared at the grass root and sent to BRC/CRC. District Annual Plans (DAP) were prepared on the basis of data collected from BRC/CRC level in a prescribed proforma which elicited factual information only which is totally non-participatory.

## 5.5 The Issue of Para – Teachers

Whether to perceive recruitment of Para-teachers as an alternative to existing state of quality teaching and alleged absenteeism of regular teachers in India is a much debated issue. One school of thought sees the appointment of Para-teachers as way to ensure quality teaching and fix accountability. Whereas another camp strongly disapproves such a claim as it argues it would lead to privatization, recruitment of untrained teachers and poor service conditions in teaching.

It was against this concerns, the nature of Para-teachers' conditions have been attempted. Leaving aside the polarized debate, the working of conditions of the Para-teachers has been found very poor. The average salary of a Para-teacher is just 2400 INR per month which generally gets delayed for many months. The workload of Para-teachers have also been found high as they do fill up most of the teaching activities left out by the regular teachers when they are mainly engaged in non-academic activities like regular government surveys, census, election and polio vaccination etc.

**Chart 5: The Status of Para Teachers in the Study States**



Source: The Edwatch Survey in the respective States

In terms of job security Para-teachers do suffer a lot. The appointment of Para-teachers is mainly done at the local level that involves community, local panchayats and community political equations like in terms of contract renewal or regularization of qualified Para-teachers. After having seen the condition of Para teachers, it can be argued that the appointment of Para-

teachers is a conscious attempt by the Government to gradually encourage privatization and do away with its basic responsibility on ensuring education as a basic responsibility.

In the case of Para teachers' gender parity it has been found that the female teachers only constitute 36% of the teaching post whereas males are at 64% which is actually not much better. On the other hand, the growing number of Para-teachers has proven a negative growth in the appointment of regular teachers. The following table describes such a trend as 216594 teaching posts are still to be appointed against the sanctioned 1012103 under 10<sup>th</sup> Five year plan (refer to Table 5.2).

**Table 5.2: Status of Teacher Appointment As on 15-06-2007**

<b>States</b>	<b>Total Teacher Sanctioned</b>	<b>Recruitment up to 31st March, 07</b>	<b>Balance to be recruited</b>
<b>Bihar</b>	184081	154863	29218
<b>Himachal Pradesh</b>	2994	2670	324
<b>Jharkhand</b>	83709	69385	14324
<b>Madhya Pradesh</b>	90477	80316	10161
<b>Uttar Pradesh</b>	233583	224761	8822
<b>All India</b>	<b>1012103</b>	<b>795509</b>	<b>216594</b>

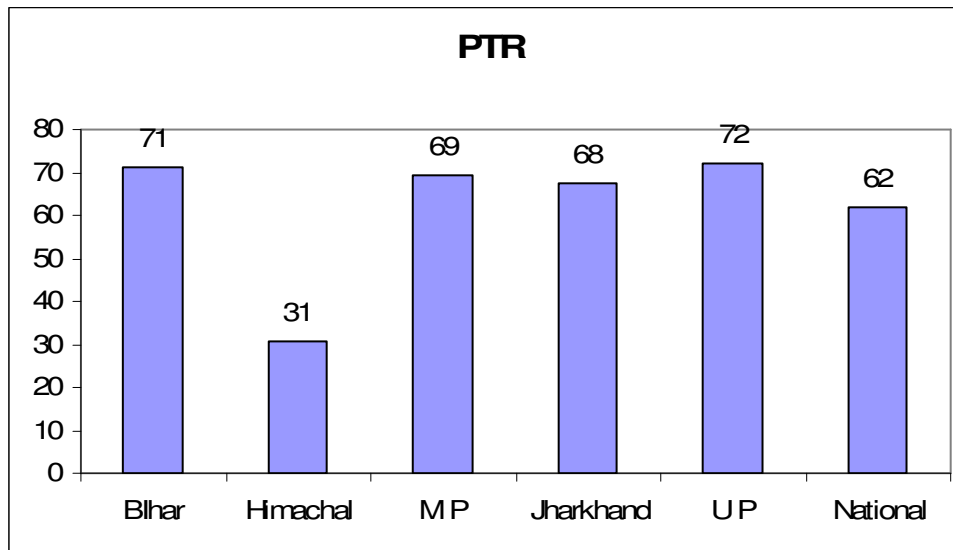
Source: Ministry of Human resource & Development, Government of India

Though, NCE is against the appointment of Para teachers as an alternative to trained regular teachers. Interestingly, in Himachal Pradesh there are less than 2% para teachers in comparison to all India findings. This is so because of the constant effort maintain low Pupil Teacher Ratio (PTR) which means reasonable appointment of regular trained teachers. Nevertheless, such positive trends have not emerged in less performing states where the study has been conducted.

### **5.6 Pupil-Teacher Ratio (PTR)**

According to the Edwatch findings, the average PTR stands at 62:9. (refer to chart 5). Though, the PTR has even been found to be reaching 300:1 in some cases. And, if the children who were found not attending classes in the vicinity of the local schools, then the PTR would go very high.

**Chart 6: Pupil-Teacher Ratio (PTR) in the Study States**



Source: The Edwatch Survey in the respective States

Though, in the case of Himachal it is within the range of government's norm 40:1. PTR has to be discussed in close linkage with the rising school drop out, underperformance of teachers, low learning level of students, and the growing apathy local people to educate their children. The apathetic perception of communities on making their children educated is also due to the general experience of a large chunk of educated youths who have become unemployed which has reduced them to a mass of unproductive generation. High PTR is, thus, directly linked to affecting quality learning and is a stumbling block to the universal enrolment of children and their retention.

## **5.7 Infrastructure**

### **5.7.1 Toilets**

According to the findings, in 80% of the primary schools (class I-V) there were no sufficient separate classrooms for each class. For instance, only 20% of the surveyed schools were found to be having classrooms for each class. This means that in 80% of the surveyed schools there were multiple class teachings in single rooms and in some instances classes were held under the tree shades and open spaces. In this regard, even the HP has been poorly showing. This utter lack of infrastructure is well found in the narratives shared by the communities during the focused group discussions. When asked about the quality of blackboards, 80% of the schools did not have sufficient and intelligible blackboards. Indian schools have also been found to be not having sufficient teaching and learning materials (TLM) as only 500 INR is allotted yearly for each teacher, which should ideally be allotted in consonance with the ratio of total students. According to the findings, 89% responding schools have reported that there were no sufficient toilet facilities and when asked about the conditions, 62% said that the toilets were in bad and hardly usable

conditions. This in the case of girls is more pathetic because of the less number of separate toilet for girls. According to DISE report, only 27.75 schools have separate girls' toilet. Regarding the 100% 'toilet facility' depiction in HP, however it should not be defined as availability of proper toilets as this is also cited in DISE, 2006 report.

**Table 6: The Status of Toilet, And Drinking Water Facilities in the Study States**

State	With Toilets	Without Toilets	%age Coverage	With Drinking Water Supply	Without Drinking Water Supply	%age Coverage
<b>Bihar</b>	7118	23740	23.07	5948	1402	80.93
<b>Himachal Pradesh</b>	8309	9436	46.82	4137	1762	70.13
<b>Jharkhand</b>	3351	14882	18.38	9704	6735	59.03
<b>Madhya Pradesh</b>	22906	68518	25.05	1212	1447	45.58
<b>Uttar Pradesh</b>	97930	42865	69.56	11528	4705	71.02

Note: Here schools comprises both government & private and all levels and types of schools  
Source: Baseline survey data, as provided by [www.ddws.nic.in](http://www.ddws.nic.in), report generated on 9<sup>th</sup> May 2008

Table 6 also points out to the grim picture of basic amenities in the schools of the study states. Though it is seen that that drinking water facilities are moreover better, the condition of toilet facilities are crying for immediate attention. In this regard Jharkhand tops the list with the minimum available basic infrastructural facility followed by Bihar. The findings of the study reveals that the fund allocation to schools in India is never an ensured affair like the case of construction fund which is subjected to whims and fancies of the state as the allotments are not made on the basis of demands.

For example, according to the survey, at all India level 585 (43.53%) schools were allocated money for construction. On the utilization part, 53 schools could not utilize the money at the time of survey because of delayed fund receipt. Regarding the allocation for school maintenance, as the Government's provision, the grant money in the range of Indian Rupees (INR) 2000-6000 is based on the size of enrolment and school. However, it was found that 23.7 % schools were not in receipt of this money till the time survey was conducted, December 2006, and 62.70% of schools were not able to utilize the allocated money due to late receipt. Likewise, the infrastructure funds, not an annual grant to all the schools, were unutilized in 34.8% schools. Thus, the findings of Edwatch clearly questions the official claims to have achieved varied targets from high enrolment to better infrastructure, efficient budget allocation to effective utilization and quality education to better working conditions of teachers.

### **5.7.2 Classrooms**

One basic continuing problem is the lack of proper infrastructure for the existing schools which is further aggravated by the poor maintenance and less and untimely allocation of resources. To imagine quality education in the absence of proper classrooms, benches, desk, blackboards, toilets or water is impossible. Though, majority of the schools in India continues to suffer from the absence such basic facilities. According to the findings, in 80% of the primary schools (class I-V) there were no sufficient separate classrooms for each class. For instance, only 20% of the surveyed schools were found to be having classrooms for each class.

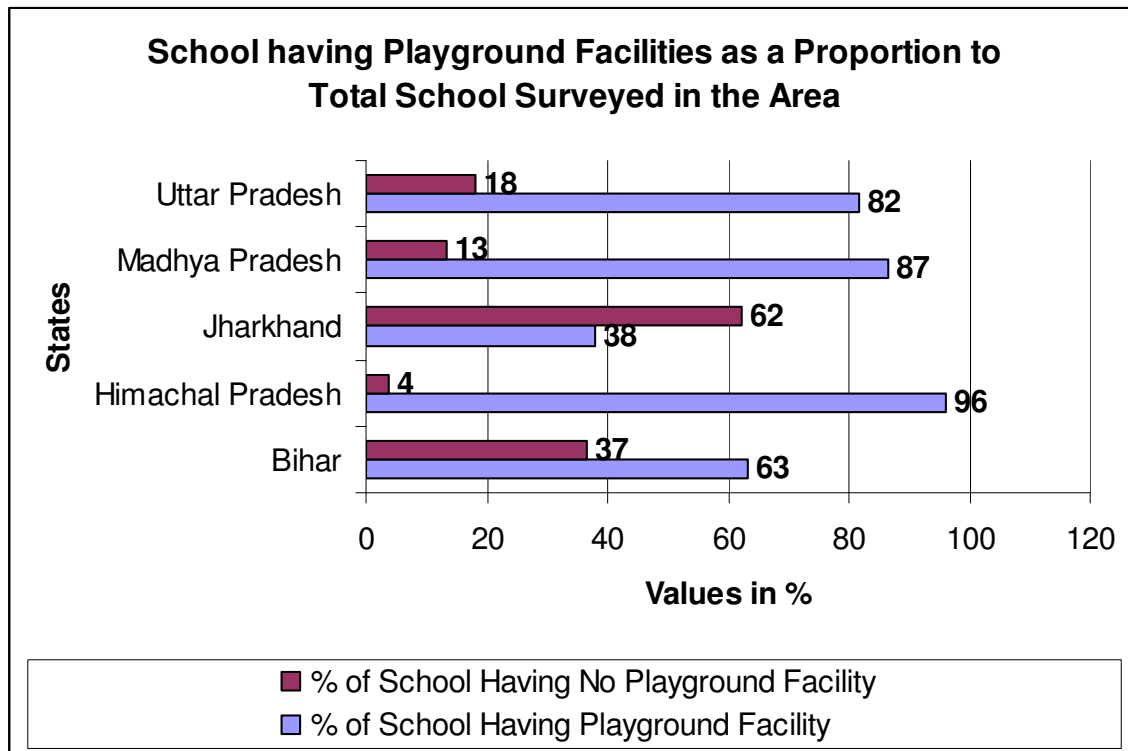
This means that in 80% of the surveyed schools there were multiple class teachings in single rooms. Thus, the whole idea of a meaningful teaching, learning and proper care of every child in the school is *per se* a flawed experience in India so far. During the survey it has also been found that multiple classes were being taught under the tree shades and open spaces. In terms of sufficient class and room ratio, even the performing state HP has been poor which means in the case of non-performing state the situation is harsher.

This utter lack of infrastructure is well found in the narratives shared by the communities during the FGDs which is given on forthcoming pages. As in the case of the Benches and carpets, a cross tabulation of the number of blackboards with the ratio of number of classes taught in a classroom, 80% of the schools do not have sufficient and quality blackboards. Indian schools have also been found to be not having sufficient teaching and learning materials (TLM) as only 500 INR is allotted yearly for each teacher not in consonance with the ratio of total students.

### **5.7.3. Play Ground facility**

Contrary to other indicators Uttar Pradesh has adequate play ground facility in maximum schools. However in a substantial number of schools are still without play ground facility. Jharkhand again tops in lacking the play ground facility as compared to other states, followed by Bihar

**Chart 7: The Status of Play Ground Facility**

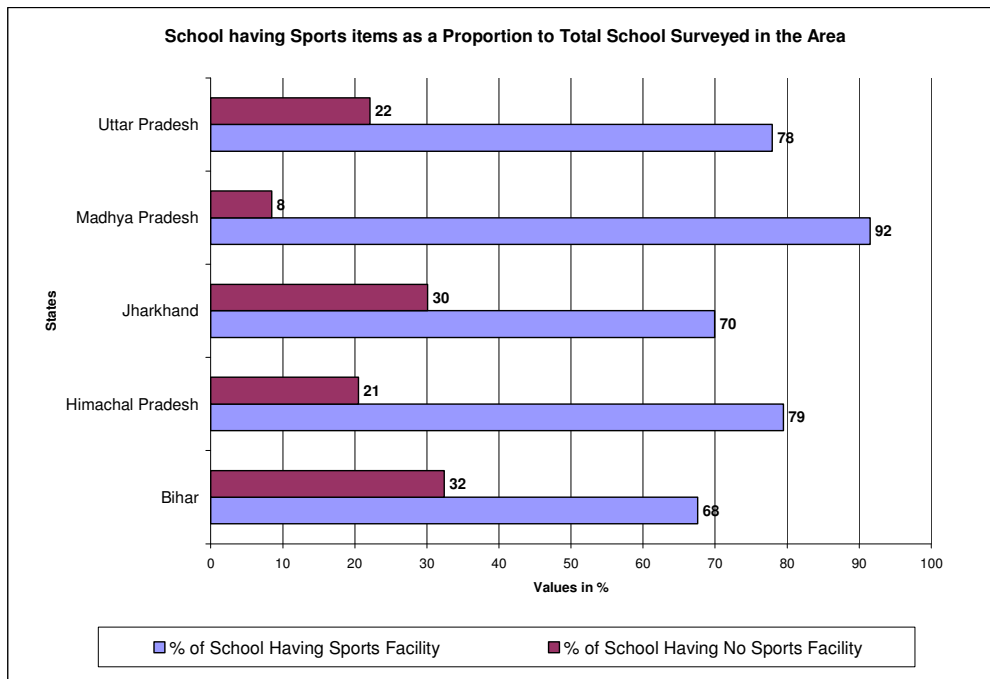


Source: The Edwatch Survey in the respective States

#### **5.7.4 Sports Facility in the Schools**

The status of sports items availability is very poor in Uttar Pradesh, followed by Bihar and Jharkhand. However Madhya Pradesh and Himachal Pradesh are maintaining better situation. Non availability of sports items is an state of negligent infrastructure for the entertainment and physical heal of the children in the schools. This is another area which is a must facility for the children in elementary schooling ages.

**Chart 8: The Status of Sports item Available**

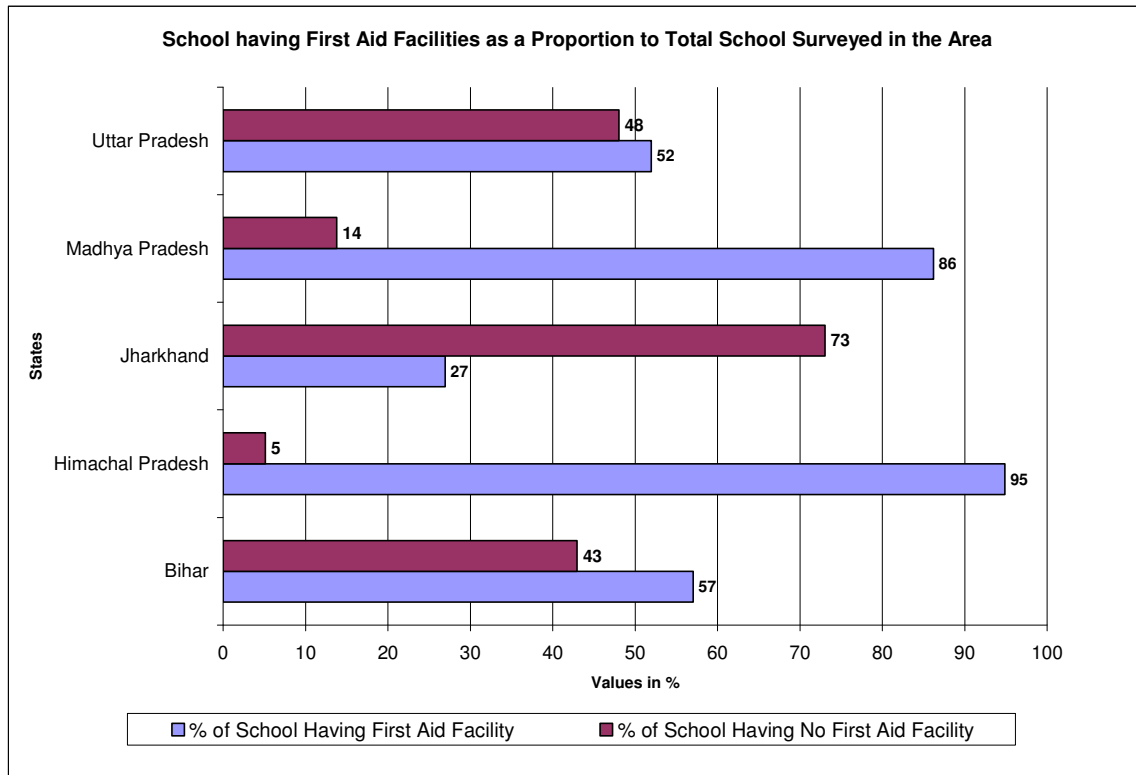


Source: The Edwatch Survey in the respective States

### **5.7.5. Availability of First Aid Facility**

First Aid Facility is an integral component of school health programme. It should be compulsorily available at each school and all the teachers whether para teacher or regular one are supposed to be trained in imparting First Aid to the students. In the study states Uttar Pradesh Jharkhand and Bihar states show a very negative state of availability of first Aid facility. Himachal Pradesh is fully equipped with the First Aid facility in almost all the schools surveyed under the project.

**Chart 9: Status of First Aid Facility Available**

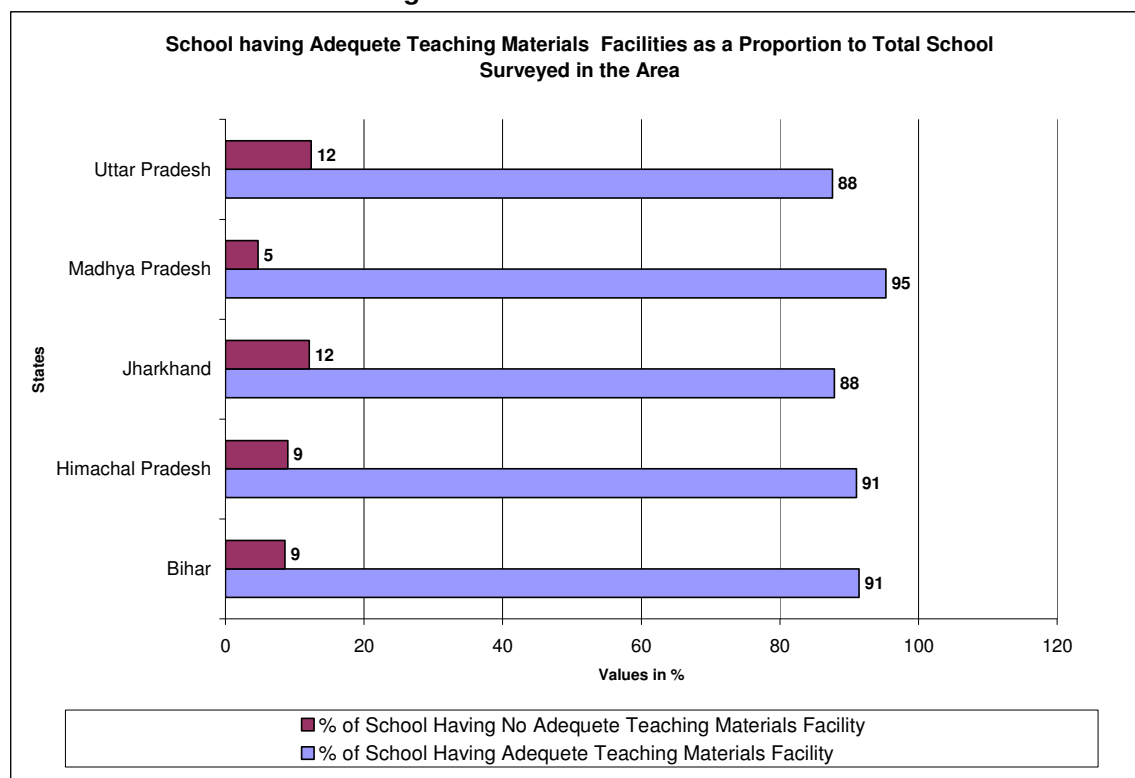


Source: The Edwatch Survey in the respective States

### 5.7.6. Adequate Teaching Material

For quality education teaching aids play a vital role. Without adequate teaching aids the imparting of quality education is not possible. As represented in the chart no 10 Uttar Pradesh lacks adequate teaching aids in a significant number of schools ( 54 schools) followed by Jharkhand and Bihar and Madhya Pradesh. This is an area which requires immediate attention. Whether government of India has increased the share of elementary education or not is another question but inadequate teaching material will certainly lead to adverse effect on the quality of education. See chart 10.

**Chart 10: The Status of Teaching Material**



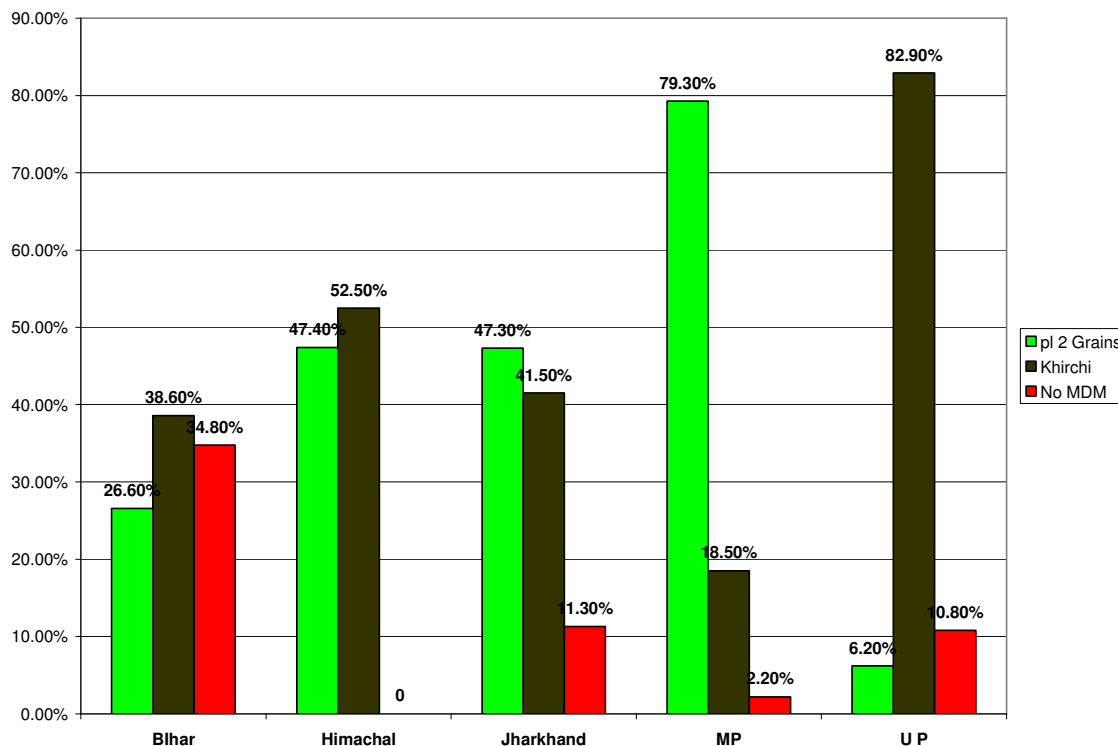
Source: The Edwatch Survey in the respective States

### 5.8 The Issue of Mid Day Meal (MDM)

India's run upto the EFA has been encouraging as it has initiated programs like Mid Day Meal (MDM) scheme for children in the primary schools. To briefly introduce MDM, the National Programme of Nutritional Support for Primary Education i.e. the national "mid-day meal scheme" was initiated in 1995. By 2001 a few more states had started providing cooked meals, but most were only giving monthly "dry rations" of food grains to school children. The number of states providing cooked meals rose sharply from early 2002 onwards, after a Supreme Court order (dated 28 November 2001) directed all State Governments to introduce cooked mid-day meals in primary schools.<sup>9</sup>

<sup>9</sup> The order reads: "We direct the State Governments/ Union Territories to implement the Mid-Day Meal Scheme by providing every child in every Government and Government assisted Primary Schools with a prepared mid day meal with a minimum content of 300 calories and 8-12 grams of protein each day of school for a minimum of 200 days". In a follow-up order dated 20 April 2004, the Supreme Court directed all States/UTs to comply with the order of 28 November 2001 by 1 September 2004 at the latest. This order also states that "... the Central Government shall make provisions for construction of kitchen sheds and shall also allocate funds to meet with the conversion costs of food-grains into cooked mid-day meals."

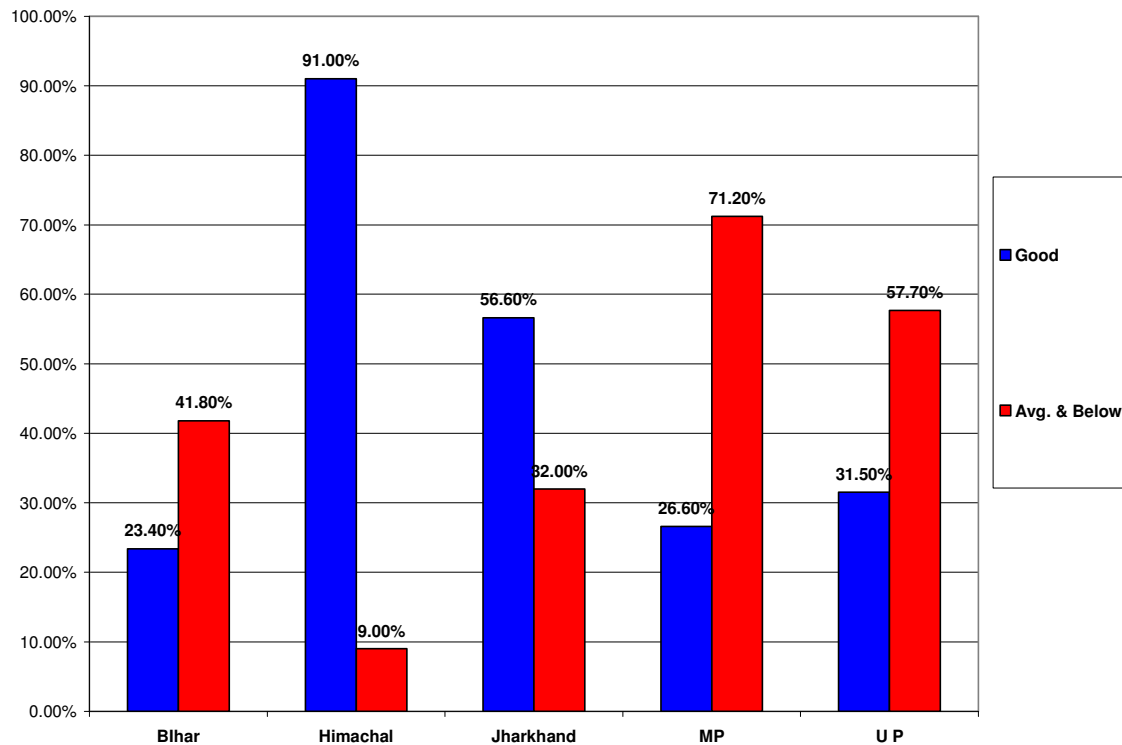
**Chart 10.1: The Status of MDM in the Study States**



Source: The Edwatch Survey in the respective States

MDM has been rated as a progressive policy towards encouraging basic education among the disadvantaged communities and overall retention. Nevertheless, education campaigners have been critical of its success due to its schematic nature, poor quality and insufficient spending. The estimated drop out which has been cited above hints to a gloomy performance of MDM as medium of bring students back to schools. National Nutrition Monitoring Bureau (NNMB) surveys (2000) indicate that about 70% of children are undernourished and there is about 30% deficit in energy consumption and over 75% of the children have dietary micronutrient deficiency. Low enrollment and high school dropout rate are ascribed to the poor nutritional status of the children compounded by poor socio-economic conditions, child labour and lack of motivation. Good nutritional support to children of tender age is one of the basic conditions to achieve free and compulsory universal primary education of satisfactory quality to all the children below the age of 14 years by giving a boost to universalisation of primary education through increased enrollment, improved school attendance and retention and promoting nutritional status of primary school children simultaneously. With children from all castes and communities eating together, it is also a means of bringing about better social integration.

**Chart 10.2: The Quality of MDM in the Study States**



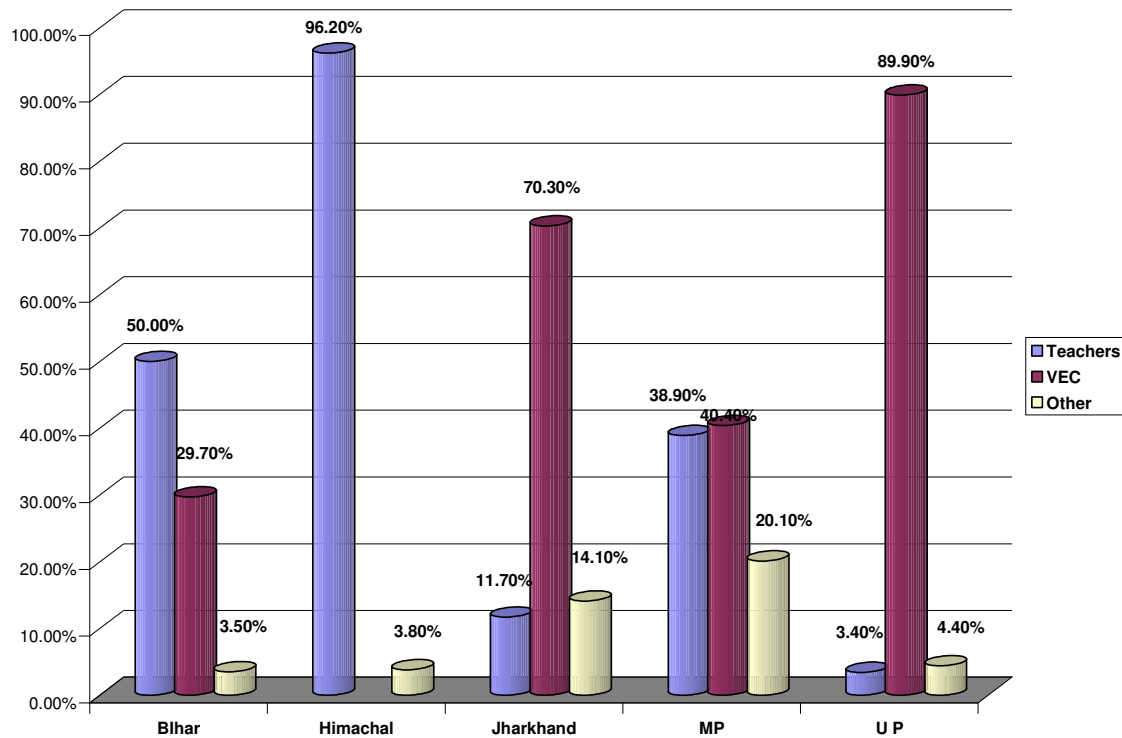
Source: The Edwatch Survey in the respective States

The Edwatch findings says that in 37.5% only with a variety of two grains MDM is provided, in stunning 49.4% Khichri (a mixed cooking of rice and pulses) is also given and in 12.8% it has been either never provided or not cooked for sometime (refer to Chart 11.1). The implementation of MDM has been distressing as in many places children were found to be eating without plates and water. But according to the MDM scheme, each school is allotted 2000 INR but in most of the schools it was not found to be utilized. Regarding, the varieties of food grains given to children, the national norms says that in rotation all children should be given different varieties amounting to 450 calories with 12% protein. As mentioned above, there is high percentage of mixed cooking which is cheaper in cost. Thus, Khichri on the MDM too frequently is a breach of the national guidelines. Another crucial case in point in term of MDM preparation is that in 78% schools, MDM was either prepared in classrooms or in open air producing two serious implications, one; disturbing the regular teaching and second, unhygienic food preparation.

It has also been found that in 27.6% teachers were involved in the preparation of MDM (refer to Chart 11.2). The national time prescribe for distribution and eating MDM is 30-40 minutes but Edwatch finding proves that there is much more time consumed in MDM processing taking on

an average of 40-60 minutes in 51.7% of the samples. Another interesting dimension of MDM is that in 97.2% cases no action was taken against the local MDM management for failing to follow the prescribed menu or the provision of MDM itself.

**Chart 10.3: The Management of MDM in the Study States**



Source: The Edwatch Survey in the respective States

Therefore, it can be argued that MDM despite its strong ideals have not been able to sustain and contribute to its best. Some of the main reasons are the lack of commitment from the Centre and state, it has been mostly implemented in an isolated bureaucratic realm constituting an operational ineffectivity with less meaningful association and monitoring by the community.

### 5.8.1 Conditions of teaching and learning

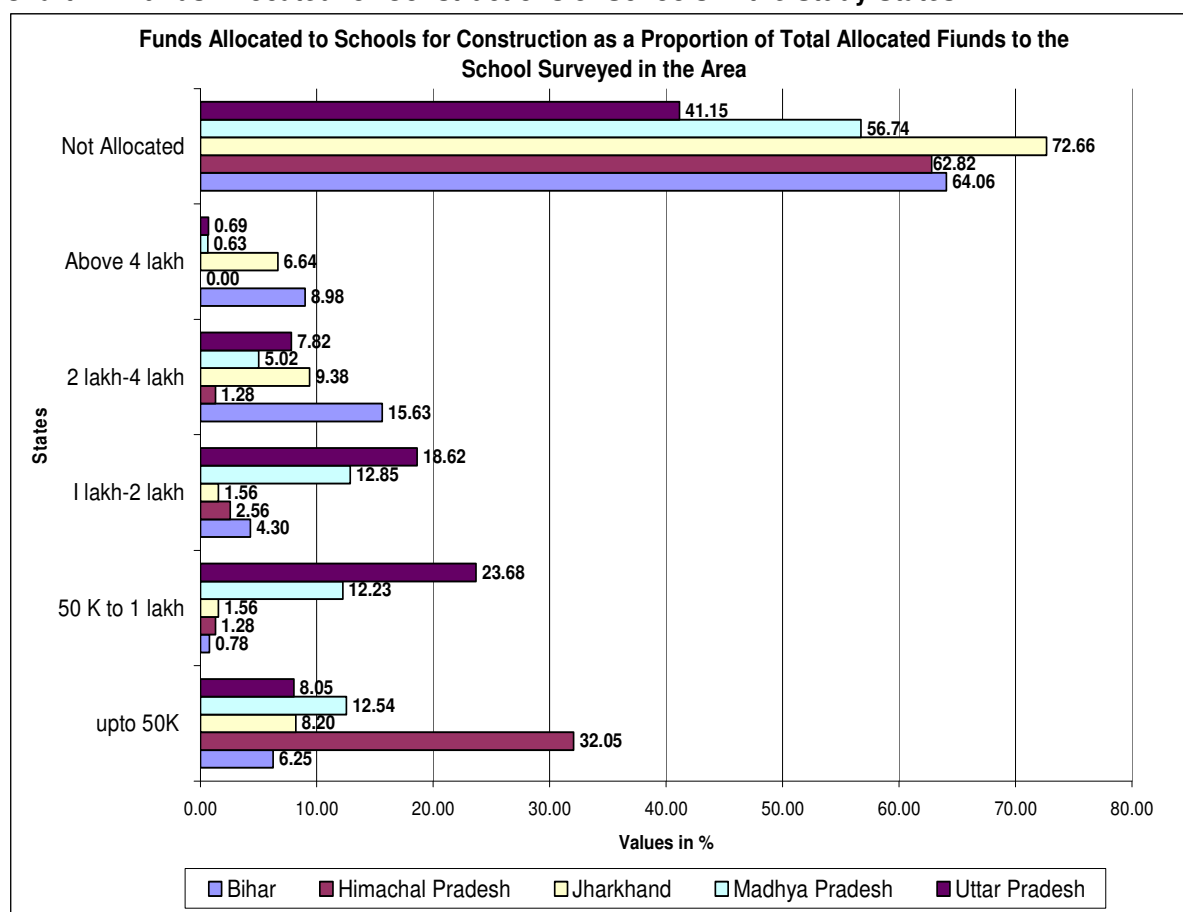
Poor infrastructure is rampant. Ranging from boundary walls to Playground and water to medical facilities have all been found seriously lacking, in some cases not been existing. 60% of the schools do not have clean water and 75% schools do not have proper playgrounds and 62.43% absolutely do not have medical facilities. The absence of these facilities does contribute in depriving the children from full growth. Today, in India conditions of teaching and learning is detrimental to the extent of the non-academic work they carry out. Teachers are involved in election processes, census of human beings, animals, examination duties and even polio vaccination works. The survey says finds that 27% of the survey school's headmasters have

been found to be doing such non-teaching jobs, 56.3% of the regular teachers and 6.4% of the para teachers have also found to be doing the same kind of work.

### 5.9 The Allocation and Utilization of Funds for Construction

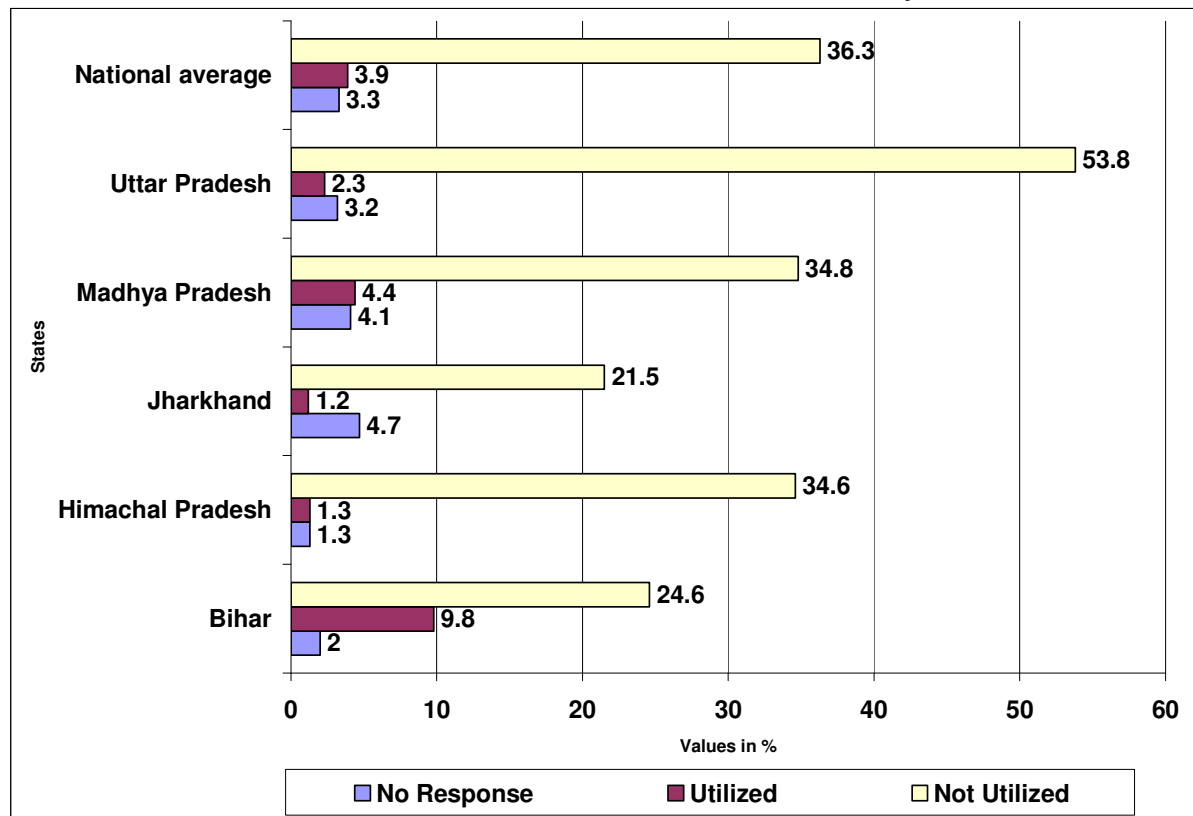
Grants to schools for construction is an annual grant for purposes like constructing additional classrooms or even a new building and hence not compulsorily allocated to all the schools. However, on the other side it cannot be guaranteed that all the primary schools having demands for construction fund in their budget will get it. The allocation for construction is subjected to allocation from the state for construction purposes at district level. According to the survey, at all India level 585 (43.53%) schools are allocated money for construction. On the utilization part 53 schools could not utilize the money at the time of survey because of delayed receipt at school level (refer to Chart 12).

**Chart 11: Funds Allocated for Constructions of Schools in the Study States**



Note: K means 1000 in numbers (all the money in INR)  
 Source: The Edwatch Survey in the respective States

**Chart 12: The Utilization of the Allocated Funds for Schools In the Study States**



Source: The Edwatch Survey in the respective States

The allocation for school maintenance is provisioned to grant money to all the schools as per the size of enrolment and school in the amount-range INR 2000-6000 per year. In some cases this can be upto 50 thousand and above. However, it was found that 23.7 % schools were not in receipt of this money till the time surveys conducted in the month of November-December 2006. On the utilization part, it was again found that only because of delayed receipt 62.70% of schools responded this money as unutilized at that point of time (refer to Chart 10.1).

Like the Construction grant infrastructure fund is also not an annual grant to all the schools. It is primarily being allocated to newly constructed schools and to old schools those need urgent upgradation. Questionnaire survey revealed that 34.80% schools did not utilized this allocation at the time of survey because of late receipt of the money

Sports related activities are best when it comes to channelize the raw energy in children and also necessary for physical and mental development. However, in the survey it was found out that schools virtually do not get any money on sports account as 93.80 % schools accepted that no allocation was received for this. In addition, if play items are there in school they are short in quantity and not proportionate to the children present in schools.

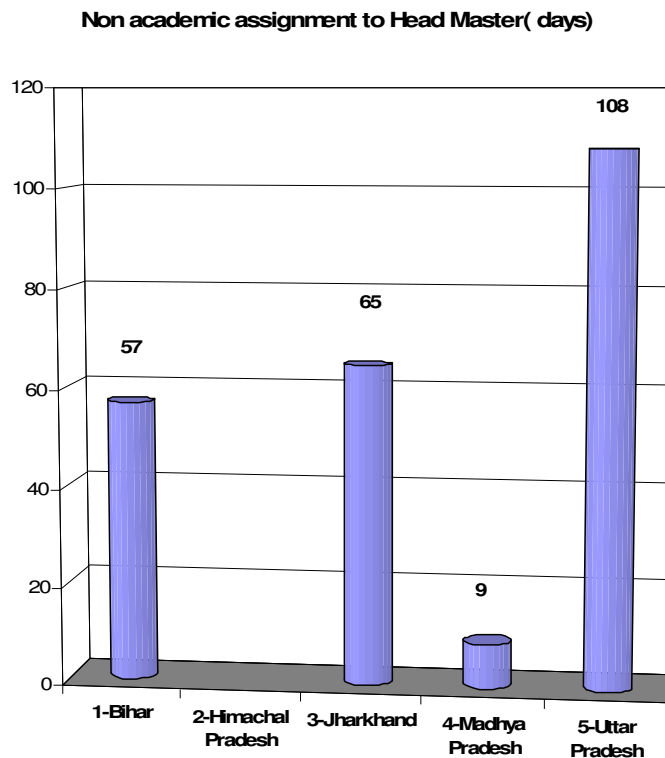
### 5.10 For How Many Days the School Ran Last Year?

The deployment of teachers in other works and inadequacy of teachers leads to reducing the number of days of the school. We have found that in most of the states a fairly large number of schools were operational for less than 200 days. This affects the teaching days and ultimately affects the quality of education and confidence of parents and students in schooling system. Immediate attention should be focused to see that teachers are not deployed for no academic purposes for long periods.

### 5.11 Deployment of Headmaster/Other Teachers for Non Academic Work by Government

Following charts 13 and 14 are self explanatory. Deployment of teachers for nonacademic purposes is common practice in Uttar Pradesh, Bihar, Jharkhand and Madhya Pradesh. In the study area we found that in Uttar Pradesh the head teachers were deployed for non-academic purposes for 108 days followed by Jharkhand Bihar and Madhya Pradesh. Himachal Pradesh showed a different story with no deployment of teachers for non academic purposes during last year.

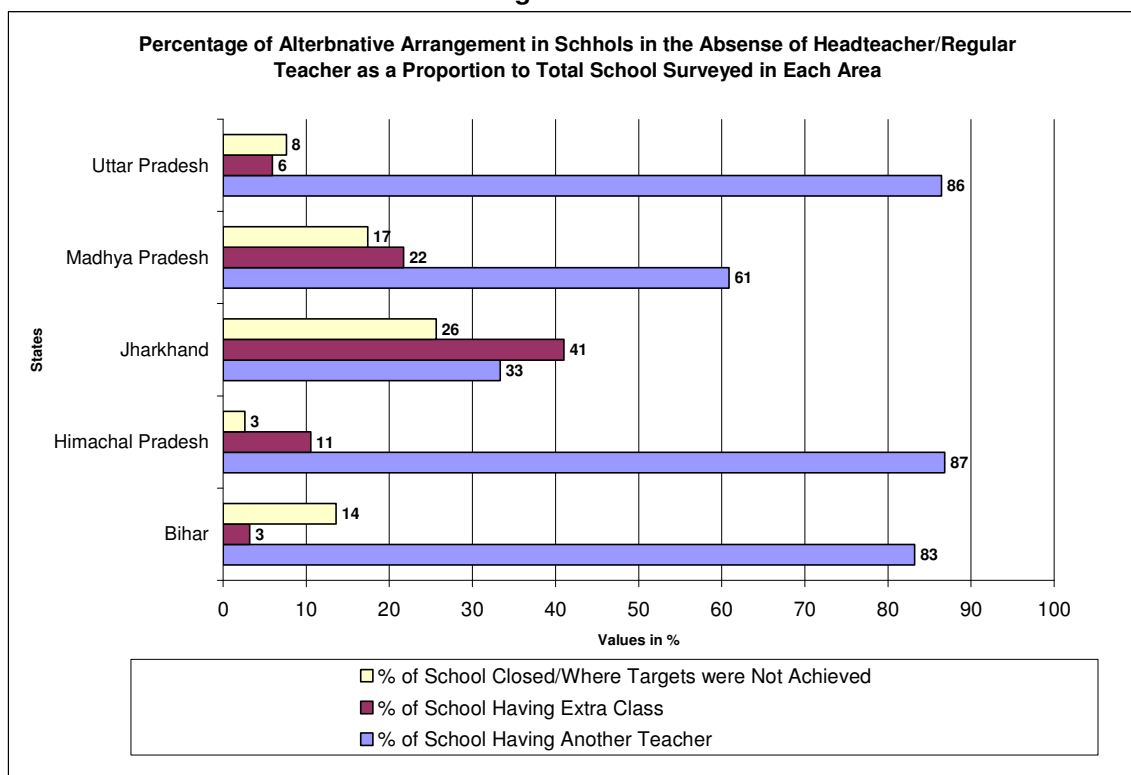
**Chart 13: Non-Academic Assignment to Head Master (No of Days)/per year**



Source: The Edwatch Survey in the respective States

We tried to find out as to how the schools are managed in absence of head teacher or other regular teacher (while deployed for nonacademic purposes) .We found that in almost all the states in absence of head teacher or regular teacher the school is managed either by Para teacher or the duty is given to another teacher. The teacher takes this responsibility in addition to his/her regular work. This ultimately makes extra burden to teacher who is already over burdened due to negative PTR. This ultimately affects the quality of teaching.

**Chart 14: The Status of Alternative Management in Absence of Head Teacher**



Source: The Edwatch Survey in the respective States

In this regard a study by the World Bank is worth noting. It says that, with one in four teachers absent at a typical government-run primary school, India has the second-highest average

**Table 7(A): Teacher Absence rates by Countries (in Percent)**

Countries	Teacher Absence (%)
Peru	11
Ecuador	14
Papua New Guinea	15
Bangladesh	16
Zambia	17
Indonesia	19
<b>India</b>	<b>25</b>
Uganda	27

Source: Kremar, Michael et.al. (2004):'Teacher Absence in India-A Snapshot', Journal of the European Economic Association (Resubmitted version, 11/27/04)

absence rate among the eight countries for which absence calculations based on a similar methodology are available (Table 7(A)). The study by Kremar (et.al) further states that only 45 percent of teachers were actively engaged in teaching at the time of their visit. Within India, the absence rate ranged from 15 percent in Maharashtra to 42 percent in Jharkand (Table 7 (B)). Absence rates are generally higher in low income states: doubling per capita income is associated with a 4.7 percentage point lower predicted absence.

**Table 7(B): Teacher Absence in Public Schools by State (in Percent)**

States	Teacher Absence (%)	States	Teacher Absence (%)
Maharashtra	14.6	West Bengal	24.7
Gujarat	17	Andhra Pradesh	25.3
<b>Madhya Pradesh</b>	<b>17.6</b>	<b>Uttar Pradesh</b>	<b>26.3</b>
Kerala	21.2	Chattisgarh	30.6
<b>Himachal Pradesh</b>	<b>21.2</b>	Uttaranchal	32.8
Tamil Nadu	21.3	Assam	33.8
Haryana	21.7	Punjab	34.4
Karnataka	21.7	<b>Bihar</b>	<b>37.8</b>
Orissa	23.4	<b>Jharkhand</b>	<b>41.9</b>
Rajasthan	23.7	<b>Weighted Average</b>	<b>24.8</b>

Source: Kremar, Michael et.al. (2004):'Teacher Absence in India-A Snapshot', Journal of the European Economic Association (Resubmitted version, 11/27/04)

The rates of teaching activity among the teachers who are present are lower in higher-absence states and schools. In some states, only 20 to 25 percent of teachers were engaged in teaching at the time of the visit. Absence rates are considerably higher than could be accounted for by official non-teaching duties, such as staffing polling stations during elections or conducting immunization campaigns, which are sometimes cited as important causes of absence. Based on the responses of each school's head teacher or primary respondent during their study Kremar et.al found that, official non-teaching duties account for only about 4 percent of total absences. In other words, on any given day, only about 1 percent of primary teachers are absent because they are carrying out official non-teaching-related duties.

### **5.12 The Focus Group Discussion and the EDWATCH Survey**

One of the very important methodologies of Edwatch is the employment of Focus Group Discussions (FDGs) to track the state of education in India. This has been to basically locate the Edwatch initiative beyond the conventional method of mere information gathering research. It is

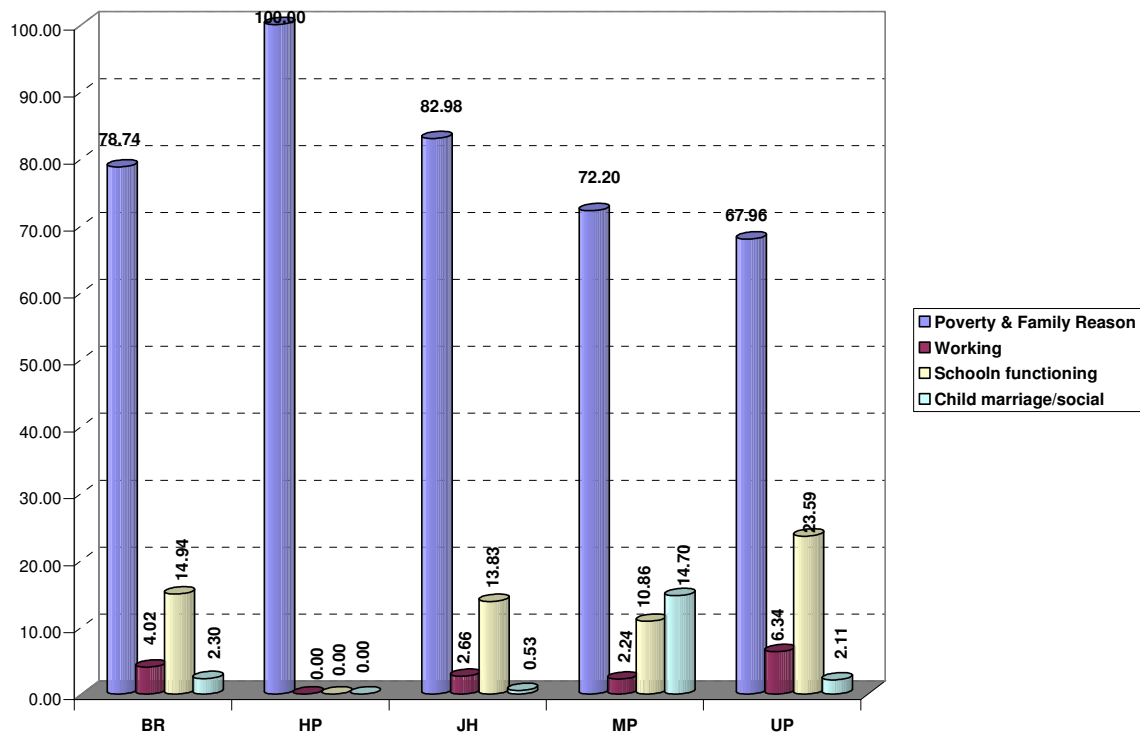
against this backdrop, NCE, as an implementing organization of Edwatch, brought in the idea of qualitative research through engaging the consciousness level, views/ perception, and participation of communities in the issues concerning themselves and particularly of their children's education. Interviewing a group of persons at a time was not easy though it enabled introvert or local people to talk freely and share their life experiences. FGDs have worked as useful research tool as it involves a carefully planned discussion designed to obtain perceptions in a particular area of interest in a permissive and non-threatening environment.

When the government claims for 93% enrolment, the community responses have contracted to any such claim as it has come to light that in 76% of the villages, covered in the study, all children were not going to school. The case for Bihar is the worst as in 99.61% villages all the children do not attend school whereas in Himachal Pradesh 97.44% villages nodded for full enrolment. The causal explanations for the students who are out of school were found to be belonging to the Schedule Tribes and Schedule Caste and backward classes.

It has been found that 76% surveyed villages witnessed out of school children either working or doing domestic chores in the same vicinity of the same school where FGDs were conducted. The discussion to inquire about the background of the children leaving school revealed that around 61% children belong to disadvantaged community with fragile economic situations and 27% are girls and other children facing gender and social discrimination at family and society level. Around 12% are children who leave school after one or two year of enrolment.

A participative inquiry looking for the reasons for leaving schools confirmed that nearly 78% children leave school because their families cannot support the FREE primary education and they find children are more worth to support their economic activities and augment the meager income. Around 12% links it to gender discrimination and social stigmatization and poor consciousness prevailing in the society. However almost all the states showed a significant gender discrimination being the detrimental factor for girls to leave the schools. A marginal section of children, nearly 8%, leave the school because of school and education delivery factors like- no regular teaching, no joyful learning, no scope to continue studies after primary level etc.

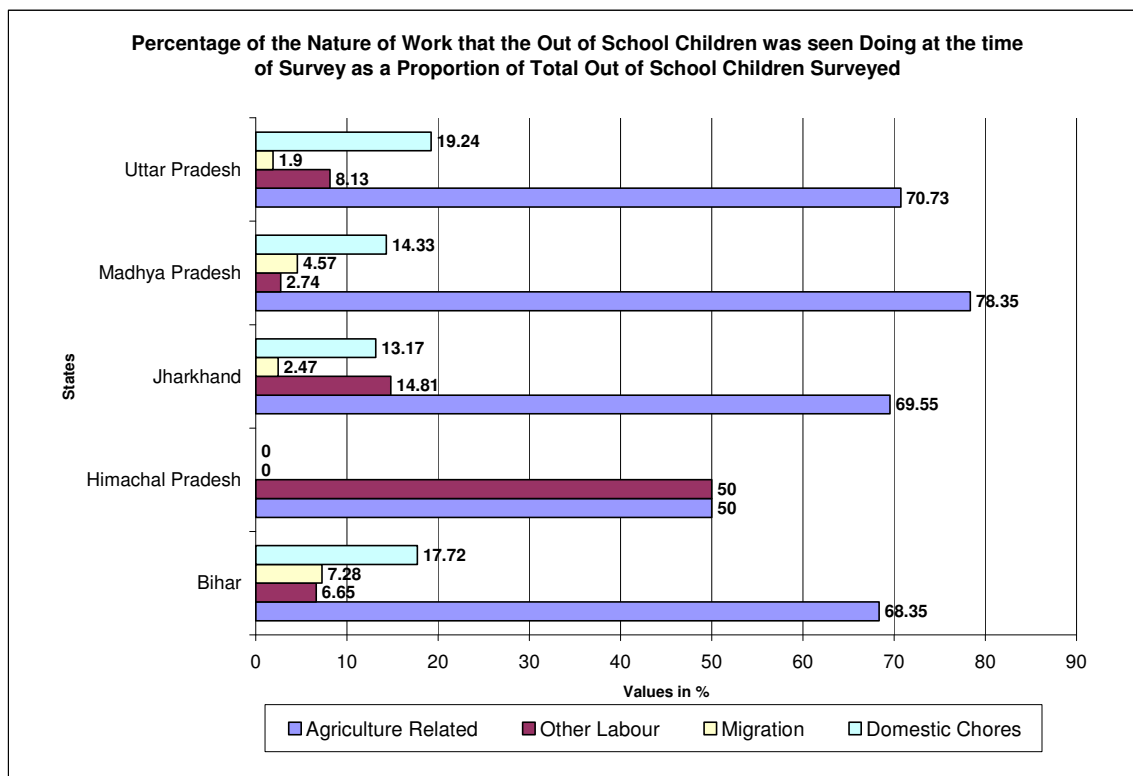
**Chart 15: The Reason for Leaving Study by the Pupils**



Source: *The Edwatch Survey in the respective States*

Above-mentioned findings amply clear that majority of children who are out of school belong to disadvantaged communities and are not able to get their FREE education supported. Therefore, it was logical to look in the nature of their after school engagement. 71.86% of these school dropouts were found to be engaged largely in unpaid household activities, assisting family works and agricultural activities. Around 8% children were working at nearby location like brick kilns, construction sites, small eateries etc. It was also found that 4% children were becoming dropouts due to family migration who were in search of their livelihood.

**Chart 15.1: Percentage of the Nature of Work that the Out of School Children was seen Doing at the time of Survey as a Proportion of Total Out of School Children Surveyed**

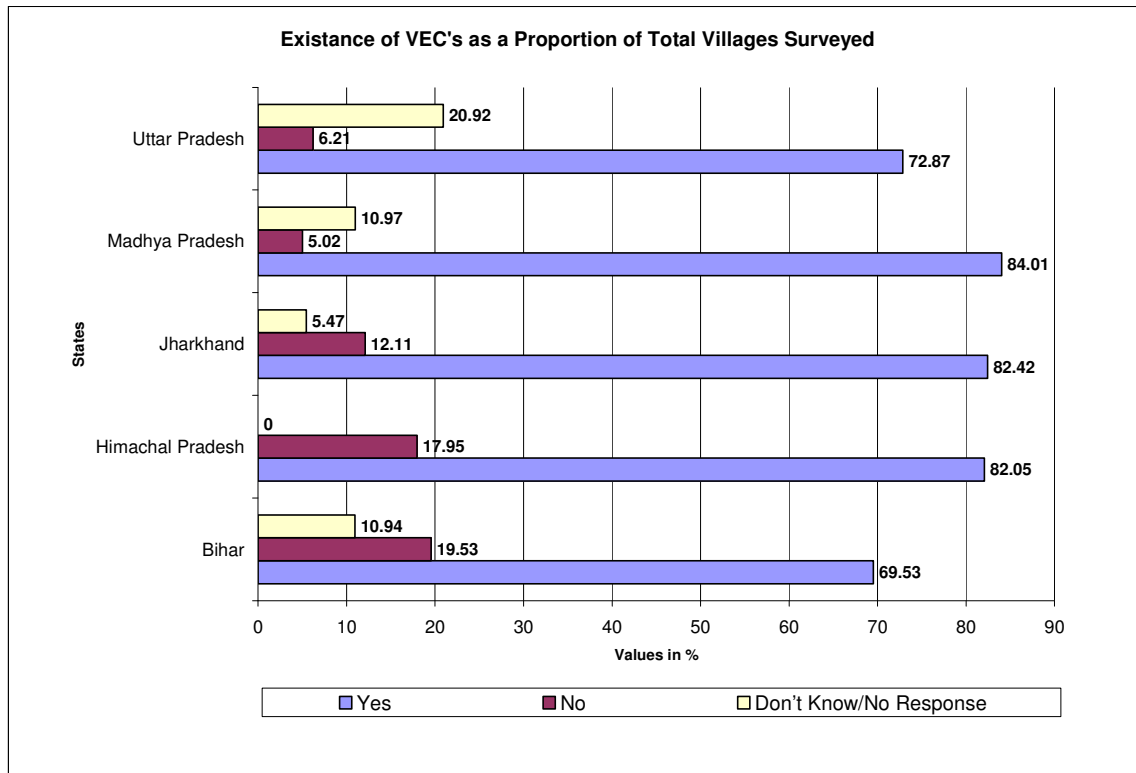


Source: *The Edwatch Survey in the respective States*

The FGD reveals that during the school hours the children who were not in the schools are already working. On an average 71.8 % children were found working in agricultural work, 7.7 % on other wage earning work 4% migrant workers and 16% were found working on domestic chores. We found that in Madhya Pradesh maximum numbers of children were in agriculture followed by UP, Jharkhand and Bihar.

FGDs have also clearly hinted to the failure of government’s attempt to bring in the communities to create conducive learning condition through community participation and monitoring. For example, it has been found that in 38.8% cases Parent Teachers’ Association (PTA) meetings were not held and also around 25% were found to be not aware of the functional aspects of Village Education Committees (VEC) which is an integral body that implements MDM and looks after school management. Surprisingly, in 10.30% of the findings it has come to light that VEC did not even exist. This is an area of concern that calls for an urgent advocacy as it directly affects the proper utilization of resources, monitoring and ensuring of child rights at the local level. This was essentialised to search for those values and meanings that communities subscribe to.

**Chart 15.2: The Status of VFC in Village**



Source: *The Edwatch Survey in the respective States*

**The Village Education Committee:**

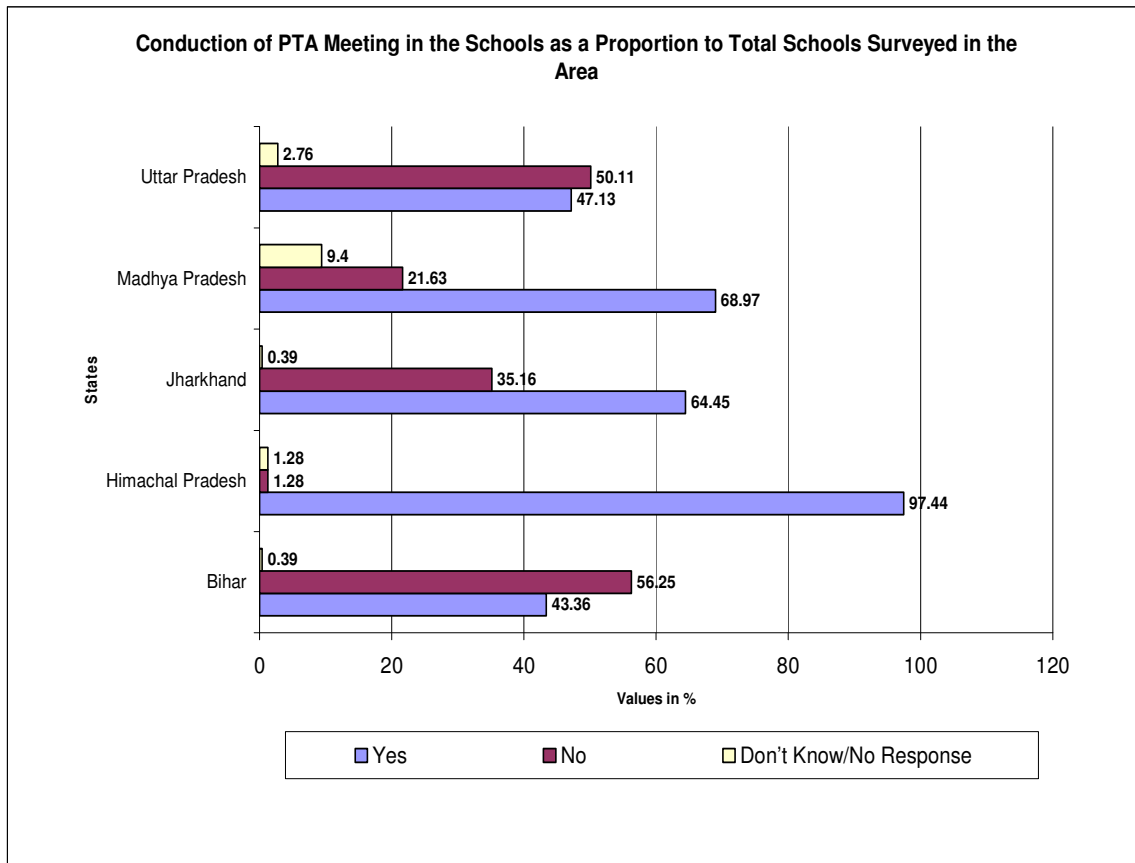
In almost all the states the VECs are in place. However due no lack of awareness some of the FGD respondents were not well aware about the roles and responsibility of VEC. However in the total survey area 77 % of the villages had VEC and 10% villages were without VEC and 12.5 % were unknown about the VEC.

Another interesting and equally important aspect of FGDs was to know suggestions for different aspects of quality Education management and service delivery. One message was very loudly clear that parents should send their children regularly to schools. Schools were suggested not only to upgrades the infrastructure facilities (35.94%) in proportionate to children but to upgrade the academic performance and ensure the delivery of quality education (38.39%). Nearly 70% of the samples suggested that teachers should improve their academic performance like-regular and timely teaching, whereas 16% suggested that they should properly take care of children during school hours and also provide extra time to help and support weaker children. Village Panchayats were mostly suggested to have regular meetings with school administration and should also make other aware about the importance of education.

## Parent Teacher Meeting

It was very encouraging to note that Himachal Pradesh was on the top in conducting the Parent Teacher meeting on very regular basis. However in Bihar more than 55% schools don't conduct the Parent Teacher's meeting, followed by UP, Jharkhand and MP. On an average 57.81 % of the schools organize Parent teacher meeting in the study area, and 38% don't at all organize this meeting. This is something very alarming situation. The emphasis of people's participation was envisaged to be of paramount importance in SSA programme but not conducting the Parent teacher meeting should not be left un attended. This will not yield positive results.

**Chart 16: The Status of PTA Meeting**

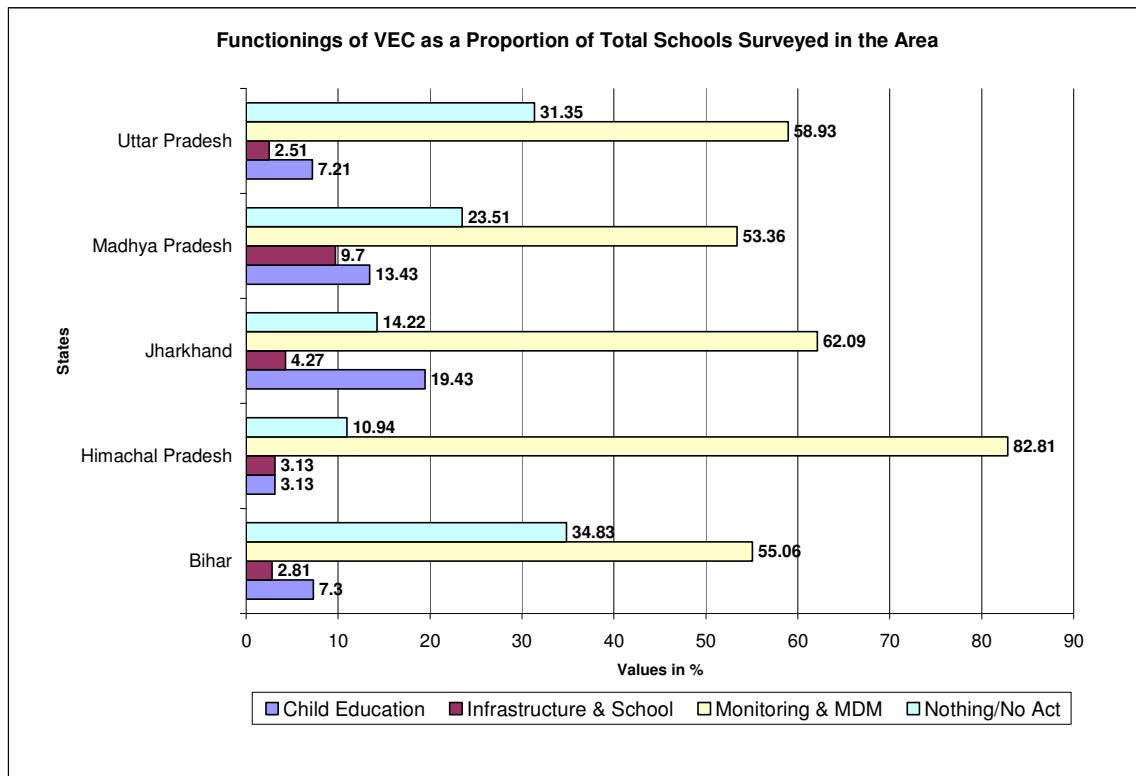


Source: *The Edwatch Survey in the respective States*

## Functions of VEC:

As shown in following chart a very positive response came from the focus group discussion. We are very happy to note that village community is almost aware about the role of VEC. 58.94% Responses came about monitoring and mid day meal arrangement in the schools functioning, education and infra structure management. However 25% responses showed no information about VEC.

**Chart 17: Functions of VEC**

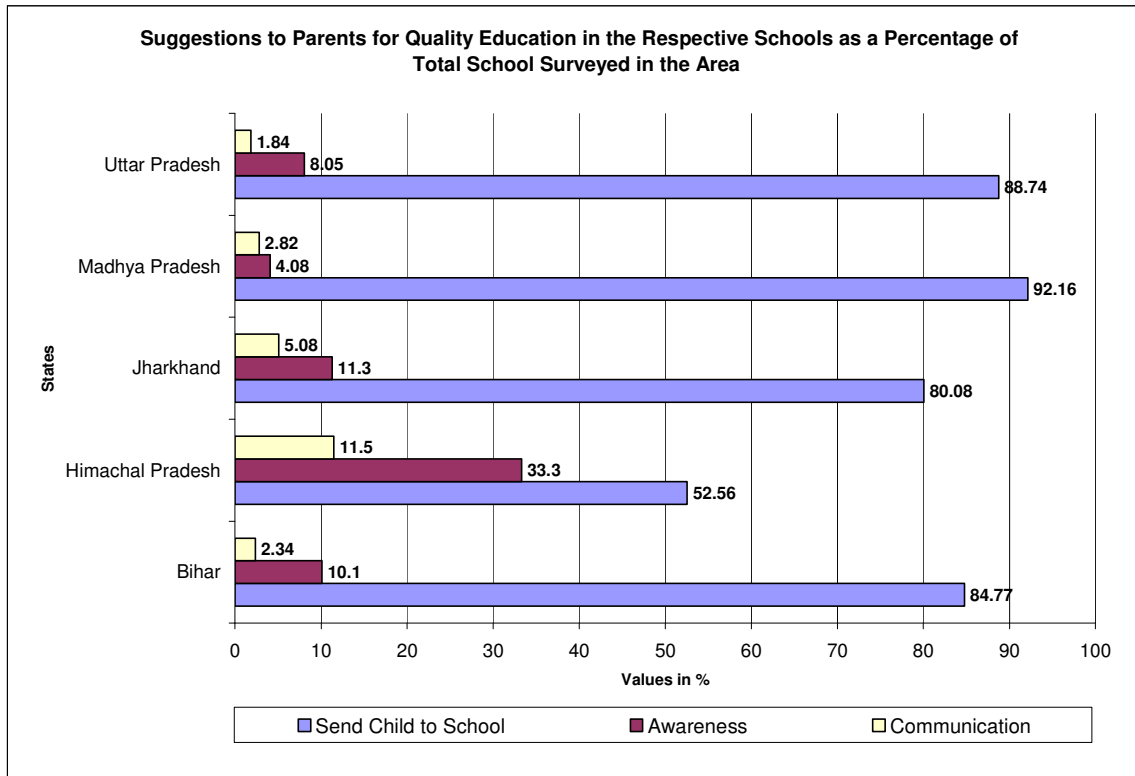


Source: *The Edwatch Survey in the respective States*

**Suggestions to parents**

The FGD gave ample suggestions in terms of quality education. The first and foremost suggestion came by 85% responses that parents should send their children to schools. 9.6 % responses were for spreading awareness about education, 3.35 % were about the communication of knowledge in the community which is further enforcing the earlier awareness issue.

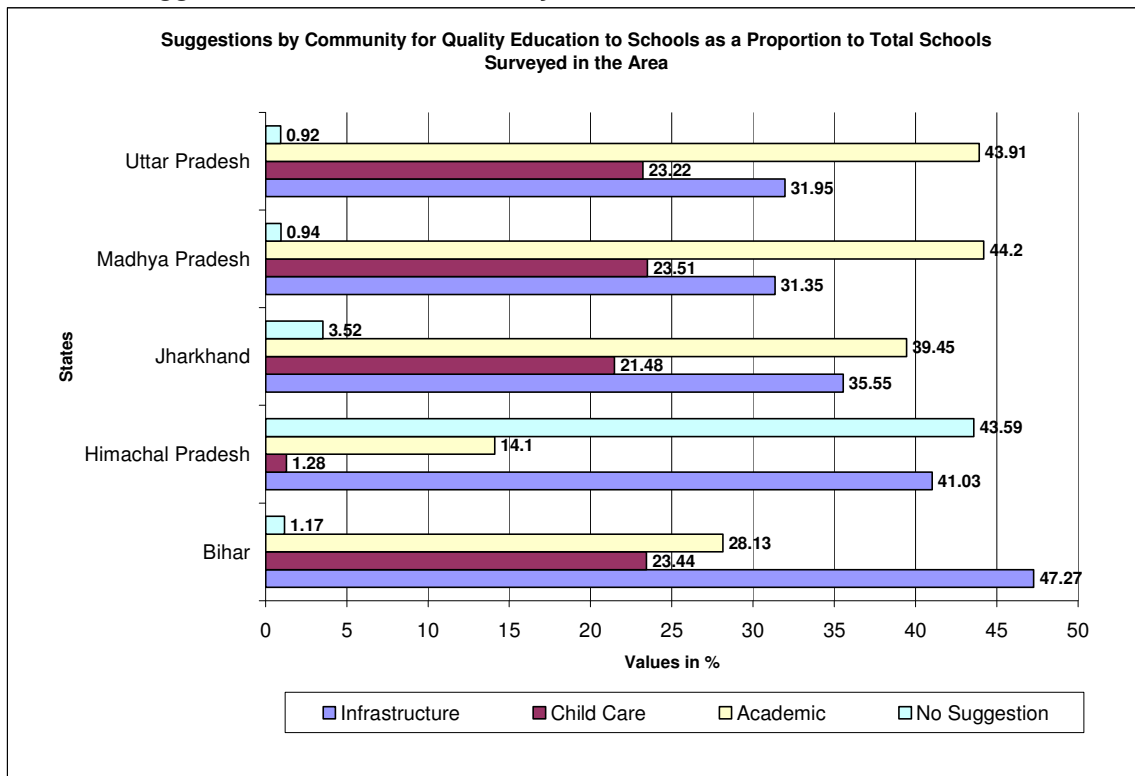
**Chart 18: Suggestions to Parents for Quality Education**



**Suggestions to Schools Regarding Quality Education**

FGD also suggested well infra structure in the schools (35% responses) 21.7 % care and well being of children, and 38% academic improvement. This was a very positive sign of community concern regarding the indicator of quality in the elementary education.

**Chart 19: Suggestion to Schools for Quality Education**

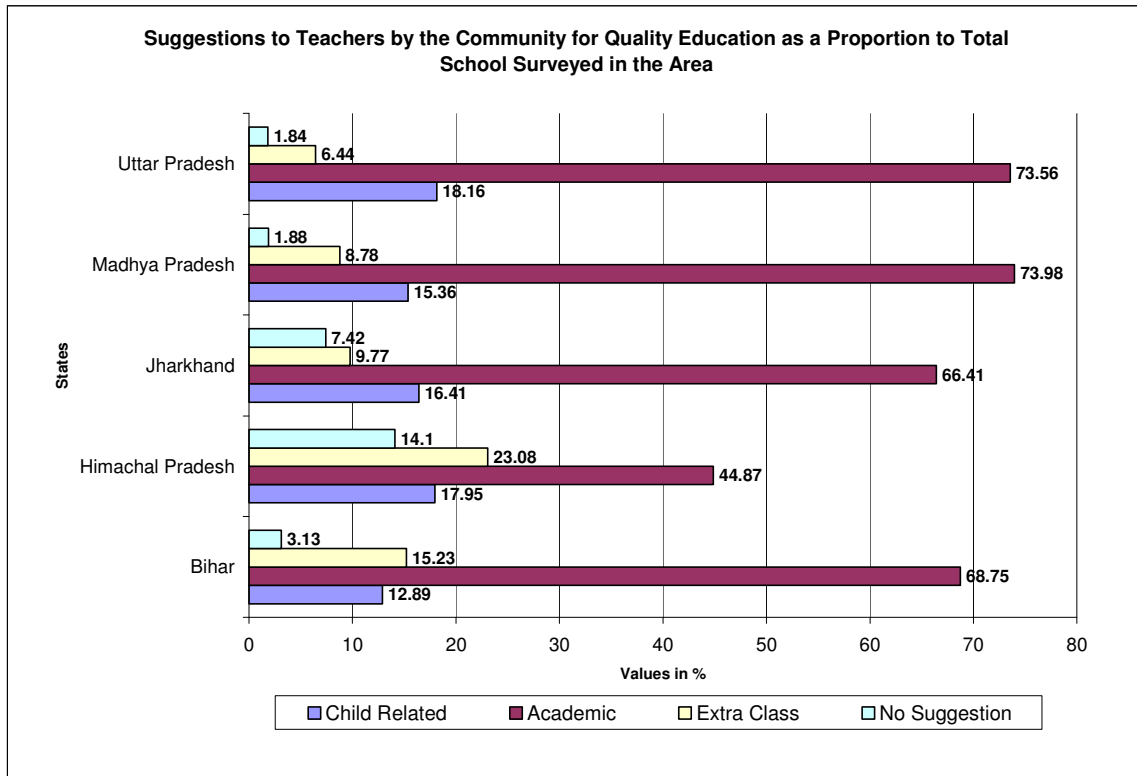


Source: *The Edwatch Survey in the respective States*

**Suggestions for Teachers Regarding Quality Education**

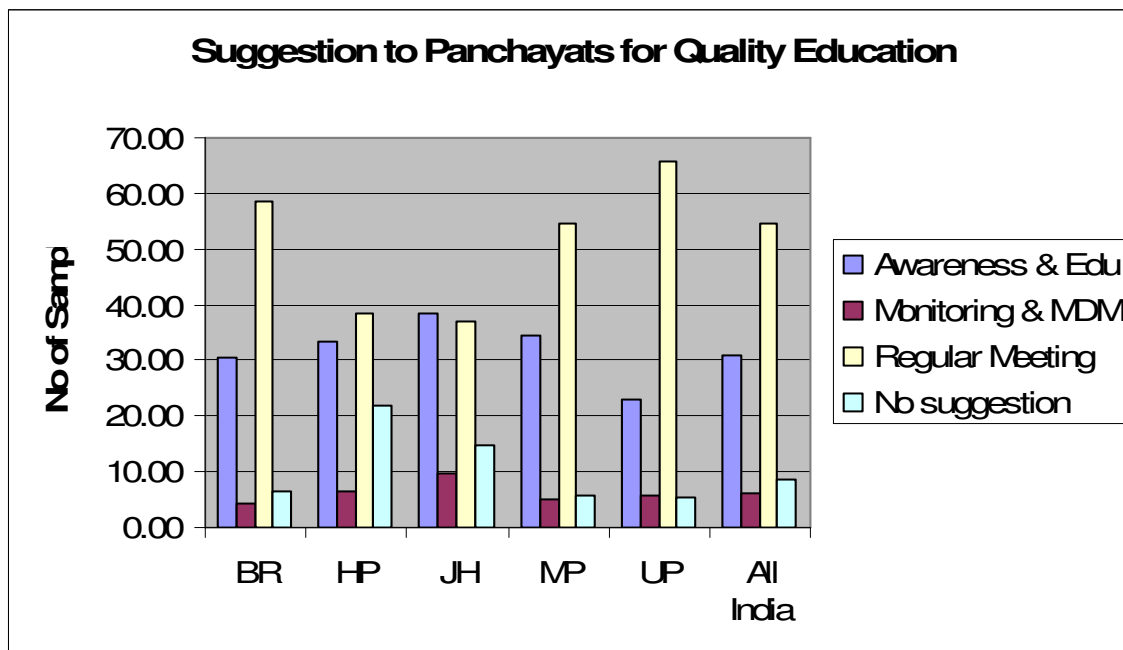
This is another question which reveals the community concern regarding enrichment and training of teachers 69.72 % of the responses came for the academic improvement of teachers, 10% for conducting extra classes for poorly performing children, 16% responses were for the teachers knowledge and behavior regarding child care and well being.

**Chart 20: Suggestions to Teachers for Quality education**



Source: *The Edwatch Survey in the respective States*

**Chart 21: Suggestions to Panchayats for Quality Education**



Source: *The Edwatch Survey in the respective States*

### **Suggestions for Panchayats**

As shown in the above chart the FGD made good suggestions regarding role of Panchayats for spreading awareness on elementary education, conducting monitoring of school functioning, conducting regular meetings of Village Education committees. This will add up quality in elementary education.

The FGDs have elaborately narrated on this part of the issue. The findings have shown an encouraging sign of parents wanting to be pro-active in sending their child to school which a crucial mindset that is gradually seeping into the collective local psyche. Another dimension is the response of the local community (60.1%) who have stressed on the role of teachers in providing child care so as to ensure meaningful learning.

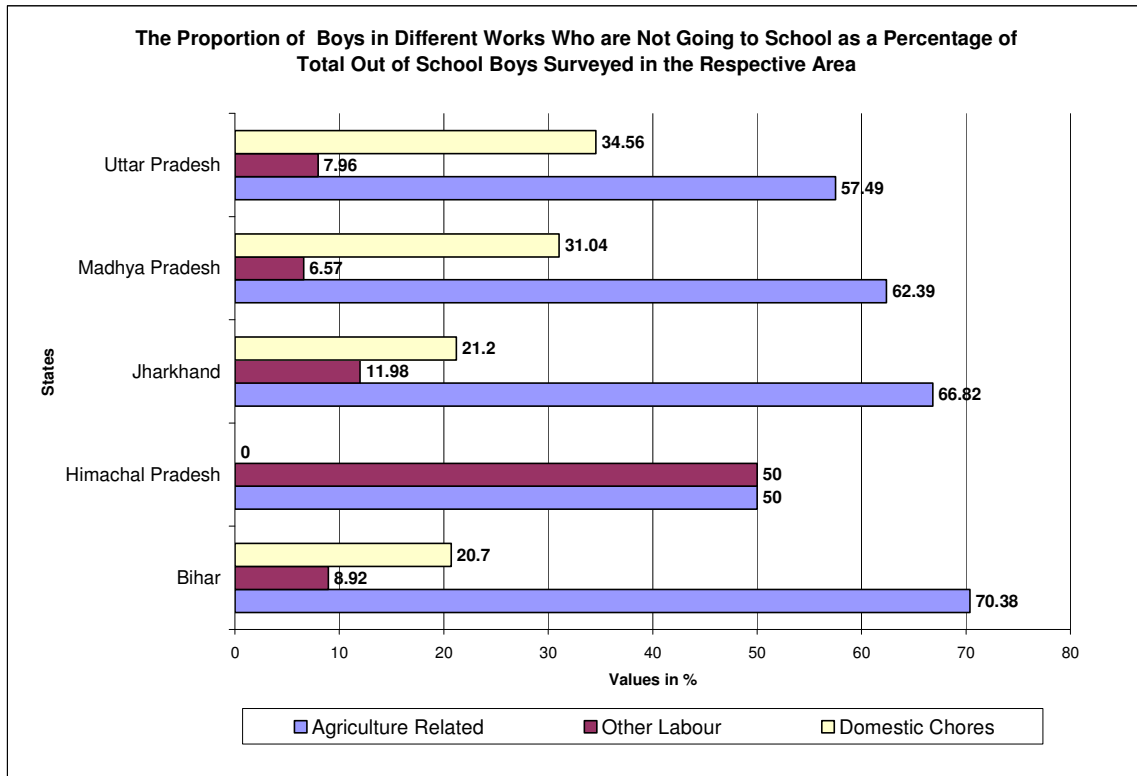
### **Transact Walk/ Observation**

Transact walk was one of the tools that was methodologically adopted with the objective to reconfirm the responses and also to cross check with the results of the Project. To cite some of the important reconfirmations, it was found that in almost all the villages children were found to be engaged in some work or the other when schools in the same village was open. The boys-girls ratio of these working children comes to 55:45% approx<sup>10</sup>. These children were found to be doing the same work which has been cited in the FGDs. In 67.41% of the surveyed villages the out of school children and the overall conditions of girls have been found to be in bad conditions.

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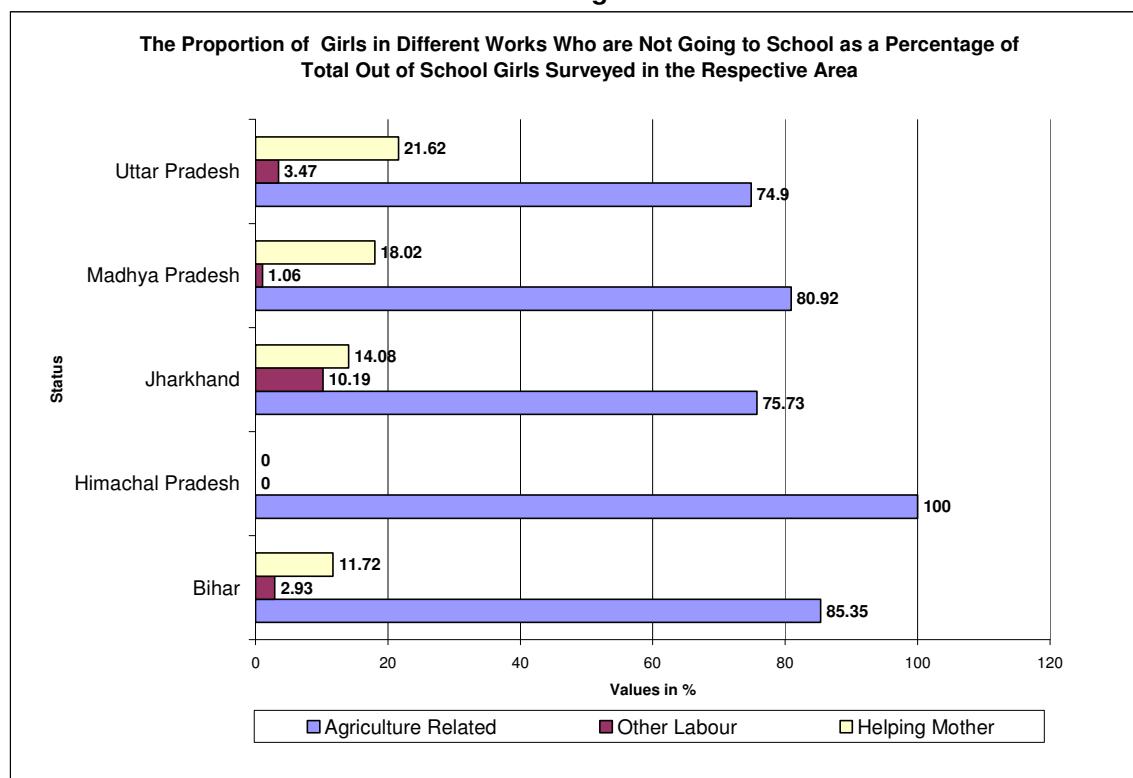
<sup>10</sup> The ratio cited is not in absolute numbers as it is possible that investigators may not have necessarily worked through all the areas of the same village.

**Chart 22: The Status of Boys who are Not Going to School**



Source: *The Edwatch Survey in the respective States*

**Chart 23: The Status of Girls who are Not Going to School**

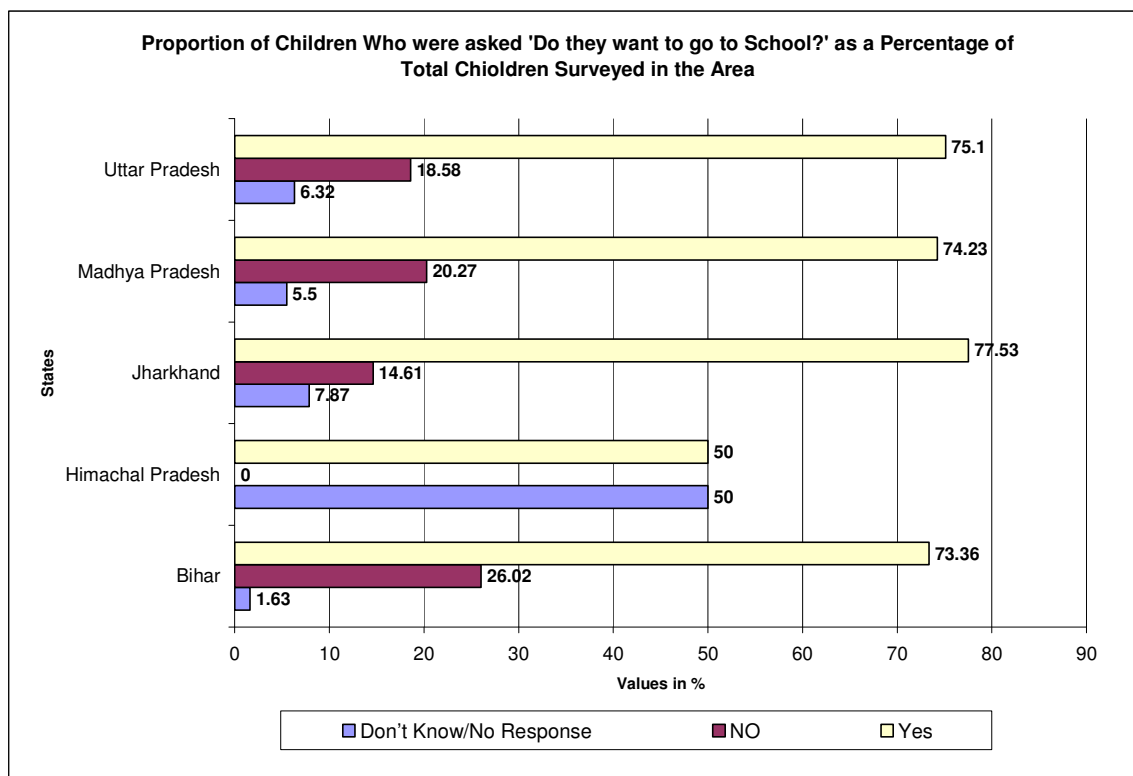


Source: *The Edwatch Survey in the respective States*

When asked the parents on the (re)-enrolment of the children who had dropped out, only 74.54% parents have found to be keen to send their children to school. One possible explanation to such answers could be the impossibility of these parents to afford their children's education as some of them are migratory labourers and landless. FGDs have worked as useful research tool as it involves a carefully planned discussion designed to obtain perceptions in a particular area of interest in a permissive and non-threatening environment. The FGDs have clearly contradicted the Government claims to have achieved 93% enrolment. During the discussion it was revealed that in 76% of the villages, covered in the study, all children were not in the school. In this regard, the case for Bihar is worst as in 99.61% villages all the children do not attend school whereas in Himachal Pradesh 97.44 % villages nodded for full enrolment. The causal explanations for the students who are out of school were found to be belonging to the Schedule Tribes and Schedule Caste and backward classes. It has been found that 76% surveyed villages witnessed out of school children either working or loitering in the vicinity of the same school where FGDs were conducted. The discussion to inquire about the background of the children leaving school revealed that around 61% children belong to disadvantaged community with fragile economic situations and 27% are girls and other children facing gender and social

discrimination at family and society level. Around 12% are children who leave school after one or two year of enrolment.

**Chart 24: Do the Children who are Out of School want to go to School?**



Source: *The Edwatch Survey in the respective States*

It was seen as a pitiable circumstance that almost 75% of the drop out or out of school children want to go to school again but feeling helpless. This is an unwelcome situation which should be addressed by all means to ensure 100% enrolment and retention of all the children. A participative inquiry looking for the reasons for leaving schools confirmed that nearly 80% children leave school because their families cannot support the FREE primary education and they find children are more worth to support their economic activities and augment the meager income. Around 12% links it to gender discrimination and social stigmatization and poor consciousness prevailing in the society. A marginal section of children, nearly 8%, leave the school because of school and education delivery factors like- no regular teaching, no joyful learning, no scope to continue studies after primary level etc.

Above-mentioned findings amply clear that majority of children who are out of school belong to disadvantaged communities and are not able to get their FREE education supported. Almost all of these school dropouts were found to be engaged largely in unpaid household activities, assisting family works and agricultural activities. Around 8% children were working at

nearby location like brick kilns, construction sites, small eateries etc. It was also found that 4% children were becoming dropouts due to family migration who were in search of their livelihood.

## **Conclusion**

The focus group discussion and transact walk exercise were done to triangulate the information gathered from interview and other sources. It is an irony that most of the VEC are functioning from more than three years.

- Secondly the VEC members were not aware about the tenure of their committee.
- Almost 65% of the VEC members were not aware about the budget allotment for their schools and utilization status.
- The VEC members were not at all aware about the SSA goals and their role in monitoring the development and progress of the schools.
- The meetings of VEC are not regularly convened and the records are not regularly maintained.
- The VEC members were ignorant about the enrolment and drop out situation of the schools.
- The VEC members hardly remember any instance where planning process conducted by them was firmed up and any feed back from the school system or officials was given to them
- Also they hardly remember any training attended for the functioning of schools.
- Whenever there is a meeting all the members don't attend the meeting however the register is signed by the members whenever they are available.

## **Recommendations:**

- The active participation and capacity building of VEC members is necessary for the achievement of goals of SSA.

- The annual work plan and budget should be timely communicated to the VEC members and it should be discussed among them
- They need to undergo training and capacity building for different components of SSA i.e. goals, monitoring of budget, quality component etc.
- Perhaps field visit to other schools where good practices are in place should be exposed to VECs.
- Timely visit of govt officials in the village and meeting with VEC should be made imperative for ensuring their involvement.
- Participation of female members of VEC should be ensured at all cost.
- The VEC members should be assigned the task of annual planning, monitoring and supporting the schools performance activities by encouragement.
- All the efforts should be made to make planning only by VEC members in terms of enrollment, school building, maintenance, quality aspects and gender issues.

## : Chapter 6:

### The way forward- on the 'Why' & 'How'

#### 6.1 The right to education bill- a critique

Government of India has recently forwarded a model Right to education bill 2006 to all states. This is a move to dilute the right to education for millions of children of school going age. Six years after the constitutional amendment to make education a fundamental right the centre has sent the model bill to all states and have asked them to make their own legislation and implement the constitutional obligation. Perhaps this has happened due to strong lobby of private schools. Government of India on the recommendation of the Education Commission (1964-66) had resolved in its 1968 Education Policy, to take effective measures in the direction of restructuring the education system of the country into a Common School System through genuine neighborhood schools.

The CABE Committee finalized a draft Bill in June 2005 which had many flaws in contradiction of our Constitutional provisions in many ways.

Now on the ground of lack of funds Government has decided, not to take even this much-diluted Bill to the Parliament and instead asks the State Governments to enact legislations of their own, on the basis of a so-called Model Bill sent to them in June 2006.

Education being a matter in the Concurrent List this seems an abdication of the Constitutional Obligation of the Central Government. On the one hand government has already started levying educational Cess on the other hand it is shirking on the ground of lack of funds for guaranteeing free and compulsory elementary education.

It is worth mentioning that the Hon. Supreme Court of India had already made a historical judgment in the case of Unnikrishnan in 1993, which gave all the children a fundamental right of education up to the age of 14 years. The court intended 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 the children of 0 to 14 years of age. Hence by this judgment elementary education became a fundamental right to all the children between the age group of 0 to 14.

It seems that the Central Government is trying to introduce an act which will be contrary to the above judgment of Hon Supreme court of India. Also contrary to the provisions of quality education and concept of common school system government is also intending to introduce model schools with participation of private sector. This will be nothing but a privatization of schooling (which is supposed to be state obligation) by state itself. The introduction of model

school system will lead to disparity in elementary education system.. This is again contrary to the recommendations of Kothari commission in 1966.Perhaps it will be a very dangerous situation to invite private sector for investing in elementary education and develop the disparity in poor and affluent society, even from early childhood. There are also some efforts being made for backdoor entry of so called “Voucher system” . This again will be very disastrous for poor parents and the private players will be earning in the name of elementary education. It is evident that Ministry of HRD through proposed RTE bill absolves itself of its responsibility by claiming that it is providing adequate funding through Sarva Shiksha Abhiyan. This stance of the Government is untenable as it reduces the concept of Right to Education to merely a scheme which is not designed to provide education of equitable quality and the resources for which fall far short of those needed for implementing the 86th Amendment in its true spirit. As was expected that the education bill would be a reflection of the actual needs to encourage education in the country, as a whole, but it is an irony that it only reflected the interests of the few those govern the society from the elite tier. In the light of the above and the Edwatch findings the focused group discussions (FGDs), an integral part of the Edwatch survey assumes immense significance.

FGDs clearly hinted to the failure of government’s attempt to bring in the communities to create conducive learning condition through community participation and monitoring. For example, it has been found that in 38.8% cases Parent Teachers’ Association (PTA) meetings were not held and also around 25% were found to be not aware of the functional aspects of Village Education Committees (VEC) which is an integral body that implements MDM and looks after school management. Surprisingly, in 10.30% of the findings the VECs did not even exist. Thus, the FGDs implicate the existing inequalities between social groups largely putting the disadvantaged on the fringes. Improving the process of development planning through an inclusive decentralization and accountability in policy exercise would be necessary to address this issue of exclusion. Taking forward the FGDs, a Transit Walk (TW) was also conducted in each village. TW has been employed more as a factual diary noting of the field researchers to actually examine the actual village life. It was found that in 76% of the villages children were found to be working during the school hours. The boys-girls ratio of these working children comes to 55:45% approx. In 67.41% of the surveyed villages, the out of schoolchildren and the overall conditions of girls have been found to be in bad conditions. In this context, the data regarding the growth of private schools providing elementary education in India is worth mentioning (refer to table 8).

**Table 8: Growth of private schools providing elementary education**

Year	Government	Private	Total	Private Schools as per cent total
a	b	c	d(=b+c)	c/d x 100
2002	755792	140594	896386	15.7
2003#	794265	125842	920107	13.7
2005#	880545	157268	1037813	15.2

*Note: Government includes both government and local bodies. Private includes private aided, private unaided and private unaided unrecognized. It is possible that the number of private schools reported here is an underestimate what with almost every town in the country having set up many 'education shops' in the name of schools!*

*Source: Figures for 2002 has been taken from Seventh All India Education Survey; The same for the year 2003 and 2005 has been taken from Elementary Education in India: An Analytical Report.*

Considering the most recent decadal Census, conducted in 2001, we see that the average rate of literacy at the national level is still 65 per cent. Female literacy is even lower, around 54 per cent. Female literacy in the rural areas is only 47 per cent. Even taking the rural and the urban areas together, female literacy falls short of 50 per cent in at least six states, namely, Arunachal Pradesh, Bihar, Jharkhand, Jammu & Kashmir, Rajasthan and Uttar Pradesh, among which two are our study States. Further, if we consider only the female literacy rates in the rural areas, another seven states would get added to this list. They are Andhra Pradesh, Gujarat, Haryana, Karnataka, Madhya Pradesh, Chhattisgarh and Orissa, where again two of the other study States comes into picture. Therefore, as a whole all our four non-performing States once again supports the Edwatch argument. Moreover, the simple inescapable point underscored by the above numbers, as well by the Edwatch survey in some sense or the other, is that the deficit is still a huge one even in terms of crude quantitative indicators. It is well known that quite a few countries in Asia such as Sri Lanka, Indonesia or China, among others, who were roughly at comparable levels around the middle of the 20th century, have done much better than India. It would seem that India as a nation has paid scant regard for the well being of its children over generations. It is nothing short of a sustained and long-drawn betrayal of its most vulnerable, almost voiceless, constituencies.

## **6.2 EDWATCH echoed: Evidences from government reports**

The department-related Parliamentary Standing Committee on Human Resource Development presented its 118<sup>th</sup> report on Demands for Grants 2005-2006 (Demand No. 57) of the Department of Elementary Education And Literacy (Ministry Of Human Resource Development). In this report the Committee, observes some disturbing aspects in the utilization of funds under SSA for previous years. As per the report, the figures regarding state-wise expenditure under this

Demand No. 57, also included unspent balances among other relevant entries. On a query, the Secretary of the Department clarified that in the year 2003-04, some States came very late for approval of their Plans, so whatever amount was sanctioned to them was to meet the unspent balance at the beginning of April 2004. The Central Government could release its share only after analyzing the performance of the States. As per the existing procedure, if there is an unspent balance of the previous year, it is accounted for in the next financial year. Therefore, the money does not lapse, but the spill over amount is adjusted.

Interestingly, the point to be noted is that, the Committee does not find the clarification given by the Department convincing, since the position was the same during 2002-03 too. As per the information available with the Committee, expenditure details include not only unspent balance but State share also. Information (as presented in table 9) regarding 2002-03, 2003-2004 and 2004-2005 is self-revealing: -

**Table 9: Grants released and Expenditure for various years (Rs. in Crore)**

2002-2003		2003-04		2004-05	
Grants released	Expenditure including U.B and state share	Grants	Expenditure	Grants	Expenditure (31.12.04)
1558.28	1305.65	2698.38	3604.25	5006.52	36.55

*Source: 118<sup>th</sup> Report of the Parliamentary Standing Committee on Human Resource Development presented on Demands for Grants 2005-2006 (Demand No. 57) of the Department of Elementary Education And Literacy (Ministry Of Human Resource Development).*

It's true that with the enhancement in allocation, expenditure is also increasing. However, the Committee notes that, in the absence of information about actual utilization figures, assessment about achievement level, both in the terms of physical and financial targets cannot be made. It is also not clear to the Committee whether the States are contributing their due under SSA. It further states that availability of unspent balance with the States can be justified for one year. However, the report maintains that its continuance can only create doubts about the ability of the States to utilize the allocated funds. The Committee observes that there is another aspect of this situation. Under the present funding pattern, States are supposed to contribute 25% of central release. With the increase in Central funding, State share also becomes higher. It is not known whether the States are in a position to bear the additional burden, which would increase further after Tenth Plan. The Committee, therefore, is of the opinion that for real evaluation of all Schemes including SSA, it is very essential to have separate details about state share, utilization and unspent balances. The second aspect of expenditure which the Committee is concerned about is that 74 per cent of allocation was released upto the 18<sup>th</sup> March 2005 and the Secretary during her evidence on the 31<sup>st</sup> March 2005, informed about 97 per cent utilization of money. This means 24 per cent of the total allocation was released within a span of only 13 days. The Secretary clarified that they received an additional allocation of Rs. 2000 crore in the month of January this year and as such the release of money could gain momentum in the month of March

2005 only. The Committee feels that SSA being an essential programme should run smoothly. The Government should ensure that the release of money to the States is not withheld for a long time. The Department must find some way out for this. The Committee has been given to understand that a proposal for change in the sharing arrangement between the Centre and the States has been sent to the Planning Commission for consideration. The Committee feels that this issue should be resolved at the earliest for better implementation of the programme.

**Table 10: Gross Fiscal Deficit & Gross Revenue Deficit as a percentage of NSDP**

States	Gross Fiscal Deficit as % to NSDP			Gross Revenue Deficit as % to NSDP		
	2002-03	2003-04	2004-05	2002-03	2003-04	2004-05
Andhra Pradesh	4.99	4.40	4.47	2.15	1.28	1.40
Assam	7.02	8.75	5.33	3.07	4.74	0.76
Bihar	10.24	8.79	2.43	5.12	2.80	-2.10
Gujarat	9.10	6.71	5.70	5.28	3.73	2.65
Haryana	3.78	3.27	1.64	1.86	1.41	0.35
Karnataka	5.46	5.21	2.72	3.23	1.84	-1.24
Kerala	3.86	4.13	4.98	2.58	3.33	4.10
Madhya Pradesh	6.37	4.58	7.10	2.11	0.57	-1.88
Maharashtra	5.05	2.90	5.67	2.86	1.41	3.05
Orissa	8.35	8.79	2.61	3.84	5.14	-0.18
Punjab	7.29	7.07	5.11	5.06	4.01	4.29
Rajasthan	8.81	7.90	6.23	5.52	3.91	2.17
Tamil Nadu	5.91	4.37	3.33	4.31	2.35	0.42
Uttar Pradesh	7.78	10.62	6.33	4.71	3.96	3.41
West Bengal	7.91	7.25	5.62	6.13	5.30	4.34

*Source: Calculation on the Basis of State Finances: Study of Budgets, Various Years*

Considering the findings so far, it is quite clear that one of the main reasons for the ill performance of the much needed SSA, lies somewhere pivoting the untimely release of funds and its utilization, thereafter. The findings of the Parliamentary committee, as stated above, is undoubtedly, justified, but then it is not the States from where solutions for one of the crucial Centrally Sponsored Scheme, like SSA is either wanted or desired. Since, most of the State governments were hardly in a position to cater to the huge need of funds, even at the 75: 25 ratios, leave apart the latest 50: 50 proportion for SSA. The reason seems to be very evident, when one minutely focuses at the finances of the State governments. Over, the years, the fiscal conditions of the State governments have been worsening, especially after the introduction of the Pay Commission.

### **6.3 A brief note on the fiscal position of the States – the need for restructuring the fund flow for SSA, per se**

To note that, an important implementation rule for efficient fiscal decentralization is the need to have hard budget constraint for sub national governments<sup>11</sup>. Although in principle, the States have hard budgets, in practice, they can soften the constraint in a variety of ways<sup>12</sup>. The practice of collecting taxes in advance and keeping contractors' bills pending is well known. The States can also increase their liabilities in Public Account, particularly small savings loans. Another method used is by creating special purpose vehicles for investments in activities such as irrigation. They also resort to borrowing from public enterprises. In recent years, the States have been borrowing heavily from financial institutions such as NABARD, LIC, HUDCO, and IDFC to finance infrastructure. We have already referred to borrowing from multilateral lending agencies. All these are in addition to the ways and means advances and overdrafts from the RBI. To note that, contingent liabilities in 1999-2000 was Rs. 1, 24,813 crore or almost 6.4 per cent of GDP. Further, it is also to be mentioned that the declining revenue-GDP ratio is a major source of fiscal imbalances. The revenue-GDP ratio in the States increased in the early part of the 1980s, but declined from 12 per cent in 1985-86 to 9.8 per cent in 1998-99. Of this, about 1.5 points decline was after the mid 1990s; it declined from 11.3 per cent in 1995-96 to 9.8 per cent in 1998-99. Since the mid 1990s, about 0.6-point decline was in Central transfers, 0.5-point was in States' non-tax revenues and 0.4-point was in States' tax revenues. Thus, States' revenue-GDP ratio from each of the major sources has shown a declining trend during the 1990s and the decline has accelerated since the mid 1990s. This is really a matter for concern.

Thus, the fiscal position discussed above does not reveal fiscal imbalances of the States in its entirety. There are significant contingent liabilities arising from the State government guarantees and indemnities given to urban local bodies, public enterprises etc. To note that both revenue and fiscal deficits have increased sharply, particularly after 1997-98. Fiscal stress on the one hand has increased the States' indebtedness including contingent liabilities and on the other, caused severe cut back in infrastructure spending. The States have also found a variety of ways to soften their budget constraints. It is also seen that fiscal deterioration in poorer states has been more acute than in richer states. In this context, two important issues are noteworthy.

First, lending by multilateral banks to states could contribute to fiscal instability.

Second, as the transfer system will become performance based in the future, it is important to clearly identify performance indicators. Therefore, reforming the transfer system is equally

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<sup>11</sup> Bahl, Roy, W (2002), "Implementation Rules for Fiscal Decentralization", in Govinda Rao (Ed), Poverty, Development and Fiscal Policy, Essays in Honour of Raja Chelliah, New Delhi: Oxford University Press

<sup>12</sup> For further readings refer to-Anand, Mukesh, Amaresh Bagchi and Tapas K. Sen (2002), "Fiscal Discipline at the State level: Perverse Incentives and Paths to Reform", Working Paper No. 1, NIPFP, (January) ; Lahiri, Ashok (2000), Subnational Public Finance in India, Economic and Political Weekly, April, 29. pp. 1539-1549

important. The States' maneuverability over fiscal deficit, however, is lower than revenue deficit as their overall borrowing is determined by the Central government. Though, analysis shows that until 1995-96, the fiscal adjustment program succeeded in reducing deficits but, in subsequent years, the imbalance worsened coinciding with pay revisions of State government employees in 1998-99. Thus, the proportion of fiscal deficit, which fluctuated between 2.5 to 3 per cent until 1997-98, increased sharply to 4.2 per cent in 1998-99 and further to 4.6 per cent in 1999-2000. Added to this, the proportion of borrowed funds used to finance current expenditures increased sharply to 60 per cent in 2000-01 reflecting the effect of pay revisions. Similarly, the proportion of primary deficit to fiscal deficit has shown a steady increase from about 30 per cent in 1995-96 to over 50 per cent in 1999-2000. This shows that fiscal deficit position at the State level has been increasingly becoming unsustainable in recent years, particularly since the 1997-98. According to table 9, it can be said that fiscal deficits and revenue deficits have been adjusted for most of the States over the time. For States, like Bihar, Assam, Andhra Pradesh, Rajasthan, Uttar Pradesh, revenue deficit has increased in the later phase whereas, fiscal deficit shows a decline. This reflects that borrowings were mainly used for consumption purposes rather than investment. Thus, under such circumstances, the States cannot be blamed for its untimely delivery of funds for certain crucial programmes, like the States share for SSA. But then, the entire programme, which is meant for the children, will be jeopardized.

Thus, it can be suggested as a policy suggestion to correct such problems, especially for the smooth ongoing of such Centrally Sponsored schemes, as also emphasized by the Parliamentary Standing Committee, is to free the State from such liabilities, and fund the entire allocation through Central funding. It may be argued that, to avoid any moral hazard problem, it is worthy to keep-up the mechanism of proportionate funding, but, then as per the discussions and findings so far, it can also be argued on the contrary, that, what happens if, under some unavoidable circumstances, the State government fail to deliver its share? Will it be wise to halt the smooth functioning of the scheme under such circumstances, where, only and only the children will be left to suffer and that only just for such a cause?

There are few other issues related to ill-governance, where, as was found from the primary survey, that outcomes suffered due to underutilization of the existing funds, though inadequate. Regarding the same, it can be argued that, these are merely issues that can be probably solved if, the service delivery mechanism is strengthened. Regarding the same, some successful stories, can be cited, from where, we can argue for similar service delivery mechanisms for SSA, as well. To mention a few cases-

1. For SSA, the schools achievement in terms of quality, teacher-pupil ratio, attendance etc need to be enhanced in comparison to the existing better performing school in the surrounding through proper incentive to teachers. This would certainly, enhance competition among the schools and in turn might reduce the reluctance of the school authorities and ultimately benefit the child.

2. The implementation of e-governance, to simplify transactions between the state and the target beneficiary can be another tool to improve service delivery. This may sometimes involve horizontal integration across departments to provide different services on a single platform. For example, in Andhra Pradesh, the example of E-seva kendras, in Kerala the example of FRIENDS are noteworthy. In Karnataka, for example, such initiatives have greatly succeeded in reducing corruption in the issuance of land records through its BHOOMI initiatives. Similarly, for SSA similar initiatives can be thought of to reduce the time gap between the date of fund sanction from the concerned and the date of receipt of the fund by the target beneficiary, which is often cited as a major hurdle for the implementation of desired programme. Also, it would reduce the much troublesome paperwork's, which often leads to unnecessary confusion and sometimes, corruption.

3. Traditionally the burden of providing most public services in India was viewed as an exclusive domain of the government. The loss of autonomy makes it often difficult and sometimes impossible, to disaggregate policy making from service provision. This again frequently leads to monopoly of service delivery arrangements with sub-optimal outcomes for the public. The failure to clearly separate the state from providers also makes it much difficult for the state to maintain the sort of arms-length relationship necessary to enforce compacts between the state and the providers. The absence of a clear demarcating line between the state and the providers can lead to politicization, bureaucratization, and entrenched culture of corruption, and public apathy. In this regard to reinforce provider's autonomy, the Rogi Kalyan samiti model, popularly known as the RKS model, in NRHM can be cited. The RKS society consists of all locally important players, including the collector, MLAs and NGOs. Here, untied funds are channelised towards funding the maintenance and cost of purchasing new-equipment for State's own dilapidated hospitals.

#### **6.4 Conclusion and Recommendations**

Despite so much being promised, one need not go too far in the past to realize the insensitivity, apathy, and non-seriousness of the government about elementary education. This can be gauged from the way government has handled the Right to Education Bill (86<sup>TH</sup> Amendment Act, Constitution of India, 2002). Even though, in principle, education was accorded the status of a fundamental right by our country's parliament in 2002, we still do not have the appropriate Act in place.

The EDWATCH Findings suggest that total magnitude of expenditure on elementary education in country over the last decade has been substantially lower than projected resources required for the universalization of elementary education as estimated by the Tapas Majumdar Committee in 1999, and reveals significant departure from stated goals. However the achievements, as per the standard indicators (such as enrolment, infrastructure) seem to be significant.

It is quite evident that under provisioning of elementary education by the central as well as state government over the years, coupled with increased fiscal difficulties for state governments has led to vital gaps, a point also noted by the Central Advisory Board of Education (CABE) Committee's Report on Right to Education Bill 2005, submitted to the government of India. Given the precarious fiscal condition of most of the state governments, the CABE report also recommends that in the foreseeable future, financial responsibility on education should be borne almost entirely by the central government.

The CAG report also presents a pitiable situation on spending and utilization of education funds in the states. In most of the states of northern India (the EDWATCH study states) a substantial amount of funds are left unspent, diverted or misused by the authorities. "This shows poor state of monitoring and accountability towards public funds.

Recently government of India has intended to promote Public Private Partnership (PPP) and has intended to open the space for investment by private sector in elementary education. This seems nothing but a state driven privatization in elementary education.

Though the overall achievement in elementary education has shown some positive indicators in terms of increasing enrolment rates for boys and girls as well as increasing literacy rates the qualitative aspect seems to have gone ignored. The limited achievement have been the result both of reluctant increase in resources allocated to education and also due to programmes and schemes that focus on some of the specific lacunae in the educational infrastructure and the educational system. One cannot remain contented by the mere numbers of achievement alone. Average statistics hide the unevenness of the achievements; moreover higher achievements quantitatively by no means imply adequacy of quality. NCE's concern is that the quality issue has remained ignored in the era of economic reforms, reflecting itself in phenomenon such as growth in number of para-teachers recruitment inviting private sector in elementary education etc. It still remains to be seen how the successive governments and policy makers address the challenges of implementing and organizing many of the 'well-meaning' and 'normative' initiatives to promote the three key principles of equity, quantity and quality in the context of making India literate.

The passage of 93<sup>rd</sup> Constitutional Amendment now is a milestone victory of the 45 million illiterate children of India and the civil society organizations and concerned citizens who played pivotal role in mobilizing and channeling mass pressure over government and political leadership to take proactive stand on education.

However, we all know that mere laws is not going to ensure free, compulsory and quality education to all children, with out the vigilant and committed civil society initiatives to monitor and support programmes related to education and allied issues in place. If not, as happened with the other pro-poor initiatives, the vested interest will come out with various measures and devise techniques, which will kill the very purpose and spirit of the amendment on education.

In such a challenging situation what should be our response. Should we allow the law to reduce to another decorative piece of legislation or should engage in igniting its infinite potentials for enhancing the natural and sustained progress of mankind? The legislation is an opportunity and we should not let it go.

India cannot shine and develop as a strong nation unless free and compulsory elementary education of an equitable quality is provided to all its children through a Common School System. History is evident that almost all countries which are today in the category of developed nations have adopted a Common School System.

We suggest that:

- I. The Central Government abides by the obligation flowing out of the 86th Amendment and legislate the Right to Education Bill in a manner that elementary education becomes a fundamental right to all the children between 0 to 14 years.
- II. The Central Government must accept the commitment along with the States, to guarantee all the unconditional resources needed for the fulfillment of the obligations arising out of the 86th Amendment.
- III. The Government should fulfill the promise in the Common Minimum Programme of earmarking at least 6% of the GDP for education. In the legislation to be submitted to the Parliament, the target date for reaching this level of resources should be specified and phases in which it will be achieved should be spelt out.

- IV. Just as the Central Government has advised the State Governments that the first charge on the revenue of a State next only to law and order shall be that of matters related to free and compulsory elementary education, so for the Central Government revenue also, this should be the first charge next only to defence and law and order.
- V. Since the early childhood care and education (ECCE) is not being provided to all the children of the country ( it is being provided to almost 50%) and rest of the children are left to be covered by either NGOs or private sector, it should be covered by government by inculcating all the children between 0 to 14 years under the act.
- VI. The anti child provisions as laid down in the bill should be removed and government should stick to its commitment as laid down in Dakar Declaration, MDG, Common Minimum Programme and article 21-A of our constitution.
- VII. All forms of child labour and slavery should be immediately abolished.
- VIII. There should be national standard of quality education applicable to all schools with clear monitorable indicators.
- IX. Ensure 220 teaching days of the year without any engagement of teacher in non-academic tasks.
- X. Ensure effective participation of community (VEC)/parents and Panchayat in monitoring quality of education in schools.
- XI. Recruit qualified teachers with gender parity i.e. equal number of female teachers.
- XII. National as well as state Elementary Education commission should be immediately formed to address the needs of children.
- XIII. Infrastructure facilities and teaching workforce in schools should be augmented to improve learning conditions in schools.
- XIV. To avoid disparity in education a common school system should be introduced with regulation of private schools at par with government schools.
- XV. There should be clear drawn action plan with measurable indicators of implementation, which becomes accountable to people of India.

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## **FACT SHEET OF STATUS OF ELEMENTARY EDUCATION IN INDIA**

### **THE STATE OF EXCLUSION**

1. As per the UNDP's Global Human Development Report (HDR) 2007 India ranks at 128 among the countries with medium human development out of 177 countries of the world as against 126 in the previous year.
2. In terms of Gender Development Index (GDI), India ranks 113 out of 157 countries ranked on the basis of their GDI.
3. India is the country to one in every three illiterate persons in the globe.
4. As per 2001 census there are 12666377 child labours in the country that are excluded from mainstream of education.
5. UP ranks 35, followed by Andhra 34, Rajasthan 33 Bihar 32 and MP 31.
6. India is abode of 34% of the world's illiterate population followed by China.
7. India does best in enrollment at 82% ranking 94<sup>th</sup> but the drop out rates are also very high around 39.8%
8. India maintains literacy rate at 65.3% comparable with 76% average for developing countries and 81.7% global average.
9. Indian children's survival in class V has actually declines marginally 61.2% from 62% of the previous year and is way below the global average 83.3%.
10. Nearly 25% districts in India fall under the low literacy districts. Among them are Uttar Pradesh (31) and Bihar (30) are the most illiterate states; few others are Jharkhand (13) Rajasthan (11) and Orissa (10).
11. Among the illiterates 62% (Two third) are the women population in India
12. Only 53% of all habitations have a primary school
13. Only 22% habitations, on an average enjoy an upper primary school in a 3 km periphery
14. 33% schools lack blackboards and 65.4% lack basic material
15. Only one in six rural schools is equipped with toilet facilities in general
16. 54% schools don't have drinking water facility
17. 72% schools don't have a library
18. 12% schools are being run by a single teacher.
19. According to the Comptroller and Audit General (CAG) Report (Report No. 15, 2006
20. 40% ( 1.36 crore out of 3.40 crore) children in the age group 6-14 years still did not go to schools
21. 39% children drop out after first year.

22. There is a short fall of 46622 (23% ) schools
23. 6647 schools in do not have any teacher in Chhattisgarh, Himachal Pradesh, Gujarat, Madhya Pradesh, Punjab, Uttar Pradesh and West Bengal.
24. The teacher pupil ratio in Bihar was 1.93
25. Financial irregularities, under-utilization of funds, underachievement of targets and funds being released to non-existent schools. Crucial ingredients of SSA - textbooks, classrooms, teachers and learning equipment - were missing or seriously lacking. "There was substantial under-funding as the funds made available were short of requirement approved by the Project Approval Board.
26. Under provisioning ranged from 43% to 57% during 2001-02 to 2004-05," the CAG report
27. After four years after implementation of SSA and utilization of almost 86% of funds available with the implementing agencies, targets have not been met.
28. In the districts test checked by audit in 11 states - Assam, Bihar, Gujarat, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Meghalaya, Tamil Nadu, Uttar Pradesh and West Bengal - Rs 99.88 crore was spent on items not permitted under SSA.
29. In Gujarat, while Rs 22.88 crore was diverted to non-SSA programmes, Rs 4 lakh was spent on bhoomipujan of Gujarat Council of Education Research and Training Centre. UP spent Rs 52 lakh towards purchase of utensils for 2,576 primary schools.
30. 47.69 lakh children who were not eligible were given the free texts books under the scheme of SSA and 7.46 Lakh children did not get the free text books at all.
31. Approximately 100 crore rupees were diverted to schemes not permitted under SSA
32. 40% of education cess never reached to Ministry of HRD
33. Repairs and maintenance grants released to schools without their own buildings
34. School grant of 47.88 Lakh released to 2369 schools in two districts of Jharkhand which were non-existent

(Source CAG report, UNESCO report 2004, NCE documents and SSA researches)

## Annexure

**Table A.1- Union Government's Expenditure on Total Social Services (1993-94 to 2006-07)**

Year	Expenditure on Social Services from the Union Budget (Rs. Crore)	Total Expenditure from the Union Budget (in Rs. Crore)	Expenditure on Social Services as % of Total Expenditure	Expenditure on Social Services as % of GDP
2001-02	20881	362310	5.8	0.9
2002-03	22727	413248	5.5	0.9
2003-04	25459	471203	5.4	0.9
2004-05	31471	498252	6.3	1.0
2005-06 RE	38567	508705	7.6	1.1
2006-07 BE	43397	563991	7.7	1.1

*Notes: 1. Social Services, as per the Annual Financial Statement of the Union Government, include: General Education, Technical Education, Sports and Youth Services, Art & Culture; Medical & Public Health, Family Welfare; Water Supply & Sanitation; Housing, Urban Development; Information & Publicity, Broadcasting; Welfare of SCs, STs & OBCs; Labour & Employment; Social Security & Welfare; Nutrition; Relief on Account of Natural Calamities; Other Social Services; and Secretariat- Social Services.*

*2. GDP (at current prices) data for 2001-02 to 2005-06 have been taken from Economic Survey 2006-07, GoI. GDP (at current prices) figure for 2006-07 has been computed from implicit GDP figures in Budget at a Glance, Union Budget 2007-08.*

*4. Figures for 2001-02 to 2004-05 are Actuals, those for 2005-06 are Revised Estimates (RE), and those for 2006-07 are Budget Estimates (BE).*

*Source: 1. Annual Financial Statement, Union Budget Document, Government of India, various years. and 2. Economic Survey 2006-07, GoI.*

**Table A.2- Union Government's Expenditure on Selected Social Services (1993-94 to 2006-07) (Rs. in Crore)**

	2001-02	2002-03	2003-04	2004-05	2005-06 (RE)	2006-07 (BE)
Expenditure on Education, Sports, Art & Culture	7276	9519	10630	13627	15792	21670
Expenditure on Health and Family Welfare	2827	3028	3761	4311	6252	8128
Expenditure on Water Supply and Sanitation	859.8	979.4	1219	1787	2121	2451

*Source: Annual Financial Statement, Union Budget, Government of India, various years.*

### Survey Questionnaire

(Ask all the questions to Headmaster/in-charge in school) Serial No...

**School related information: -**

Date- \_\_\_\_\_

A. District \_\_\_\_\_ B. Block \_\_\_\_\_

C. Habitation \_\_\_\_\_ D. Village Panchayat \_\_\_\_\_

E. Village name \_\_\_\_\_

F. Is there an ICDS in the village..... Yes/ No

G. Any other school nearby \_\_\_\_\_

H. If yes, what is the distance \_\_\_\_\_ ?

I. No. of Households \_\_\_\_\_

J. Name of the School \_\_\_\_\_

K. Date of visit \_\_\_\_\_ L. Time .....

**1. Position of teachers at the time of visit:-**

Sl. No.	Position	Gender M/F	Number	Present	Length of service
1.	Headmaster				
2.	Teacher/s				
3	<b>Para-teacher</b>				
4					
2.					
3.					
4					

**2. Infrastructural facilities in the School:-**

Sl. No.	Facility	Number	Condition
1.	School building		Cemented/no
2.	Classrooms		
3.	Carpet/benches		
4.	Blackboard		
5.	Toilet Boys/Girls		
6.	Drinking water/hand pump		

7.	Playing Ground			
8.	Sport Items			
9.	Teaching Aids			
10.	First aid			
11.	Utensils			
12.	Other/electricity			

### 3. Situation of children

A. Class	B. Enrollment in July		C. Drop out		D. Present at the time of Visit	
	Boys	Girls	Boys	Girls	Boys	Girls
First						
Second						
Third						
Fourth						
Fifth						
Total						

### 4. Mid-day Meal (observe at the time of distribution)

- A. variety in MDM \_\_\_\_\_
- B. who prepared the MDM \_\_\_\_\_
- C. who distributes the MDM \_\_\_\_\_
- D. who manages the ration-stock for MDM \_\_\_\_\_
- E. time involve in distribution/eating MDM \_\_\_\_\_
- F. Quality of Food: Good \_\_\_\_\_ General \_\_\_\_\_ Low \_\_\_\_\_
- G. Quantity of Food: Sufficient \_\_\_\_\_ Insufficient \_\_\_\_\_
- H. Food preparation is done where \_\_\_\_\_
- I. Nature of Fuel \_\_\_\_\_
- J. Is food being prepared according to Menu: Yes \_\_\_\_\_ No \_\_\_\_\_
- K. If no, is any action has been taken? Yes \_\_\_\_\_ No \_\_\_\_\_

### 5. What is PTR, on the basis of Enrollment: \_\_\_\_\_

(No of Children \_\_\_\_\_ Teachers \_\_\_\_\_ Para-teachers \_\_\_\_\_)

### 6. For how many days school was functional last year \_\_\_\_\_

**7. Non-academic assignments during last academic year**

		A. Nature of assignment	B. How many days	C. How academic targets achieved
1.	Headmaster			
2.	Ass. Teacher 1			
3.	Ass. Teacher 2			
4.	Ass. Teacher 3			
5.	Ass. Teacher 4			
6.	Para-teacher			

**8. Assistance received from the Government in Last year**

Sl.	Nature of Assistance	Amount (INR)		Channel		Utilization for what	Maintenance condition
		Allocated	Received	Panchayat	Direct		
1.	Build. Construct.						
2.	Build. Mainten.						
3.	Infrastructural						
4.	Books (teacher)						
5.	Teaching aid (teachers)						
6.	Sport items						
7.	Others						

**9. Who are the members in VEC (Village Education Council)**

Total number of members:

1. \_\_\_\_\_ 2. \_\_\_\_\_ 3. \_\_\_\_\_  
 4. \_\_\_\_\_ 5. \_\_\_\_\_ 6. \_\_\_\_\_

**10. When was the last meeting held?** \_\_\_\_\_

**11. What were the issues discussed?** \_\_\_\_\_

A. \_\_\_\_\_

B. \_\_\_\_\_

C. \_\_\_\_\_

**12. What are the other problems in school**

A. **School Building** \_\_\_\_\_

B. Drinking Water \_\_\_\_\_

C. Electricity \_\_\_\_\_

D. Teachers \_\_\_\_\_

E. Training \_\_\_\_\_

F. Others \_\_\_\_\_

**13. Children in the school received last year:**

Sl.	Item	Sufficient	Insufficient	Not at all
1.	Books			
2.				

**14. Observe the following during your visit:**

1. All the children are studying in classes: \_\_\_\_\_
2. There is sufficient space to sit in the class: \_\_\_\_\_
3. Teachers are teaching in the class: \_\_\_\_\_
4. Are there any scolding in the classes: \_\_\_\_\_
5. Children are quarrelling among themselves: \_\_\_\_\_
6. Using toilets for their needs: \_\_\_\_\_
7. What happens if a child met with fever or accident: \_\_\_\_\_
8. Situation of girls: \_\_\_\_\_
9. Other: \_\_\_\_\_

**15. Any other information:**

1. Is there any activity took place to measure the IQ level of the students: YES/NO
2. If yes, then on what basis \_\_\_\_\_
3. If yes, did any particular exercise/activity take place for the relatively weaker children:  
YES \_\_\_\_\_ NO \_\_\_\_\_

(Please write what has been done)

(Name of the Investigator  
(Signature)

**Focus Group Discussion (Please Include VEC members in this discussion)**

Issues for Discussion:

1. Do all the children in your village attend school?
2. Who are the children who dropout of the school before clearing class V?
3. What are the major reasons to abandon study?
4. Children who do not go to school do what?
5. Does parent-teachers meet take place in the school?
6. Is there education council in your Panchayat?
7. What are the main functions of this Council?

What are your suggestions for quality education for all the children?

1. for parents
2. for School
3. for Teachers
4. for village panchayat
5. other

### Focus Group Discussion (Transact Walk/Observation)

Please take an observatory tour of the village and see that the school going children instead of attending the school are engaged in activities like- working on brick kiln, agriculture field, construction work etc.

1. No of Children \_\_\_\_\_ Boys \_\_\_\_\_ Girls \_\_\_\_\_

2. Children are doing what

a. Boys:

b. Girls:

3. Are there parents are with them, then discuss with them

1. Did children ever attend school?

2. Where? \_\_\_\_\_

3. Why they left attending School? \_\_\_\_\_

Reasons:

- 1.
- 2.
- 3.

4. Do they want to go to school?

5. Any other relevant information \_\_\_\_\_.

#

b) It has been mentioned on page 97 in para 6.4 that national as well as state education commission should be constituted immediately to address the needs of children. In this context we suggest that the recommendation may be made that National as well as State Elementary Education Commission should be setup. This recommendation was also made in the Right to Education Bill 2005.

c) There are certain provisions such as School Based Cadre and constitution of management committee for each school in the Model Right to Education Bill 2006. These provisions are derogatory to the interests of teachers and educational administration. The Central Government should delete these provisions from the Bill before enacting necessary legislation to operationalize Fundamental Right to Education.

d) State Governments are recruiting para teachers. This practice should be discontinued immediately. On regular teachers having appropriate qualifications as prescribed by the National Council of Teacher Education should be appointed. Para teachers already appointed should be regularized after imparting them necessary professional training.

e)