

# **Data Needs for Achieving UEE in Urban Areas: Focus on Disadvantaged Groups**

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## **Abstract**

Urban India is characterized by distinct contrasts in the provision and utilization of physical, health and educational facilities between the privileged and disadvantaged. Wide disparities are observed with regard to access, enrolment, retention and achievement levels of education between the “haves” mainly residing in the core city areas and “have-nots” primarily putting up in the slums, squatter settlements and on street. The inequalities and unbalanced development in elementary education in urban areas pose a stumbling block for the realization of the goal of UEE. One of the significant reasons for the inability to plan for the urban disadvantaged is non-availability of adequate data on account of two main reasons- they remain uncoun ted and does not figure into the official statistics because they are living on the unauthorized land or information collected is compiled into statistical averages that reflect the urban area as a whole and disaggregated information for different strata of population is not available. Therefore the data tell us almost nothing about those marginalized children who are out of the school system. Informal or illegal settlements do not appear on city maps, therefore accurate number of school population is not known and the schools are not planned for them. Measurement shortcomings cripple the ability of educational planners to design or implement relevant programmes. In the above context, the present paper tries to highlight the significance of data for addressing the educational needs of the vulnerable children of urban areas. It describes the existing sources of educational data available in country for the urban areas. The paper identifies the specific data needs and requirements for urban areas to achieve the target of UEE. The paper argues that in addition to the official statistics, surveys on various disadvantaged sections and regions in urban areas need to be carried out to understand the extent of deprivation and evolve suitable focused interventions to ensure equitable and inclusive educational development.

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## **The Context**

Universalisation of Elementary Education (UEE) has been a cherished goal of India since independence. To accomplish this goal, Article 45 of Indian Constitution directs the States to provide free and compulsory education to all the children till they complete 14 years of age. For fulfilling this constitutional obligation, the access to educational facilities has been improved with large number of new schools being opened and the enrolment therein has also tremendously increased. Additional classrooms have been added and the number of teachers has expanded substantially. The goal has received further impetus with the launching of nation wide programme known as Sarva Shiksha Abhiyan (SSA), which aims at achieving UEE by 2010. Various management structures at state, district, block, cluster and village level has been created to carry out the activities of this time bound programme. To monitor the progress of the educational programme and to coordinate various management functions, educational data on large number of variables are collected both from the households and educational institutions across the different states of India. The data not only helps in measuring the educational improvement made by each state over the years but also presents a comparative scenario to educational planners and administrators for making special interventions in backward areas. Though considerable improvement has been made in the collection, assimilation and dissemination of data, but a few gaps still persist that hinders the proper review of the progress attained and planning future actions for attaining UEE. The data on UEE in urban areas suffers from several gaps particularly relating to disadvantaged groups such as children living in slum areas, on the street, in orphanage and juvenile homes.

The data on urban areas is incomplete in several respects. Incomplete coverage of population in squatter settlements, non-notified areas and frequent changes in residential locations contribute to inaccurate data. Migration from in and out of the city makes it difficult for any data to capture the actual number. These factors effect the data collection in general and educational data in particular. Information about the children living on street, in orphanage, in juvenile homes is not taken into consideration while planning for the urban education. Information about all types of institutions and for all the socio-economic groups is lacking.

Planning education in urban areas especially for disadvantaged groups is much more difficult because of wide disparities in the neighbouring areas and emergence of educational institutions autonomous to state regulatory mechanism. Not only information collected from the households is inaccurate as statistics do not collect data from all the temporary settlements, but even the data collected by the Directorate of Education is also not complete. It is because the unrecognized schools do not figure in the official statistics and the information about the private schools is also not correct as they do not provide the complete information. No information is available on the extent and type of schooling facilities available to street children, working children and the children living in slum areas. Data base is poor for urban areas is evident from the fact that for the first time in 2001 Census the complete enumeration of all the slum areas was undertaken. Due to the paucity of comprehensive and accurate data, suitable interventions are not possible to achieve the target of UEE in urban India.

### **Educational Statistics : Historical Overview**

In India the history of collection of educational data goes back to 1870. The practice of collection of detailed education statistics was introduced by Indian Education Commission in 1886 on five year basis. The collection of educational statistics on annual basis began in 1913-14. Till independence the educational statistics was collected by Directorate of Commercial Intelligence and Statistics in form S-163 and this responsibility of collection of educational statistics was shifted to Ministry of Education after the

attainment of independence in 1947. This form was replaced by Form A in 1950 and the Ministry started publishing detailed educational statistics in *Education in India Vol I and Vol.2*. To avoid delays in the availability of data, Form A was bifurcated in four parts. Form A confined to the minimum essential educational data, A1 provided data with regard to SC and ST data, A2 provided supplementary data for planning purposes and A3 provided disaggregated data for the districts of country on quinquennial basis to be collected from 1964-65 onwards. The scope of educational statistics was widened in 1976-77 and the data related to financial aspects, examination results and information on special studies also began to be compiled. With the expansion of the education system separate data for schools education and higher education began to be collected and compiled from 1984-85 onwards. Though the concerted efforts were made to improve the collection, compilation, analysis and dissemination of educational data but it did not bring the desirable results and the problem relating to availability of accurate and reliable data on time continued to prevail. Realising the magnitude of Indian education system in terms of educational institutions, students and teachers a need was felt to introduce computerized educational management system demand. Computerised Educational Management Information System (EMIS) cells have been established at the district level to create and maintain a database on large number of educational indicators such as student enrolment (SC, ST, OBC), number of teachers, para teachers, proportion of female teachers, school characteristics such as school building, availability of ancillary facilities etc. The data collected from all the elementary schools is assimilated and analysed at the national level. At the national level, NUEPA was entrusted the responsibilities and it has been on elementary education under District Information System for Education (DISE), extending professional and technical support to the state level institutions. NUEPA has also initiated Secondary Education Management Information System (SEMIS) to collect data on secondary education. Data Capture formats have been developed for SEMIS and they are being used by the states to collect information from all government and private schools. The collected information will be synthesized at the national level by NUEPA for future planning of secondary education in India.

Despite the existence of elaborate data collection mechanism and existence of large data the statistics on UEE for urban areas specifically of urban disadvantaged is somehow missing. Against this background it is necessary that the data on urban disadvantaged that is available in existing data sets through fragmentary/segmentary need to be carefully reviewed and gaps have to be identified and mechanism to fill these gaps ought to be developed. The present article is a modest contribution in this direction. The plan of the paper is as follows. The paper describes the existing data sources and the kind of data provided by them pertaining to the urban areas. It presents a synoptic view of the urbanization trends in India. The paper identifies the data gaps and also discusses the data requirements with regard to planning education for urban areas with focus on urban disadvantaged. The paper concludes with few suggestive measures.

#### **Sources of Data Collection for Urban Areas**

##### ***Census of India:***

The Indian Census is the largest single source of statistics on the people of India. With a long history of more than 125 years the census provides extensive statistics on the socio-economic, health and educational indicators. Census in the year 2001 was the 14<sup>th</sup> consecutive census since 1872. The data is collected through the household and not through the educational institutions. The Census data provide aggregates at various administrative levels like India, State, District, Sub-district and for rural, urban and total

areas. Census gives information on the demographic indicators of whole population including of urban areas. It provides details with regard to area, population, density of population, decadal growth rate in the population etc. It is for the first time in the history of census in the country that the slum demography is being presented on the basis of the actual count in 2001 census.

The census of India also collects information on the economic activity of the people and the census data provide an inventory of human resources of the country showing their numbers, characteristics, occupation and distribution among the various sectors of the economy.

As far as education is concerned the Census reports information on number of literates and literacy rates, levels of educational attainments, stock of educated manpower, participation of children in schooling (and other activities). Data on the educational characteristics of the population are available by gender/caste and religion categories as well.

*National Sample Survey Organisation:*

The nation wide surveys conducted periodically by the NSSO under the Department of Statistics and Programme Implementation provide micro level data on various socio economic aspects of the people that relate to key areas of national interest.

The NSSO organizes pilot surveys on a sample basis on important subjects and collects valuable data from rural and urban sectors. Each round of NSSO focuses on specific areas of social and economic activity. Through urban frame survey, the NSSO prepares frames of sample blocks in urban areas. Each round of NSSO focuses on specific areas of social and economic activity. 35th round of NSSO provided data on children attending schools and those not attending schools even for urban areas. The results of the survey were not published. Some estimates of the private cost of education were also generated. A similar enquiry was repeated during 42<sup>nd</sup> round (1986-87). A comprehensive survey on education was carried out to study the extent of participation of children and youth in education system (both formal and non formal). A survey on literacy status was carried out during the 47<sup>th</sup> Round of survey (July-December 1991). During the survey, a schedule was canvassed for determining the literacy status of persons and for that literacy tests were conducted for certain categories of persons. Further during the 52<sup>nd</sup> Round (July 1995-June 1996) of NSS survey information on participation in education was collected. 55<sup>th</sup> Round of NSS (July 1999-June 2000) brought out information on literacy and educational levels. The attendance status in the formal education system for age group 5-24 by level and type of educational institution (recognized or unrecognized) and by type of management (government or private) was analyzed. The phenomenon of dropout and non enrolment was also covered. Private expenditure related to school like fees, uniform, stationery items, private coaching was also measured. Analysis on the wide variation in the utilization of educational services by different sections of the population was done on rural-urban, male-female and per capita expenditure group. (Pandey & Ghosh).

NSSO conducted a survey during the period of July-December 2002 on the condition of urban slums as part of the 58<sup>th</sup> Round.

In NSS 61<sup>st</sup> (July 2004- June 2005) Round the data was collected on education details like education level attained (both general and technical), current attendance in educational institution etc.

The NSS 64th Round (July 2007-June 2008) provides information on (i) participation in education of persons aged 5-29 years in the education system (ii) private expenditure incurred on education and (iii) the rate of dropout and its causes.

The distinct feature of the data provided by NSS is that it provides data representing the gender, social background of the family members, residence of the household (rural/urban) and also by economic levels of households.

#### ***National Family Health Survey (NFHS)***

The National Family Health Survey (NFHS) is a large-scale, multi-round survey conducted in a representative sample of households throughout India. Three rounds of the survey have been conducted since the first survey in 1992-93. The Ministry of Health and Family Welfare conducts the NFHS surveys to provide data pertaining to health indicators like fertility, family planning, infant and child mortality, nutrition of women and children etc. NFHS 1 was conducted during 1992-93 in most of larger states and National Capital Territory of Delhi. NFHS 2 (conducted during 1998-99) extended its coverage and provided data for four metro cities of India and separately for slum and non-slum population of Mumbai. NFHS 3 conducted in 2005-06, besides all the states of India, also covered the slum and non slum areas of eight cities (Mumbai, Kolkata, Delhi, Chennai, Hyderabad, Nagpur, Merrut and Indore). Collection of data on literacy and education has been a significant component of all the three rounds of NFHS surveys. The information on literacy and the educational status of each household member is collected. NFHS 2 also furnishes information about school attendance rate for children ages 6-17 years and also describes the causes of non enrolment and drop out from the school. In addition to this, NFHS 3 also collects information about the school attendance during academic year 2005-06 and 2004-05. The information on the exact standard to which children were attending during 2004-2005 and 2005-06 was also collected. Data exclusively on selected cities is gathered by NFHS only.

#### **All India Educational Survey (AIES) of NCERT**

The All India Educational Surveys had been launched to collect and furnish additional information on accessibility (habitation wise) and the availability of various types of facilities in schools. They were started with a view to collect, compile and disseminate information of the country's overall progress in the area of school education. These Surveys provide basic inputs to develop educational plans at micro-level as well as at macro-level, to formulate educational policies, and to monitor the progress of various educational schemes of the Central and State Governments.. In this survey data are being collected from each and every village, city/town and school to assess the status of educational facilities and their utilisation. The NCERT conducts AIESs with the assistance of state education departments and seven such surveys have been conducted. The first all India educational survey was conducted by the Union Ministry of Education and Social Welfare in the year 1957. Subsequent educational surveys were conducted at the national level in 1965, 1973, 1978, 1986 and 1993 as well.

Data of seventh educational survey, conducted in 2002-03 has been recently published. It provides information on the actual/estimated population of the city/town/ward as on September 30, 2002. It provides information on availability of schooling facilities in rural and urban habitations, number of recognized, unrecognized schools, physical and educational facilities in schools, incentive schemes and beneficiaries, medium of instruction and languages taught. It also covers enrolment particularly of SCs, STs, girls and educationally backward minority community, teachers and their academic and professional qualifications, library,

laboratory, ancillary staff and subject wise enrolment at +2 stages of education. In addition, the enrolment and teachers in unrecognised schools, Alternative Schools and AIE Centers, Oriental Schools covering Sanskrit Pathshalas, Madarsas and Maktabas; Special Schools for children with disabilities, and Pre-primary Institutions are covered.

***District Information Systems for Education (DISE)***

Over the years the data requirements increased but the data collection, processing and analysis had generally not kept pace with the increasing needs of educational planners, administrators, policy analyst and researchers. The state governments and districts authorities faced considerable hardships in collection of educational data from institutions under different departments. Moreover with the expansion of education system both vertical and horizontal, a need was felt to evolve a computerized educational management information system. The Ministry of Human Resource Development as a part of the District Primary Education Project (DPEP) in 1994 initiated to develop a school based computerized data base and NUEPA was selected as the nodal agency to design this computerized information system. In concurrence with the DPEP, district was selected the central unit for collection, computerisation, analysis and use of school data. Computerized EMIS cells have been established at the district level to create and maintain educational database. Data on the number of school, category and type of schools and the kind of physical and ancillary facilities available within schools is collected and analysed. Figures related to enrolment - gender wise, caste wise from all government and private schools for both primary and upper primary stage is collected. Detailed data on individual teachers, para teachers, community teachers and their profile including data on in-service training received is collected and made available. has been successful in reducing the time-lag in the availability of educational statistics. Analytical report containing detailed analysis of DISE is being published annually. First time data for urban areas was separately published in 2004-05. Data exclusively for the city level is still not available. However the raw data for each school is available under DISE. existing educational data for urban areas are presented in Table 1

**Table 1: Sources of Educational Data for Urban Areas**

Source of data	Unit of Collection	Type of Data Available
<b>Census of India</b>	Household	Number of literates and literacy rates, levels of educational attainments, participation of children in schooling (and other activities) for whole population of all age group
<b>National Sample Survey Organisation:</b>	Household	<p>42<sup>nd</sup> round (1986-87 Focused on the extent of participation of children and youth in education system (both formal and non-formal).</p> <p>47<sup>th</sup> Round of survey (July-December 1991): provided the literacy status of persons and for that literacy tests were conducted for certain categories of persons</p> <p>52<sup>nd</sup> Round (July 1995-June 1996) of survey information on participation in education</p> <p>55<sup>th</sup> Round of NSS (July 1999-June 2000) explored literacy and educational levels; the attendance status in the formal education system for age group 5-24 by level and type of educational institution (recognized or unrecognized) and by type of management (government or private). The phenomenon of dropout and non enrolment was also covered. Provided information on private expenditure related to school like fees, uniform, stationery items, private coaching. Analyzed wide variation in the utilization of educational services by different sections of the population. Separate data for rural-urban, male-female and per capita expenditure group.</p> <p>58<sup>th</sup> Round (July-December 2002) on condition of urban slums.</p> <p>NSS 61<sup>st</sup> (July 2004- June 2005) Round collected data on education details like education level attained (both general and technical), current attendance in educational institution etc.</p> <p>NSS 64<sup>th</sup> Round (July 2007-June 2008) is designed to collect information on (i) participation in education of persons aged 5-29 years in the education system (ii) private expenditure incurred on education and (iii) the rate of dropout and its causes.</p>
<b>National Family Health Survey</b>	Household	<p>Information on literacy and the educational status of each household member is collected.</p> <p>NFHS 2 (1998-99) provided data for four metro cities of India and separately for slum and non-slum population of Mumbai. Furnishes information about school attendance rate for children ages 6-17 years and also describes the causes of non enrolment and drop out from the school.</p> <p>NFHS 3 (2005-06), besides all the states of India, also covered the slum and non slum areas of eight cities (Mumbai, Kolkata, Delhi, Chennai, Hyderabad, Nagpur, Merrut and Indore). Collected information about the school attendance during academic year 2005-06 and 2004-05. The information on the exact standard to which children were attending during 2004-2005 and 2005-06 was also collected.</p>
<b>All India Educational Survey (AIES) of NCERT</b>	School	<p>Seven such surveys have been conducted.</p> <p>Covers availability of schooling facilities in rural and urban habitations, physical and educational facilities in schools, incentive schemes and beneficiaries, medium of instructions and languages taught, enrolment particularly of SCs, STs, girls and educationally backward minority community, teachers and their academic and professional qualifications, library, laboratory, ancillary staff and subject-wise enrolment at +2 stage of education.</p>
<b>District Information Systems for Education (DISE)</b>	School	Data on enrolment (gender wise, level wise, caste wise), from all government and private schools for both primary and upper primary stage is collected. Besides enrolment, data is also collected and analysed on the number of schools by categories and management, gender and caste wise distribution of regular and para teachers etc

Though the data for urban areas is available through different sources but complete and comprehensive statistics is not available for evolving suitable strategies for the urban disadvantaged. Around more than one fourth of India's population live in urban areas and around one third of the urban population live in the slum areas but no systematic efforts have been made to collect disaggregated data for the disadvantaged group. Urban planning in India has suffered due to non-availability of accurate and separate data for different social and economic groups. The section below clearly indicates that the number of disadvantaged population living in urban areas is huge enough to demand for specific planning and management strategies to address the educational needs of this group of children.

#### **Current Urban Scene in India**

Indian urban scene is characterized by the existence of towns of varying population sizes. It varies from a large number of small towns that are no different from their rural hinterland to the large metropolitan cities, which are amongst the largest in the world. In 2001, the total urban population of India was 285 million, which accounted for 27.78 percent of the total population of 1027 million in India. The period from 1951-2001 the proportion of the population living in urban areas rose from 17.3 percent to 27.8 percent. India's total urban population is even greater than the total combined population of 12 countries in West Asia (192.4 million), or 5 countries in East Asia (206.8 million) excluding China. The growth in urban population has been on account of natural growth of population and migration of population to the cities. The net increase in decadal urban population due to internal migration was 19.46 percent in 1981 which increased to 28.55 percent in 1991 and further increased to 37.30 percent in 2001. Trends in urbanization in India since 1901 can be seen from Table 2 and Figure 1&2

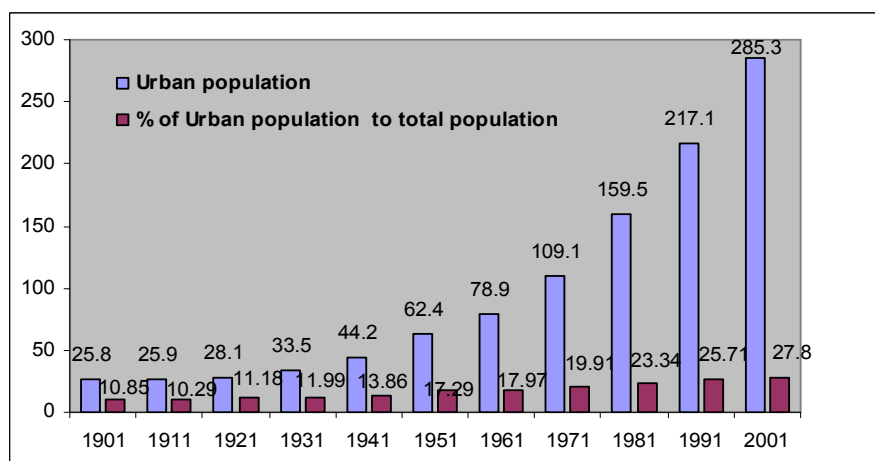
**TABLE 2****Trends in Urbanisation in India 1901-2001**

<i>Census Year</i>	<i>Total Popul (in million).</i>	<i>Urban popul (in million)</i>	<i>No of towns/UAs</i>	<i>% of urban popu to total popu.</i>	<i>Decadal urban growth rate</i>	<i>Annual Exponential Growth Rate</i>	<i>Annual gain in % of urban popl</i>	<i>Annual Rate of Gain in Percentage of Urban Population</i>
1901	238.4	25.8	1,827	10.85	NA	NA	NA	NA
1911	252.09	25.9	1,815	10.29	0.36	0.04	-0.06	-0.51
1921	251.32	28.1	1,949	11.18	8.26	0.80	0.09	0.86
1931	278.98	33.5	2,072	11.99	19.12	1.77	0.08	0.73
1941	318.66	44.2	2,250	13.86	31.98	2.81	0.19	1.55
1951	361.09	62.4	2,843	17.29	41.40	3.52	0.34	2.48
1961	439.24	78.9	2,365	17.97	26.41	2.37	0.07	0.39
1971	548.16	109.1	2,590	19.91	38.23	3.29	0.19	1.08
1981	683.33	159.5	3,301	23.34	46.14	3.87	0.34	1.72
1991	844.32	217.1	3,697	25.71	36.47	3.16	0.24	1.02
2001	1027.02	285.3	5161	27.8	31.3	2.7		

Source: Census of India, 1991, 2001, General population tables Part II-A(i),

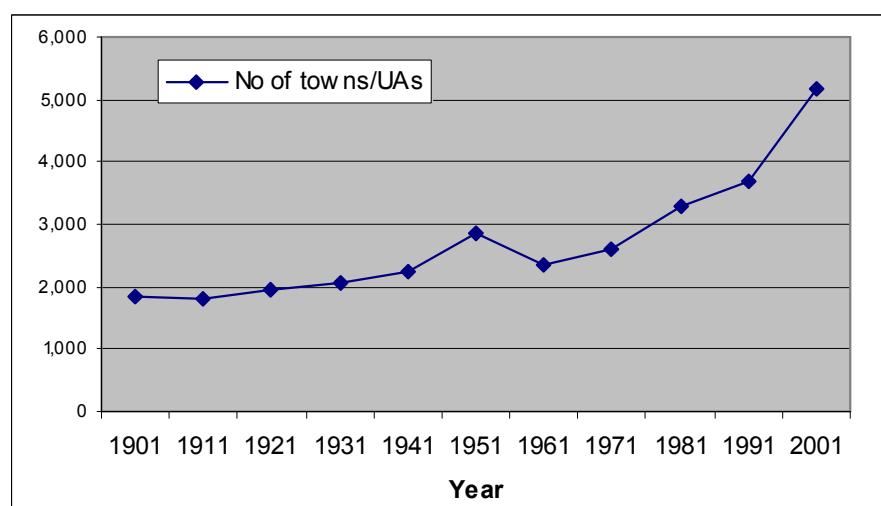
During the last century numbers of towns and cities have multiplied by two and half fold while the urban population has increased more than ten times. As per census 2001 there are 35 million plus cities, which account for about one third of India's urban population. Some of the Indian metropolitan cities have shown a phenomenal population growth rate of 4 to 5 percent per annum during the nineties. Despite this increase in urban population, India still occupies a low position in terms of level of urbanization with around less than one third of the total population residing in urban areas but the absolute number living in urban areas is so large that it demands a sound data base for planning education.

**Fig.1 Increase in Urban Population (1901-2001)**



Source : Table 1

**Figure 2 : Increase in Urban Agglomeration (1901-2001)**



Source: Table 1

**Data Gaps in Urban Areas**

Due to poverty, unemployment and underemployment large proportion of population has been migrating to urban areas and are residing in temporary, illegal settlements. These settlements are not counted in the statistics of the urban areas by local authorities under the impression that these would qualify them for land rights in the city. The migrants settle down at available empty spaces which are devoid of physical and educational facilities. As they have emerged in an unplanned and haphazard manner the cities have not made educational provisions for them. Limited data is available for the so-called regular citizens of the urban areas but scanty information through the micro level studies is available about these poor disadvantaged who are concentrated in slums are on streets. The total slum population in the country is 40.3 million comprising 22.6 percent of the total urban population of cities/towns reporting slums and 15 percent of the total urban population of the country. Among the states, Andhra Pradesh has the largest

number of cities and towns (77) reporting slum population followed by Uttar Pradesh (69), Tamil Nadu (63), Maharashtra (61), West Bengal (59), Madhya Pradesh (43) and Gujarat (41).

Some of the common characteristics of the slums are that they have inadequate basic municipal services-water, sanitation, waste collection, drainage, street lighting, paved footpaths, roads for emergency access; schools and clinics within easy reach, safe areas for children to play; places for community to meet and socialize. Table 3 presents the urban population of cities reporting slums and total slum population for which the specific programmes pertaining to health and education need to be planned.

Various micro level studies suggest that the number of slums and slum dweller is much more than what is reported in the Census. The official statistics do not capture the full information of children living in squatter settlement, children. Informal or illegal settlements do not appear on city maps, including those intended to guide infrastructure network connections therefore accurate number of school going population are not calculated and the number of schools are not planned for them. Little is known about these populations and their needs, though their numbers are vast. Considering the fact that these habitations have emerged in haphazard and unplanned manner, school mapping for these areas is seldom done. In the absence of planning of school locations, access to quality schooling facilities becomes a major hindrance for these children. If the remote and backward areas have natural geographical barriers like hills, mountains and adverse weather condition, children living in squatter settlements have hindrances like busy road, railway track and temporary shelter. The school may be available within a reasonable distance but the child may need to cross a busy road or railway crossing which becomes an impediment for attending the school. Data is available through various sources on the availability of schooling facilities for urban, rural and remote areas but such information specific to slum areas is lacking. Sporadic efforts have been made at the micro level to collect information.

TABLE 3  
**Total Urban Population of Cities/Towns Reporting Slums and Slum Population in urban Areas-India, States, Union Territories-201**

Sl. No.	State/Union territory*	Number of cities towns reporting slums	Total urban population of State/Ut	Population of cities/towns reporting slums	Total slum population	Percentage of slum population to total	
						Urban population of States/UTs	Population of cities /towns reporting slums
1	2	3	4	5	6	7	8
	INDIA	640	283741818	184352421	42578150	15.0	23.1
1.	Jammu & Kashmir	5	2516638	1446148	268513	10.7	18.6
2.	Punjab	27	8262511	5660268	1159561	14.0	20.5
3.	Chandigarh	1	808515	808515	107125	13.2	13.2
4.	Uttaranchal	6	2179074	1010188	195470	9.0	19.3
5.	Haryana	22	6115304	4296670	1420407	23.2	33.1
6.	Delhi*	16	12905780	11277586	2029755	15.7	18.0
7.	Rejasthan	26	13214375	7668508	1294106	9.8	16.9
8.	Utter Pradesh	69	34539582	21256870	4395276	12.7	20.7
9.	Bihar	23	8681800	4814512	531481	6.1	11.0
10.	Tripura	1	545750	189998	29949	5.5	15.8
11.	Meghalaya	1	454111	132867	86304	19.0	65.0
12.	Assam	7	3439240	1371881	82289	2.4	6.0
13.	West Bengal	59	22427251	15184596	4115980	18.4	27.1
14.	Jharkhand	11	5993741	2422943	301569	5.0	12.4
15.	Orissa	15	5517238	2838014	629999	11.4	22.2
16.	Chhattisgarh	12	4185747	260933	817908	19.5	31.4

17.	Madhya Pradesh	43	15967145	9599007	2417091	15.1	25.2
18.	Gujarat	41	18930250	12697360	1866797	9.9	14.7
19.	Maharashtra	61	41100980	33635219	11202762	27.3	33.3
20.	Andhra Pradesh	77	20808940	16090585	5187493	24.9	32.2
21.	Karnataka	35	17961529	11023376	1402971	7.8	12.7
22.	Goa	2	670577	175536	14482	2.2	8.3
23.	Kerala	13	8266925	3196622	64556	0.8	2.0
24.	Tamil Nadu	63	27483998	14337225	2866893	10.4	20.0
25.	Pondicherry*	3	648619	513010	73169	11.3	14.3
26.	A & N Islands*	1	116198	99984	16244	14.0	16.2

Note: Himachal Pradesh, sikkim, Arunachal Pradesh, Nagaland, Manipur, Mizoram, Daman, & Diu, Dadra & Nagar Haveli and Lakshdweep have not reported any slums in 2001.

Source: Census of India, 1991, 2001, General population tables Part II-A(i), Office of the Registrar General & Census Commissioner, GOI, New Delhi

### **Data Requirements for Planning Education for the Urban Disadvantaged**

To gauge the progress and growth of education over the years data is needed not only on key variables of this sector but also of other allied sectors. For example for planning the school education, information on demographic indicators like total population, school going age population, growth rate of population, settlement structure, social stratification is also required. Data is required not only related to access, retention, dropout and transition, additional data on child mortality, immunization, maternal mortality and malnutrition are critical to measure the health status of children as it has direct bearing for the participation of children in school. Similarly the household income also determines the probability of children's attendance in the school. All these variables are inter-related in a complex manner and to get a holistic picture information on all these indicators is required.

In addition to this, for achieving the target of UEE, information about the residents of squatter settlements and children on the streets also needs to be systematically and regularly collected. To make provisions for education for all the children in urban areas, data related to following aspects need to be collected:

#### **Contextual Factors**

*Demographic Indicators:* Information on total number of clusters, resettlement colonies, population of these clusters, (age wise and gender wise) needs to be collected on a regular basis for assessing the educational needs of this target group. Data on percentage of population in smaller habitation (population less than 300) needs to be collected so that if schooling facilities are not available to these residents, the alternative schools or EGS centres may be provided.

*Socio- Cultural:* The population of urban areas comprise of the migratory population of different states having varied language, religion and culture. It has been observed that the migrants of the same native state get concentrated in separate pockets within the cities/towns. For instance we see the migrants from Tamil Nadu and other Southern states are

concentrated in South Delhi (Lajpat Nagar), similarly the migrants from West Bengal are having habitations in another area known as Chitranjan Park. Information on these factors will be useful to prepare the urban schools to serve a big, complex, and diverse group of students marked by profound socio-economic disparity, cultural and linguistic diversity, and higher immigrant populations.

*Migration:* There is a continuous migration of the population from rural areas due to pull and push factors, which, however do not operate in isolation of one another. Mobility occurs when workers in the source areas lack suitable options for employment /livelihood and there is some expectation of improvement in circumstances through migration. In the urban sector friends and relatives act as a network and provide initial income support, information, accommodation and access to jobs. Children also accompany their parents and are deprived of education. The schooling system at home does not take into account their migration pattern and their temporary status in the destination areas does not make them eligible for schooling either. As a result the children have poor access to schooling. To plan for educational facilities for these distress migrants, the migration pattern and trends need to be closely observed and recorded.

The migration pattern needs to be clearly monitored as these migrants keep the linkages with their native state and also visit frequently. The women visit more frequently and stay for a longer period. Along with the mother the children especially primary level age group also accompanies them. During this period they miss the school and more often discontinue after coming back. To retain these children schools need to reschedule their vacation pattern as most of the time these migrants have definite crop time when they visit their home town.

*Population Growth Rate:* The information on population growth trends (in migration and natural growth) needs to be collected and analyzed for making provision of education for the increasing school-age population.

*Literacy Rate:* Literacy rate by different socio economic groups and habitations help in identifying the educationally backward groups and areas of concern. The data on literacy rates at individual level helps in identifying first generation learners.

#### **Economic Factors**

Major socio-economic disparities are much more pronounced in cities. Most of the urban poor are employed in unorganized, private sector with low income. To understand the complexity of the problems of urban poor, the planners need to concentrate on the socio economic characteristics of this marginalized group. The information pertaining to the following indicators would be useful:

- Economic Activities of the inhabitants of squatter settlements

- Information on the percentage of population working in the organized or informal sector.
- Workforce Participation Rate for Males and Females
- Urban Poverty Incidence: Household Income Level
- Type and Status of Employment of Household
- Percentage of population below Poverty Line
- Percentage of working children below the age of 15 years

It is a well known reality that the government schools are patronized predominantly by the urban poor therefore information related to the socio-economic factors is useful to ascertain the extent of economic deficiency of these marginalized children. This also helps to determine as to how many children are required to be given the benefit of incentive schemes and other social welfare schemes.

### **Educational Factors**

In order to achieve the target of Universalisation of Elementary Education, it becomes imperative that the diagnosis of existing situation is done on the basis of educational data. More emphasis needs to be given to the educational issues and problems of the focused groups. Separate “City/Town Perspective Plans” may be prepared as proposed under Sarva Shiksha Abhiyan. The perspective plan needs to encompass all the issues with regard to demand and supply dimensions of UEE. Therefore data pertaining to access, enrolment, retention and achievement may be gathered regularly. Information on following educational indicators would facilitate the educational planners to formulate the plan.

### ***Access/Input related Indicators***

Settlement structure, social stratification and the population density play critical role in the demand for educational amenities and facilities in the urban areas. The government school may not be located at demand points. In most of the slum clusters primary schools are often not located, within habitation, and the children are required to travel outside their area. If there is a railway interjection or busy road, it becomes major impediment for the children to attend school.

The government schools are not used in location locations where the population of higher income group is residing and schools are being closed due to lower enrolment such as in the city of Delhi, Indore etc. On the other hand many a times the school is not accessible to those children where it is needed the most especially within the slum area or in the neighbourhood of squatter settlements. School mapping/location exercise is very important in the urban context.

The information on the availability of schooling facilities to the children within safe zone at demand points and as per national norms is not available for the urban areas. To plan for the disadvantaged urban children it is essential to collect information on :

- Number of schools available as per the habitation in a ward. The very meaning of habitation is different in urban context as some of the settlements for urban marginalized are temporary and have emerged in unplanned manner. At the ward level the information related to all the habitation with the number of families need to be collected. This information is helpful to open the required new school or Education Guarantee Center (EGS) or Alternative School (AS) or upgrade the existing school.
- Percentage of children having access to primary/upper primary/secondary schooling as per the national norms or the SSA norms The national norms may be differently defined for urban areas as the context is different and the schools need to be made available at demand point in “ safe zone
- Percentage of children having access to formal and non formal, government, private, recognized, unrecognized educational institutions
- Percentage habitations without schools as per the prescribed norms
- Percentage of schools under different management (Government, aided, private, private aided etc.)
- Number of EGS Center and unrecognised schools in different wards.
- Infrastructure of Schools like type of building, adequacy of classrooms, condition of school building
- Ancillary facilities in the schools like toilet, drinking water facilities
- Full time teachers/para teachers and their distribution by gender and caste

***Participation, Attendance, Retention and Transition Related Indicator***

The figures pertaining to enrolment, retention and transition rates depict a better picture for the urban areas. Similarly dropout rates and retention rates also present a better scenario of urban children in comparison to their rural counterparts. However various micro level studies suggest that the situation is no better in selected pockets of urban areas but no official statistics is available as data are not collected and analysed for different strata of population. To deal with the educational problems of disadvantaged, disaggregated data needs to be collected from all the locations for different socio-economic groups of population. It is important to collect information with regard to participation especially of the disadvantaged groups on the following indicators:

- Percentage of children enrolled and the percentage of children that are Out of School ( special effort is needed to collect data on street children, orphans and children of the prostitutes, working children)
- Dropout rates by gender and social caste groups with reasons

- Gross Enrolment Ratio (includes overage and under age children) and Net Enrolment ratio (restricted to relevant age group corresponding to the grade) disaggregated by gender, spatial location and social caste group to gauge progress in achievement of UEE objectives.
- Age specific Gross and Net Intake Rates (Admission rates)
- Gender differential in enrolment
- Settlement wise enrolment at primary and upper primary level
- Enrolment of different social groups, Scheduled Caste, Scheduled Tribes and OBCs separately
- Repetition rate by gender, social groups
- Grade Transition rate separately by gender and social caste groups
- Number of School Working Days in a Year
- Average Attendance of the Month separately by gender and social caste groups
- Maximum Absenteeism of the Children in a year with reason
- Teacher Absenteeism
- Pupil-Teacher Ratio
- Students Per Class
- Survival rate at primary and upper primary level (Percentage of Students Reaching the Final Year of Education Cycle)

#### ***Outcome Indicators***

Output indicators are about what has been achieved; the products of the institution. The number of successful graduates is one important measure of the outcome. Studies have also shown that children come to school regularly for five years and still fail to successfully graduate the primary education cycle. Even after attending the school for five years they are not able to get proficiency in basic mathematics and language skills. It will be useful to know how many children have succeeded in achieving the desired level of competencies. Therefore the information on the following aspects would be included in this category:

- Percentage of children who eventually complete the primary cycle especially from the government schools
- Percentage of children who attain the prescribed competencies beyond a specified threshold, may be more than 60 percentage of marks

- Average years taken to complete primary cycle
- Percentage of Children who complete the primary cycle in the prescribed years of schooling and with prescribed levels of educational attainment
- Average cost per graduate in different types of management of schools

Information on the above mentioned factors would facilitate the task of the educational planners and managers to target the specific groups and plan appropriate interventions for them for achieving the target of UEE. This information should be particularly collected for the urban disadvantaged groups who are mainly studying in the government schools. Moreover the household surveys need to be conducted more regularly as the population in the squatter settlements change quite frequently due to inter and intra migration.

It is clear from the foregoing analysis that the multiple agencies and organizations are involved in the data collection and analysis for urban areas but still disaggregated data is not available for all the groups of urban population. Few data gaps persist that hinders the educational planning for disadvantaged which are presented in Table 4.

TABLE 4

**Data Gaps and Requirements for Planning for the Urban Disadvantaged groups**

<b>Item</b>	<b>Indicator/variable</b>
<b>Demographic</b>	<p>Number of squatter settlements and the population</p> <p>Population growth rate especially of school going age (due to migration and natural growth) for mapping school for growing population</p> <p>Migration Pattern</p> <p>On the street children/population</p>
<b>Economic</b>	<p>Economic Activities of the inhabitants of squatter settlements, and the poor</p> <p>Information on the percentage of population working in the unorganized or informal sector.</p> <p>Workforce Participation Rate for Males and Females</p> <p>Urban Poverty Incidence: Household Income level</p> <p>Type and Status of Employment of Household</p> <p>Percentage of population below Poverty Line</p> <p>Accurate No of working children</p>
<b>Education</b>	<p>Access Related</p> <p>Number of schools available as per the habitation/settlement/wards</p> <p>Percentage of habitation/settlements not having school</p> <p>Percentage of children having access to primary/upper primary/secondary schooling as per the national norms</p> <p>Percentage of children having access to formal and non formal., government, private, recognized, unrecognized educational institutions</p> <p>Percentage of Students in unrecognized schools to enrolment of government schools</p> <p>School size by category of schools</p> <p>Teachers and their distribution by gender in all kinds of schools</p>
	<p>Participation related</p> <p>Percentage of children enrolled of the relevant age group</p> <p>Percentage of children that are Out of School , special effort is needed to collect data on street children, orphans and children of the prostitutes, working children etc</p> <p>Disaggregated data from different socio-economic groups</p> <p>Percentage of children attending school</p> <p>Average attendance of Student in different kinds of schools</p> <p>Percentage of dropout and non enrolled to the relevant age groups population</p> <p>Percentage of repeaters</p> <p>Child Tracking</p>
	<p>Outcome related</p> <p>Disaggregated data from different socio-economic groups on</p> <p>Percentage of Children completing primary cycle in the prescribed years of schooling and with prescribed levels of educational attainment</p> <p>Pass percentage</p> <p>Children qualifying with more than 60% of marks</p>

***Conclusion: A Way forward to fill the Data Gaps***

Recently the constitution of India was amended to make UEE a fundamental right. The bill to make this right justifiable was already introduced in Upper House of the parliament. The bill stipulates several norms for the provision of schooling of satisfactory quality for all children. To monitor the implementation of right to education statistics on various parameters are necessary. The Indian educational statistics do provide data on a variety of variables but also suffers from inadequacies particularly with reference to, disadvantaged groups, living in urban areas etc. The educational scenario of urban areas in particular can not be ascertained as large disparities are observed and disaggregated data for population of different socio-economic groups and for all locations is not available.

Data is not systematically collected for the disadvantaged group of population. No information is available as to how many settlements or have schooling facilities within the neighbourhood. Estimation on the out of school children non-enrolled and dropped out is not easily available for those living in squatter settlements, on the street. For achieving the target of UEE in urban areas detailed information on the urban deprived living in segregated pockets is required. Structure and function reforms that could be made in the urban local bodies for strengthening the education data base are presented below

- Education of the urban poor cannot be dealt in isolation. In fact holistic and integrated approach is required. Various agencies are involved to look at the health, physical, civic and educational facilities and there is lack of coordination among themselves leading to further deteriorated conditions of the urban poor. An agency may be identified to coordinate with all the departments and synthesize the information.
- A computer generated database and information system needs to be developed at metropolitan, district and state level, which would provide support to planners in educational planning. With well maintained information system it is possible to make modification in the plan proposal at various stages of implementation in accordance with the changing needs and requirements. For a more dynamic educational planning and management few nodal structures may be created who would be responsible for collection, supervision and management of data in the urban areas
  - *Formation of an Urban Cell/ Unit at the State level* and provision for adequate support in terms of resources e.g personnel and infrastructure. The Urban Cell/Unit may be responsible for planning, implementation and supervision of educational plan in urban areas of the state. Similar cells need to be formed at the district and at city level in the case of metros and other big cities. The cell should have functionaries responsible for handling issues related to collection and analysis of data with special focus on the urban deprived children. Similar cell may be formed at the national level to coordinate and supervise interventions in urban areas across the country and to provide technical support.

- *Formation of a State Urban Resource Group (SURG).* The SURG should have representation from departments of education including SIEMAT & SCERT, Urban Development, Social Welfare and Women and Child Labour, NGOs, Corporate bodies, teachers etc. The SURG will be mainly responsible for developing an urban perspective in elementary and secondary education. Similar structures need to be created at the district level (DRG) and at the city level (CRG) in case of metro and other big cities.
- *Constitution of City Resource Group.* The CRG should have representation of Municipal Corporation, urban local bodies, urban planners and private schools. It should be the responsibility of the CRG to develop database on the urban poor in relation to access, enrolment and retention. A well maintained information system giving details about the out of school children, dropout rate, transition rate, completion rate etc can help to modify the interventions and strategies at various stages of plan implementation according to the changing needs. The map of the city needs to be made clearly indicating urban poor settlements and areas. It should also indicate location of the schools, madrasas/maktabs, community- centers, space where the schools/ alternate schools can be opened.
- Based on the existing population, increase in population (due to natural increase and migration) projections for population growth needs to be estimated and the provisions of educational facilities need to be accordingly made.
- Participation of Community and Parents: Involvement and participation of community in the collection of data and the preparation and implementation of annual plans and perspective plans as envisaged under SSA should be ensured. Advocacy campaigns may be organized for the participation of community in the ward committees who would be responsible in the formulation and implementation of local educational plans. Involvement of NGOs is desirable is essential in collection and analysis of data.
- Retention of the children in education system at least upto elementary level may be regularly monitored by adopting 'Child Tracking' policy as inter and intra migration is regular feature of the urban disadvantaged population. The information received through household surveys that are being conducted under SSA about the non enrolled and dropout children needs to be used for making necessary interventions. In addition to the household surveys special surveys need to be conducted for identifying and accounting the street and homeless children.

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