

# 2012

## Financial and Governance Challenges of Implementing Right to Education Act 2009 in Karnataka, India



Centre for Budget and Policy Studies

7/30/2012

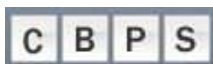
# **Financial and Governance Challenges of Implementing Right to Education Act 2009 in Karnataka, India**

## **DRAFT REPORT**

Version 1.0

July 2012

Submitted by:



**CENTRE FOR BUDGET AND POLICY STUDIES**

'Maitri Bhavan', No. 4, 1<sup>st</sup> Floor, M.N. Krishna Rao Road,  
Basavanagudi, Bangalore – 560 004, Karnataka  
Ph # +91 80 6590 7402, + 91 80 2656 0735, Fax # + 91 80 2656 0734  
e-Mail: [cbpsmail.@gmail.com](mailto:cbpsmail@gmail.com) and [neha@cbps.in](mailto:neha@cbps.in)

## **ACKNOWLEDGEMENT**

The present study on Financial and Governance Challenges of Implementing Right to Education Act 2009 in Karnataka has been funded by Global Development Network. We are thankful to all our colleagues at the Centre for Budget and Policy Studies for their help and support, especially Mr. Srinivas Alamuru, for his valuable guidance and support. A special thanks to fellow colleagues Shobha S. Veigas and Divya Krishnaswamy for their support.

Needless to add, we are solely responsible for any omission or error.

## **ABBREVIATIONS**

MDM-Mid Day Meal

NCPCR-National Commission for Protection of Child Rights

NCTE-National Council of Teachers Education

NER-Net Enrolment Ratio

NPEGEL-National Programme for Education of Girls at Elementary Level

NUEPA-National University of Educational Planning and Administration

OoSC-Out of School Children

OPEPA-Orissa Primary Education Programme Authority

PoA-Programme of Action

PTR-Pupil Teacher Ratio

REMS-Research, Evaluation, Supervision and Monitoring

RTE -Right to Education

SCPCR-State Commission for Protection of Child Rights

SMC-School Management Committee

SSA-Sarva Shiksha Abhiyan

TET-Teacher Eligibility Test

TLM-Teaching Learning Material

UP-Upper Primary

VEC-Village Education Committee

## Contents

ACKNOWLEDGEMENT.....	3
LIST OF TABLES.....	7
LIST OF FIGURES.....	7
1.0 BACKGROUND AND INTRODUCTION .....	8
1.1 Objectives and Approach .....	9
2.0 ELEMENTARY EDUCATION SCENARIO IN KARNATAKA .....	11
2.1 Educational Indicators at Elementary Stage .....	11
2.1.1 Access and Participation .....	11
2.1.2 Quality and Equity.....	14
2.2 Educational Finances in Elementary Education in Karnataka .....	17
2.3 Educational Administration and Management in Elementary Education in Karnataka .....	20
3.0 RIGHT TO EDUCATION: THE NATIONAL ACT AND THE STATE RULES .....	23
3.1 The Right to Education Act 2009.....	24
3.1.1 Definitions.....	24
3.1.2 Duties / Responsibilities .....	25
3.1.3 Provisions .....	26
3.1.4 Penalty .....	30
3.2 Karnataka RTE Rules.....	31
3.2.1 Definitions.....	31
3.2.2 Documents of age proof .....	32
3.2.3 Recognition and de-recognition of Schools .....	33
3.2.4 25 Percent Reservation .....	33
3.2.5 Academic authority and Curriculum .....	34
3.2.8 SDMC and the School.....	35
3.2.9 Teacher Grievances.....	36
3.2.10 SCPCR and State Advisory Council .....	36
3.2.11 Penalty in the Karnataka RTE rules .....	37
4. FINANCIAL CHALLENGES POSED BY RTE: WHERE DOES KARNATAKA STAND?.....	38
4.1 Access and Infrastructure .....	39

4.2	Teachers .....	43
4.3	Quality and Inclusion .....	46
4.4	Research, Monitoring and Evaluation .....	51
4.5	Total Financial requirements .....	52
5.	GOVERNANCE MEASURES FOR IMPLEMENTING RTE: THE REAL CHALLENGE FOR KARNATAKA .....	55
5.1	RTE provisions related with Private Schools .....	55
5.2	Inclusion and Quality .....	62
5.2.1	Getting Out of School Children to the School .....	62
5.2.2	Ensuring Inclusive School Environment and Child-centred teaching learning process .....	63
5.3	Preparing SDMCs and preparing Schools for accountability to SDMC .....	67
5.4	Teacher Management .....	69
5.5	Mitigating regional inequalities .....	70
5.6	The issue of Grade VIII .....	72
5.7	Monitoring and Compliance .....	72
6.0:	Conclusions and Policy Implications .....	75
6.1:	The Act and the state rules .....	75
6.2:	Financial Implications .....	77
6.3	Governance Challenges .....	78
	Bibliography .....	99

## LIST OF TABLES

Table2.0.1: Enrolment Ratios: Karnataka and All India .....	12
Table2.0.2: Retention, Completion and Transition Rates: Karnataka and All India.....	13
Table2.0.3: Out of school Children (6-13 years) .....	14
Table2.0.4: Learning achievements in all elementary grades, Karnataka .....	15
Table2.0.5: Gender Parity Index (GPI) in Enrolment: Karnataka and All India .....	16
Table2.0.6: Educationally disadvantaged Groups and their share in enrolment in Karnataka .....	16
Table 2.0.7: Per child expenditure in elementary education in Selected States, 2011 (Rs. At current prices).....	17
Table2.0.8: Education expenditure as share of GSDP and Total Budget in Selected States (Year) .....	18
Table4.0.1: Status of availability of physical facilities in Elementary Schools mandated by the RTE.....	39
Table4.0.2: Student Classroom Ratio in Schools.....	40
Table 4.0.3: Distribution of schools by management .....	40
Table 4.0.4: Financial requirements for filling the physical infrastructure gaps in government run schools .....	41
Table 4.0.5: Pupil Teacher Ratio in Karnataka Elementary Schools, 2010-11 .....	43
Table 4.0.6: Teachers in Elementary Education in Place (2010-11).....	44
Table 4.0.7: Financial requirements for teacher salaries.....	45
Table 5.0.1: Growth in the percentage share of Private schools (Aided and unaided) in Karnataka.....	56
Table 5.2: Distribution of teachers by highest academic qualification in Different types of Schools in Karnataka (2009-10, 2010-11) .....	69

## LIST OF FIGURES

Figure 1: Government of Karnataka: Share of education in GSDP .....	18
Figure 2: Share of sub-sectors in total education expenditure .....	19
Figure 3: Real expenditure on elementary education in Karnataka .....	19

## 1.0 BACKGROUND AND INTRODUCTION

The Right to Free and Compulsory Education Act, 2009, commonly referred to as RTE and brought through a Constitutional Amendment to Article 21 by inserting Article 21A came into force on 1<sup>st</sup> April 2009<sup>1</sup>. This has made the schooling of children between the age group of 6 to 14 years of age in a neighbourhood school a fundamental right in India. Fundamental rights are justiciable rights. This means every child in this age group can demand schooling as per defined norms from the State and go to the Court of Justice in case of denial of that right. India became one of 135 countries to make education a fundamental right of every child when the Act came into force.

Article 45 of the Indian Constitution that includes Directive Principles and guides the mode of governance included this provision since the adoption of the Constitution in 1950. This meant that the country aspired to achieve universal elementary education for all children up to the age of 14 years right since independence, and successive Indian governments also adopted policies that could facilitate this aspiration. However, it was still not a justiciable right. By moving this provision to Article 21 and converting this to a fundamental right, the new Act has converted this aspiration into a commitment.

At the time of adoption of the Constitution in 1950, the target was to achieve the goal of universal elementary education by 1960, i.e. within a period of ten years. This target later proved to be rather ambitious. The spread of formal secular education was very limited in the pre-independent India and therefore the challenge of developing a system of mass education was huge. Nevertheless, the country never gave up the aspiration and successive governments have taken concrete steps towards ensuring a move towards universal elementary education. Two landmark policy documents: the Education Policy 1968 and the Education Policy 1986 followed by the Programme of Action (PoA) 1992 bear witness to this commitment. The enormous task of expanding the services to all parts of the country and make it accessible to all sections of the society also threw up new challenges of ensuring quality and equality. Successive policies and programmes have taken note of these challenges and the RTE can be viewed as a logical extension of such policies and an expression of the uncompromised commitment to this goal. However, policy expressions need to be backed up by concrete

---

<sup>1</sup> The Act is applicable to the whole of India except the state of Jammu and Kashmir.



actions to make the commitments into a reality. Three years down the line since adoption of the RTE, it is crucial to see where different Indian states stand in terms of rising to fulfil this commitment.

Laws define entitlements and conversion of the entitlements into real access and use of the right depends both on the seriousness with which the respective governments implement the law, and the capabilities of the people to demand the fulfilment of such a right. The enactment of the RTE has made it imperative that all Indian states must take on the responsibility of providing free and compulsory elementary education (grades I to VIII) to all children in the age group of 6-14 years. The implementation of the Act involves serious financial and governance challenges. Considering that different Indian states are at different stages of development both in terms of economic and educational indicators, these challenges are also likely to manifest differently. There are wide differences in total and per capita expenditure in elementary education across states, and states with low expenditures would need to garner additional resources to meet the RTE requirements. On the other hand, even those states that do not face major financial challenges need to put systems and processes in place to improve their delivery and meet the RTE expectations in true spirit.

## 1.1 Objectives and Approach

The present study is an attempt to understand and analyse the financial and governance challenges related to implementing RTE in Karnataka. The detailed objectives of the study include:

- 1) To estimate and analyse the financial requirements for attaining Universal elementary education in Karnataka by meeting all the RTE norms and expectations
- 2) To understand and analyse the implications of the financial requirements for the education budget and expenditure in Karnataka
- 3) To understand and analyse the governance related challenges for making RTE a reality in Karnataka, and
- 4) To develop a methodology for understanding and analysing financial and governance challenges of implementing RTE that can be applied in other states as well

The study is based on desk review of specific documents, analysis of secondary literature and statistics, and consultation with a wide range of stakeholders / key individuals. **Attachment I A**

**and B** provides a list of the documents that have been reviewed and stakeholders / key individuals consulted.

The report has been organised in six sections. Section 2 provides a background of the general scenario pertaining to elementary education in Karnataka vis-à-vis other major states and All Indian averages. Section 3 analyses the Act and Karnataka's draft rules as they are yet to be notified. Section 4 presents the analysis of financial estimates and the associated challenges while section 5 presents the analysis of governance challenges. Last section provides a summary and the conclusions based on an overall analysis of all the findings.

## 2.0 ELEMENTARY EDUCATION SCENARIO IN KARNATAKA

Karnataka is indeed both economically and educationally one of the more advanced states in India. Among Indian states, Karnataka has registered one of the highest growth rates in Gross State Domestic Product (GSDP) and per capita GSDP in recent years. According to the UN classifications, Karnataka can be considered to have 'medium human development'. However, it stood 25th among 35 states and Union Territories in India in 2006 registering a decline of two places since 1996.<sup>2</sup> In terms of Educational Development Index (EDI), the state ranked 16th in 2010 as compared to 12th the previous year according to the data released by NUEPA in 2011. Karnataka has slipped four positions to be ranked 16th in the annual rating of 35 states based on the EDI. EDI is a composite index of infrastructure, enrolment, and teacher related indices.

### 2.1 Educational Indicators at Elementary Stage

In the following paragraphs we specifically look at Karnataka in terms of access and enrolment, retention and quality, and equity related indicators, especially in context of its relative positioning in the country. It is important to understand the present elementary education scenario in the state in order to analyse the challenges it faces in implementing the RTE.

#### 2.1.1 Access and Participation

The last two decades have witnessed a fast growth in the number of primary and upper primary schools in India and Karnataka is no exception. Karnataka with nearly 60000 schools imparting education at elementary level now claims not to have any habitation without school. Traditionally, studies from different parts of India have suggested that the schools are generally located outside the localities with concentration of population from socially deprived groups such as dalits, adivasis and Muslims, even if the habitation has a school (Nambissan 2001; Jha and Jhingran 2005). Since such data are not available for the state as a whole, it is difficult to make any comment and enrolment of such groups can be taken as an indicator of their access to schooling.

While the presence of schools ensures the availability of the choice, it does not ensure that all eligible children are necessarily participating in the schooling process. The enrolment at elementary level has gone up tremendously in India in the last two decades. The total enrolment in India was more than 133 million at primary level and more than 58 million at upper primary

---

<sup>2</sup> [wcd.nic.in/publication/GDIGEReport/Part2.pdf](http://wcd.nic.in/publication/GDIGEReport/Part2.pdf)

level in 2010 (DISE 2010-11). In Karnataka, the respective figures were about 5.4 million for primary and 2.3 million for upper primary grades.

**Table 2.0.1: Enrolment Ratios: Karnataka and All India**

Indicators	Karnataka		All India	
	2008-09	2010-11	2008-09	2010-11
GER Primary	107.89	108.64	115.31	119.62
NER primary	98.61	99.85	98.59	99.89
GER Upper Primary	69.94	71.48	73.74	81.15
NER Upper Primary	59.99	61.71	56.22	61.82

Source: DISE 2010-11, NUEPA

It is clear from Table 2.1 that Karnataka has achieved near total enrolment at primary level but it is still far from full coverage at upper primary level. At upper primary level, the state is close to national average, which includes a number of states that are much below the national average. What is worrying that the increase in NER for Karnataka is slower than that for the All Indian average figure. This could partially be explained by the organisation of the elementary cycle in the state. The state had a seven-year cycle (as against eight years practiced in the majority of states) of elementary education with first four years as lower primary and the next three years as higher primary. Though the state adopted eight years of cycle (first five years as lower primary what is known as primary in most other states and the next three years as higher primary what is known as upper primary in most other states). In 2002, a large number of higher primary schools still do not have grade VIII, and a large number of secondary schools still have grade VIII attached to them. This could lead to drop out at after VII in some cases, and also to under reporting in some other cases. Nevertheless, the state needs to take the low ratios at upper primary seriously. The extent of 'grossness', i.e., the proportion of overage and underage children at respective levels as indicated by the difference in the percent points of NER and GER, is low in Karnataka as compared to the All Indian figure. This is indeed a positive sign for the state.

Table 2.0.2: Retention, Completion and Transition Rates: Karnataka and All India

Indicators	Karnataka		All India	
	2008-09	2009-10	2008-09	2009-10
Retention rate at primary (Grade I to V)	86.77	74.77	74.92	73.42
Transition rate from Primary to Upper Primary	91.75	96.54	82.68	85.17

Source: Source: DISE 2009-10, NUEPA

Enrolment alone does not complete the story on schooling participation. A large number of children enrol due to various enrolment drives and campaigns but a significant percentage also drop out before completing the level. The news here is not good for Karnataka, as it has registered a fall in retention rate at primary level during 2008-10. All Indian average has also registered a fall but the difference is much higher for Karnataka and deserves special attention. However, Karnataka has a higher transition rate from primary to upper primary indicating that a higher percentage of those who reach the final grade of primary transit to upper primary in Karnataka.

It is important to bring the issue of Out of School Children (OoSC) at this juncture. High enrolment coupled with high dropout rates make it difficult to estimate the number of OoSC at any one point of time. Most states use village registers maintained by schools / village level committees as the base for estimating this number. Karnataka conducted a child census in 2008 and has used those figures as basis for estimating OoSC. However, these figures are much lower than those estimated by another national sample survey conducted by IMRB and supported by the Government of India (Table 2.3). What is also a little surprising is that the proportion of never enrolled is much higher as compared to dropped out among the OoSC. Assuming that most of the young children are now entering the school even if some of them drop out later, the higher proportion of never-enrolled could be due to the presence of higher age group children, i.e., 10+ children. It has implications for meeting RTE norms and provisions, which we are discussing at a later stage.

Table 2.0.3: Out of school Children (6-13 years)

Sources	Total population	Out of school	%age of never enrolled among OoSC	%age of dropped outs among OoSC
Child Census 2008	6626413	35637	27.15	72.85
IMRB survey estimates 2009	8493365	108237	70.34	29.66

### 2.1.2 Quality and Equity

Quality education has many dimensions: academic development and related learning outcomes along with the development of creativity, life skills, confidence, the desire to learn and negotiate – all are part of the quality of education. However, in most cases, the only indicator that is often used to assess quality relates to learning outcomes. Data available on learning outcomes from different sources have their own limitations and hence they need to be taken only as indicative. According to NCERT's latest learning achievement sample survey for class V students in government schools undertaken in 2010, Karnataka scores better than the average for the states that were included at the same point of time. Gender differences for all subjects: reading comprehension, mathematics and EVS, are insignificant and rural-urban differences are notable for reading, this being better for rural as compared to urban areas. However, ASER survey, which is not as rigorous as NCERT as it is based on very limited number of test items and administered at home rather than the school, gives a slightly different picture.

According to the ASER (2011) data, for classes three to five, 59.7 percent children in Karnataka 'can read standard one text and more', 47.5 percent children enrolled in classes three to five in Karnataka 'can subtract and more'. This is slightly higher than the national average of 57.5 and 46.5 respectively for the same classes. As per ASER, the reading as well as numerical competencies in rural Karnataka is worse than urban, a conclusion contrary to the NCERT survey. However, at the same time, rural Karnataka is better than All India average for rural areas. What is evident is that though there are variations in data from different sources, and Karnataka is slightly above national average in most cases, the learning outcome levels are in general low for Karnataka as well and therefore no cause for celebration. The table below also shows that there has been no change over the years.

Table 2.0.4: Learning achievements in all elementary grades, Karnataka

Reading results	Nothing	Letter	Word	Para	Story
2006	7%	14%	16%	24%	39%
2008	5%	13%	17%	19%	46%
2011	5%	15%	17%	19%	45%
Arithmetic results	Nothing	Number Recognition_1	Number Recognition_11	Subtraction	Division
2007	6%	13%	31%	26%	24%
2008	5%	13%	32%	27%	23%
2011	4%	13%	28%	28%	26%

Equality of opportunity is also as important dimension of quality. Quality education cannot be said to have been achieved till it means good quality of education for children coming from all sections of the society. Considering that Indian society has been hierarchical, and access to education had been linked to social status and continues to be linked with social and economic status, this assumes specific significance. Equality of opportunity itself has many dimensions and it includes: equality in access to schooling and enrolment opportunities, equality in treatment and equality in learning opportunities including access to learning resources. A quick assessment regarding how various educationally disadvantaged groups are now placed vis-à-vis these equality indicators could help in understanding their position. However, since the data is mostly available only for equality in opportunity, most analysis here is also limited to that alone.

Girls have also been educationally deprived for centuries in many societies including India. However, that scenario is changing now and their access to formal education, especially at elementary level, has increased significantly in the last two decades. Gender Parity Index (GPI) for both primary and upper primary has improved in the country as a whole though there are many states where it is still quite low. GPI for enrollment at both primary and upper primary levels in Karnataka is equal to the All-Indian averages. However, what is noticeable that Karnataka used to be above average, and while many other states have moved ahead, Karnataka has stayed somewhat static. As is clear from Table 2.5, there is still a long way to go in order to achieve the full gender parity. Not to mention that gender parity is only one aspect of gender equality that ensures the quantitative equality; there are a lot other aspects that cannot be captured quantitatively play a major role in ensuring real equality of opportunity.

Table 2.0.5: Gender Parity Index (GPI) in Enrolment: Karnataka and All India

	Primary		Upper Primary	
	2008-09	2010-11	2008-09	2010-11
<b>Karnataka</b>	0.94	0.94	0.93	0.93
<b>All India</b>	0.93	0.94	0.89	0.93

Source: DISE 2010-11, NUEPA

The number of Dalits (SCs), Adivasis (STs) and Muslim children being enrolled in schools has also increased and their share in enrolment is higher as compared to their share in population in Karnataka (Table 2.6). The proportion of girls among total enrolment in these groups is relatively low for Adivasis. Here again, it is important to highlight that enrolment is only one aspect; equality of treatment in a discrimination-free environment is critical for learning.

Table 2.0.6: Educationally disadvantaged Groups and their share in enrolment in Karnataka

	% share in population (2001)	2008-09		2010-11	
		% share in total enrolment at elementary stage	% share of girls among total enrolment of the group	% share in total enrolment at elementary stage	% share of girls among total enrolment of the group
<b>SC</b>	16.20	19.18	48.14	19.25	48.24
<b>ST</b>	6.60	7.92	48.1	7.91	47.42
<b>Muslim</b>	12.23	NA	NA	14.97	49.64
<b>CWSN</b>	<b>FROM IMRB</b>	NA	NA	1.04 (Primary)/ 1.22 (upper primary)	NA

Source: DISE 2010-11, NUEPA

Although it is known that subtle discrimination is rather common, it is difficult to find evidences. However, a number of newspaper stories report the experiences of low-caste students facing discrimination in the hands of teachers.<sup>3</sup> Another area where caste based discrimination is common is midday meal where upper caste parents have opposed lower caste cooks and community dining.<sup>4</sup> A study titled Discrimination in School Access: Evidence from Test Scores in India published in 2008 examined discrimination faced by women candidates and the results showed that a lot of women did (Any percentage) face discrimination in access to higher

<sup>3</sup> Please refer to The Hindu, March 12, 2012 (Edition?) for one such example.

<sup>4</sup> For instance, see Parvathi Menon's (COMPLETE reference to be added)



secondary education. Another aspect of discrimination which is very evident in Karnataka, but not much has been talked about it is the discrimination faced by HIV affected and infected children. Centre for advocacy and research, Bangalore has studied various cases from districts like Ramnagar, Dharward, Bangalore Urban and Bangalore Rural where children who are HIV positive or have HIV positive parents face a lot of discrimination in school by the teachers and peers.

## 2.2 Educational Finances in Elementary Education in Karnataka

Inter-state comparisons show that Karnataka is somewhere in the middle in terms of Per child expenditure in Elementary education. In 2011, per child expenditure in Elementary Education in Karnataka stood at Rs.10000.00 per annum as compared to Rs.18250.00 in Kerala on one hand and Rs.2746.00 in Bihar on the other (Table 2.7). This is despite the fact that states like Bihar spend a significantly larger proportion of their SDP on education, and a larger portion of their education budget on elementary education (Table 2.8). This reflects that Karnataka has a larger economy and a bigger GSDP, where even a smaller share on elementary education converts itself into a larger per capita expenditure.

**Table 2.0.7: Per child expenditure in elementary education in Selected States, 2011 (Rs. At current prices)**

States	Per Child Expenditure in Elementary schools
Kerala	18250
Himachal Pradesh	15000
Karnataka	10000
Maharashtra	9625
West Bengal	6596
Uttar Pradesh	4155
Jharkhand	3221
Tripura	3766
Bihar	2746

Source: Analysis of State Budgets: Elementary Education (January 2011) (Accountability Initiative and Azim Premji Foundation). Per child expenditure includes state share of SSA and GOI SSA release. It includes revenue expenditures. Based on FY 2008-09 and FY 2009-10. Per child expenditure in school education equals total expenditure on elementary education divided by the total enrolment in government schools in a state.

Table 2.0.8: Education expenditure as share of GSDP and Total Budget in Selected States (Year)

State	Year	% share of education expenditure (Education department and other department) in GSDP	% share of education & training budget in total state revenue budget	% share of Elementary Education in total Education Budget (A)
Bihar	2006-07	5.70	22.87	59.82
Himachal Pradesh	2006-07	4.83	19.53	60.23
Jharkhand	2006-07	3.41	21.16	67.94
Karnataka	2005-06	3.12	19.02	56.27
Kerala	2006-07	4.21	22.47	42.42
Maharashtra	2005-06	2.93	24.27	45.18
Tripura	2005-06	5.10	19.47	42.69
Uttar Pradesh	2006-07	3.76	20.76	56.49
West Bengal	2005-06	2.44	18.52	38.97

Source: Analysis of Budgeted Expenditure on Education 2005-06 to 2007-08, Government of India, Ministry of Human resource Development, 2008

A-Actuals

The state has also witnessed an increase in education's share in GSDP over the years but there has again been a decline in 2009-10 (Figure 1). The share of elementary education sub-sector is consistently more than half, and has fluctuated between 50 and 58 percent of the total expenses on education (Figure 2).

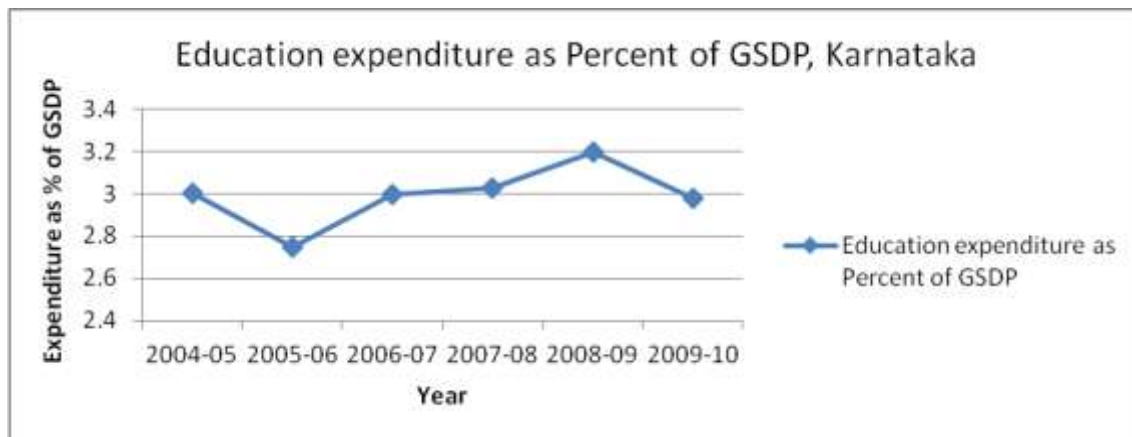


Figure 1: Government of Karnataka: Share of education in GSDP

Source: Public financing of Education in Karnataka; CBPS,  
Bangalore

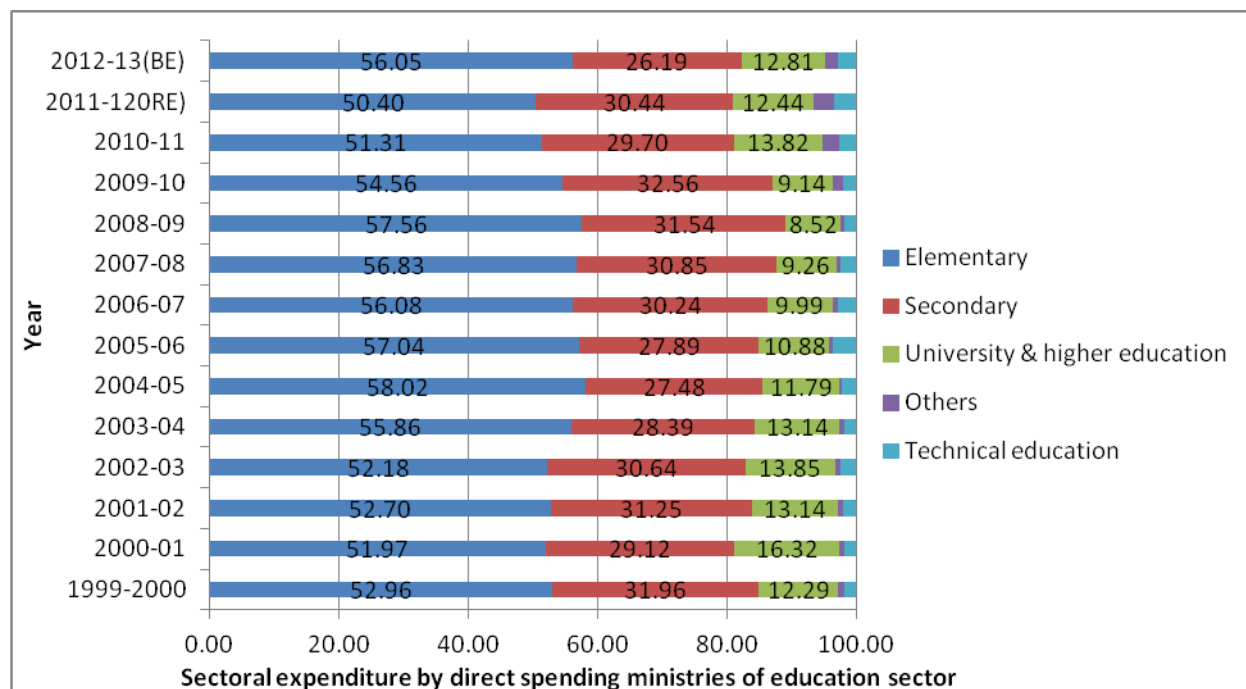


Figure 2: Share of sub-sectors in total education expenditure

Source: Public Financing of Education in Karnataka; CBPS, Bangalore

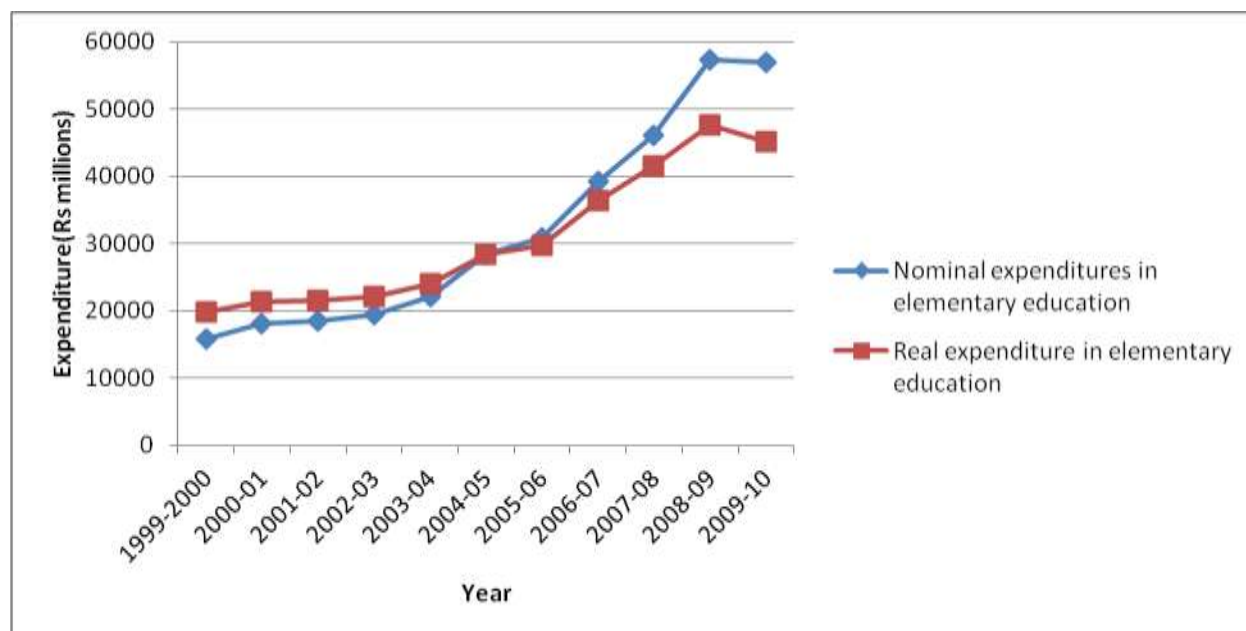


Figure 3: Real expenditure on elementary education in Karnataka

Source: Public Financing of Education in Karnataka; CBPS, Bangalore

The real expenditure in elementary education in Karnataka has consistently increased in the last decade till 2008 after which it saw a decline in 2008-09. This decline, if continued, could prove to be a cause of worry as the implementation of the RTE would ask for more and not less real public expenditure on elementary education.

### **2.3 Educational Administration and Management in Elementary Education in Karnataka**

Karnataka has usually been considered a forward-looking and progressive state in India for its leadership and initiatives in the area of development policies. However, in recent years, that edge seemed to be slowly vanishing. Karnataka, except Goa, was the only state that waited for more than two years since the Act came into being to adopt the state RTE rules; this is indeed not the sign of a progressive state.

Educational administration in the state, as is the case with rest of the country, remains guided by the colonial structure that was existent since pre-independence days despite introduction of the decentralised system of local governance. Elementary education falls under the preview of the Minister for Primary and Secondary Education. Some other departments also manage a few facilitative functions: department for backward classes and minorities, department for social welfare, department for women and child development, department for rural development and Panchayati raj. The education secretariat is responsible for support services for policy making, planning and budgeting, etc. while the commissioner of public instruction is the head of the department of who controls and coordinates the activities of the schools.

Although the decision making process in elementary education in Karnataka is still guided by a top down approach, the state has taken a number of measures to ensure transparency and accountability in the process of decision making. The state has to be credited with the fact that over the years it has developed objective criterion and information bases to support some critical decisions such as placement/ transfer of teachers, location of schools etc (Jha, Saxena, & Baxi, 2001). Karnataka was also one of the firsts to have adopted a parents based school management committee known as School Development and Management Committee (SDMC) as a statutory body, which has been declared by the new RTE rules as their SMC as mandated by the RTE.

Effective linkages and coordination contribute towards effective management of the concerned organisations, by enabling/facilitating a diffusion of best practices, informed and therefore, better quality of decisions and an effective management of dependencies (Jha, Saxena, & Baxi, 2001). Some of the observations made a decade ago regarding the lack of non-bureaucratic culture preventing the formal mechanisms of coordination to function effectively by Jha, Saxena and Baxi (2001) still holds true. The presence of sector-wide schemes such as DPEP and SSA, and now RTE, which is also viewed as a scheme, parallel structures have come into being leading to multiple reporting structures, diffusion of primary responsibilities, tension between perspectives of senior level functionaries and confusion at the level of implementation (Mukhopadhyay, Ramkumar, & Vasavi, 2009) (Mukhopadhyay, Ramkumar, & Vasavi, 2009). The planning, budgeting and fund flow processes for SSA and the general education department is different; SSA money comes from the centre as an extra budgetary grant and therefore does not get reflected in the state budgets.

Karnataka did not face the same pressure of teacher shortage as did many other Indian states and therefore has never adopted any policy for hiring contract or para teachers. Teachers are appointed at district level based on a merit list prepared separately for all categories such as SC and ST, and allowing for at least half of all teachers to be women. The state has also developed a software-based system based on objective criteria for placement and transfer of teachers in schools, which is widely held as an example of a best practice. Karnataka has implemented the Transfer Regulation Act under which it is mandatory to identify excess teachers and shortfall of teacher at the school level and redeploy the teachers through counselling process providing priority within block then to district and in rare cases where ever there is excess teachers after deployment within the district, is sent to needy districts. The state also has a policy for ensuring subject wise availability of teachers at the upper primary level.

Promotional opportunities for the teachers in primary and upper primary schools are limited. In many cases they retire at the same post after decades of service. Even if they have the required qualifications, it takes them ages to become high school teachers. Seniority is the only criterion for whatever promotional opportunities are there. Promotional opportunities are limited even for the educational administrators, especially for those who enter through promotions/SES. It is rare to get more than two promotions in thirty to forty years of service. Periodic professional development opportunities are quite limited for teachers in Karnataka, except under programmes such as SSA.

In general, Karnataka is a curious mix of having a number of administrative reforms with existence of some very hierarchical and inefficient practices. Non-SSA fund flow is slow due to treasure-linked operations and planning is generally just based on estimates linked to previous year's expenditures. However, despite these limitations, the state is considered to have a relatively better system of service delivery as compared to many other Indian states.

### 3.0 RIGHT TO EDUCATION: THE NATIONAL ACT AND THE STATE RULES

The Right to Education Act 2009 (RTE) can be seen as a culmination of the efforts that started during pre-independence period. In recent past, one milestone in this context was the Supreme Court judgement in 1993 holding free education until a child completes the age of 14 to be a right (the case is usually referred to as Unnikrishnan and others Vs State of Andhra Pradesh and others). It stated that:

“The citizens of this country have a fundamental right to education. The said right flows from Article 21. This right is, however, not an absolute right. Its content and parameters have to be determined in the light of Articles 45 and 41. In other words, every child/citizen of this country has a right to free education until he completes the age of fourteen years. Thereafter his right to education is subject to the limits of economic capacity and development of the State.”

The new Act refers to the particular age group of 6 to 14 years and leaves the issue of early childhood education for 0 to 5 age-group of children under the Directive Principles. Therefore, universal provision for early childhood education is still not a right and therefore not a commitment of the State. The Act has been severely criticised for this deliberate omission. The Act has been also criticised on several other counts, which this note would discuss at appropriate places. In any case, it is a dynamic process and Act can be made more comprehensive in future through suitable amendments.

Despite limitations, the Act is undoubtedly a major step in movement towards the process of framing rights based development policies. This can be viewed as a step following declaration of the Right to Food as an integral part of Right to Life leading to programmatic expressions in universal hot midday meal for all students in all primary schools and National Rural Employment Guarantee Scheme for families living below Poverty Line, and initiation of the Right to Information Act. The difference between Rights based and other laws is that while the former aims at enhancing the well being of people and makes the State accountable, latter is preventive and punitive.

This section describes the main provisions of the Act and analyses the new RTE rules developed by Karnataka. Education is on the Concurrent List in the Indian Constitution, which means it is joint responsibility of both the central and state governments. Karnataka was one of the two states that have taken the longest to adopt the RTE rules and make it operational in the

state. Supreme Court upheld the RTE provision of 25 percent reservation for children from weaker sections in private unaided schools in a landmark judgement on 12 April 2012 and Karnataka finally notified the rules on 28th April 2012. This lends credence to the widely held belief, though denied by the government, that the private schools lobby had a role in preventing the draft rules being tabled and adopted, and the state government was waiting for the Supreme Court judgement under the pressure of the very strong private school lobby in Karnataka. This is being discussed at a later stage in this report.

### **3.1 The Right to Education Act 2009**

The right to education Act must be seen from the perspective of children. The Act has tried to provide definitions, outline duties, set the norms for the provisions and detail out the penalties; we therefore try to describe the Act under these heads.

#### **3.1.1 Definitions**

The Act seeks to define all the main stakeholders, institutions and elements involved in the Act. The Act provides legal and constitutional definition of several terms that are crucial for implementing the provisions. This includes Government, Capitation Fee, Child, Child Belonging to the Disadvantaged Group which includes Specially Challenged Children, Weaker Section, Elementary Education, Guardian, Local Authority, National Commission for Protection of Child Rights, Parents, School, Specified category, State Commission for Protection of Child Rights. As per the Act, a child belonging to disadvantaged group means a child belonging to the Scheduled Caste, the Schedules Tribe, the socially and educationally backward classes or such other group having disadvantages owing to social, cultural, economical, geographical, linguistic, gender, or such other factor as may be specified. A child belonging to weaker section means a child belonging to such parent or guardian whose annual income is lower than the minimum limit specified by the appropriate government. A recent Amendment has added children with disabilities to the disadvantaged group.

More importantly, the Act defines the meaning of free education and states that, no child shall be liable to pay any kind of fee or charge or expense which may prevent him/her from pursuing and completing the elementary education. This means it is not only tuition fee that cannot be charged; no kind of fee can be charged if it prevents the child from attending the school.

The definition of compulsory education is divided into two sections in the Act, chapter II, Section 3(2) and chapter III section 8 of the Act. The Act defines compulsory education as; every child of



the age of 6 to 14 years has a right to free and compulsory education in a neighbourhood school till the completion of elementary education. Further in chapter III section 8, the features of compulsory education are described. Compulsory education according to the Act consists of ten essential features, namely, (i) Free education from 6 to 14 years, (ii) Compulsory admission, attendance and completion of elementary education, (iii) Availability of neighbourhood school, (iv) No discrimination, (v) Provision of proper infrastructure, (vi) Proper monitoring mechanisms for admission, attendance and completion, (vii) Quality education, (viii) Timely prescribing of curriculum, (ix) Proper training for teachers, (x) Provision of special training for those children who are lagging behind, and who have never been schooled.

Considering the federal nature of the country's political system, the Act leaves a few important definitions such as Neighbourhood School, Out of School Children, and Drop out Children to be defined by the respective states in their state RTE rules.

### **3.1.2 Duties / Responsibilities**

The Act lays down the duties of every stakeholder and important institutions including central and state governments, Appropriate Government, Local Authority and Parents. Parental duties include admitting his/her child/ward to a school. The teacher's duties include, to be regular, maintaining punctuality, completing the curriculum on time, enhancing the learning ability of the child, motivating the child, and informing the parents on regular intervals about the progress of the child.

The central and state governments have the concurrent responsibility for providing funds. The sharing pattern would be decided from time to time depending on the circumstances. Additional provision for a particular state is also possible. The central government is responsible for developing national curricular framework, setting standards for training of teachers and provide technical support to states for promoting innovations, research, planning and capacity building.

The National Commission for Protection of Child Rights (NCPCR) and the State Commission for Protection of Child Rights (SCPCR) have been made responsible for examining and reviewing the standards for rights and recommend measures for its implementation. The Act also provides for the constitution of national and state advisory councils consisting of members who have relevant knowledge and experience to advice on the implementation of the Act.

Major responsibilities have been left for the Local Authority. The responsibilities for the local authorities include: providing free and compulsory education as defined in the Act, providing

neighbourhood schools, ensuring discrimination free education, providing infrastructure, deciding the academic calendar and monitoring the implementation of the Act. The decision regarding who this Local Authority would be at different levels has been left for the state to be articulated through state RTE rules. The local authorities have a right to inquire into complaints and respond to in a period of three months. Any person has a right to appeal to the SCPCR / NCPCR if not satisfied by the response.

### **3.1.3 Provisions**

RTE covers various dimensions of child development. The Act has provisions that focus towards cognitive, creative and emotional development of the child through education that aims towards quality and equity. The Act views the child as a uniform category but recognises the diverse possibilities that can be present in the category of the 'child'. It analyses the various social, economic and physical situations the child can be grappling with and thus makes provisions accordingly.

The Act makes special provisions for Children with special needs, for children who are 6 years or above and never been schooled, and for children who have dropped out of school (provision for age appropriate enrolment). The Act also provided for special coaching and training of these children who have never been schooled/ or have dropped out so that they can touch base with other children studying of the same age as them who have been privileged enough to be studying in schools. For these children RTE does not restrict the clause of free and compulsory education by the age limit of 14. Such children can avail the facility of free and compulsory education till the completion of 8 years of elementary education. Provision for appropriate transport / escort / hostel facilities in case of children living in small hamlets is part of the right of the child.

RTE acknowledges the fact the presence of a high incidence of migration impacting children's schooling participation and therefore provides for the ready provision to issue transfer certificates; the child can demand the issue of a transfer certificate from the school that he/she is studying in under conditions of dissatisfaction with the present school or conditions of geographical transfer from one place to the other at any time of the year. Lack of age proof would not be the reason for denial of admission to any child; this is currently a major constraint in urban slums where migrating families find it difficult to produce such certificates. Private schools had been indiscriminately charging capitation fee of some kind and practicing screening for admission without any scruples: both now barred by the RTE.

The provision that has attracted maximum media attention and therefore controversial is the provision that all fee-charging private schools will have to admit 25 % of children from 'weaker section' and 'disadvantaged groups' from the neighborhood. The respective state governments will define the definition of neighborhood. The government will compensate these schools by reimbursing the costs incurred. The reimbursement of the costs, as being defined in most cases, would not be based on the fee structure of the respective school but on average per-capita expenditure that the respective state makes at that stage of education.

A large number of private schools and their associations have filed cases against this provision. The Supreme Court has clubbed many of these and the judgment is still pending. The main argument of these private unaided schools against RTE is that, it restricts the "right to choice" of these schools. Article 19 (1) g of the Constitution makes it a fundamental right of every citizen to practice any profession, or to carry on any occupation, trade or business. The private unaided schools argued that the right of minority and private unaided schools to "establish and administer educational institutions of their choice" stands violated under RTE.

Different interest groups are viewing this provision of the Act differently. While the private schools are considering it an intrusion to their freedom, a small group of people arguing for common school system views it as promoting privatization of basic schooling. Their argument is based on the premise that public funding of education of relatively poorer or deprived children in private schools would amounts to subsidizing private system of schooling and would eventually lead to greater demands for private schooling especially if public system of schooling is not viewed as providing high quality education. Another section of professionals views this provision as an equalizer as even the private schools would have a fair mix of children from all backgrounds.

The Act defines the norms and standards for building, teacher, working hours, teaching-learning materials in a manner that ensures adequate space, sufficient teachers and teaching time, and enabling teaching learning environment. Each and every primary or upper primary school must fulfil these requirements. All these parameters apply to all schools: public, private or any other category. All schools need recognition from the designated authority within a specified period. All recognised schools must fulfil the norms as specified. The recognition can be withdrawn if the norms are not being fulfilled. Within six months of the commencement of the Act, the required teacher student ratio has to be maintained in each school.

The Central government through National Council of Teachers Education (NCTE) has set the minimum qualification for teachers. A primary school teacher has to have a minimum of senior secondary degree and a diploma / degree in teacher training whereas an upper primary teacher needs to have a Bachelor's degree plus teacher training qualification or a senior secondary degree plus four years' teacher training qualification. In addition, all teachers have to undergo a teacher eligibility test to be conducted by the specified authority. The state government cannot hire any teacher below these requirements after six month of the notification. The states will also have to make provisions for bridging the gaps in qualifications of existing teachers, if any.

The Act has also responded to a major complaint of teachers. Teachers have been the most common government servant to be deputed for all kinds of needs: census, cattle census, Below Poverty Line Survey, elections at all levels, Anti-Polio vaccination, law and order needs. The RTE debars deputation of teachers for any purpose other than decennial census and elections. The Act also prohibits private tuitions by government teachers, a real menace in many states. The Act makes it mandatory for each school to have a library with newspapers, magazines, subject and storybooks. Each class will also be provided with teaching-learning equipments, play materials, games and sports equipment.

The Act makes several provisions with direct implications for school and classroom environment and quality of teaching. The Act makes explicit references to discrimination, harassment and fear issues in three different places. First, it states that it is the duty of the appropriate government to 'ensure that the child belonging to weaker section and the child belonging to disadvantaged groups are not discriminated against and prevented from pursuing elementary education on any grounds'. Second, it asserts that 'no child shall be subjected to physical punishment and mental harassment'. Although not mentioned explicitly, physical and mental harassment can and should be interpreted to include all forms of violence including sexual. Third, the responsibility of the school and teacher includes: 'making the child free from fear, trauma and anxiety and helping the child to express views comprehensively'.

These three provisions are crucial to make the classroom and school a much more respectful and enabling institution with direct impact on retention and learning of girls as well as boys coming from various disadvantaged backgrounds or facing individual challenges. However, this is not an easy task and would require massive investment on teacher training and building accountability mechanisms at all levels.

These provisions are as important for quality as for inclusion. The realisation of these provisions in letter and spirit calls for a shift in the whole culture and ethos of the school as well as school systems. Given the current orientation of teachers, head teachers and the whole educational set-ups in both private and public systems, this is no mean task. Schools need to be turned into responsive institutions where every child is respected and given full opportunity, it could mean greater attention to those who come from more deprived backgrounds.

These three provisions are crucial for all schools: private and government. Those responsible for monitoring the compliance of the RTE must hold them accountable as well. As per the DISE data, nearly 20 percent children go to private, unaided schools at the elementary level, and they have the same right to an environment free from fear, violence and discrimination, this being more significant for students from disadvantaged and weaker sections who would now be admitted to these schools as a result of the RTE provision.

In this context, it is important to mention here that the Act does not make any overt reference to gender issues or girls; the girl child has been assumed to be included in its emphasis on 'all' and gender has been included only as a dimension that could cause disadvantage in the definition of disadvantaged groups. This misses the historical evidence that the emphasis on 'all' does not necessarily mean emphasis on 'each'. However, the provisions made for inclusion and prevent exclusion have special significance for girls and gender issues if interpreted well.

Alongside these three provisions, the Act also refers to curriculum and evaluation processes drawing inspiration from the Constitution leading to all round development of the child by building up on child's knowledge, potentiality and talent, and development of physical and mental abilities to the fullest through child-centered activities using discovery and exploratory methods. The Act recognizes the need for specialists' knowledge by making provisions for the role of specialised institutions for curriculum development and teacher training. To the extent possible, the Act promises the use of mother tongue as medium of instruction. This is an important provision considering a large proportion of children entering schools do not speak the mainstream language at the time of the entry.

It is important to view the inclusion and quality related provisions of the Act in totality, and understand the interrelationships. Inclusion is the pre-condition for ensuring quality, and one leads to the other. For instance, building on the child's knowledge also implies understanding the difference between the knowledge that children with diverse backgrounds bring and respecting that diversity by using all those as base for imparting further knowledge.

Nevertheless, the Act has limitations when it comes to quality. For instance, The Act mentions child centred-teaching but does not mention critical pedagogy and hence is open to interpretation. It makes Continuous and comprehensive evaluation (CCE) compulsory but has also introduced no-detention policy, which means there is no flexibility in allowing children to take a little longer than stipulated period in completing the level. This reflects an inconsistency in the approach and would need to be resolved either at legal or institutional level.

The Act has made it mandatory for every school to have a School Management Committee (SMC), which has been given the important role of initiating School Development Plans and monitoring the implementation of the plan as well as fund-use. SMCs have also been made responsible as the first institution for solving all school and teacher related issues. It is an important move towards making the school accountable to parental/community body. However, the Act is silent about the role of elected local bodies except mentioning that one representative would be a member of the SMC.

Three-fourth of the SMC seats are reserved for parents, the direct stakeholder, and half for the women. Going by past experiences of VECS and other such bodies, it is obvious that mere representation is enough for the groups of people who had never been given voice to be empowered and start exercising their rights very easily. This means it would be important to make concerted efforts to empower SMCs in a manner that it does not remain only a representative body on paper. In that context, it is important that SMC training goes beyond technical inputs and includes issues of equity, discrimination and transformation using appropriate methods.

A recent Amendment has made the role of SMCs in aided and minority run institutions 'advisory' and will not have the role of developing the School Development Plan. While it was important to make this relaxation for Minority institutions in view of the special status granted to them by Constitution, this does not seem fully justified in case of all aided schools. These is a reflection of the government being susceptible to the pressure of vested interests and make compromises that are not necessarily consistent with the spirit of the new law.

#### **3.1.4 Penalty**

The Act levies huge penalty on non compliance. If Transfer certificate is not issued to issued on time by the head master or the school in charge he/she is liable to disciplinary action under the service rule applicable to him or her. If capitation fee is charged by any organisation there is a

penalty of 10 times the fee charged under the Act. The Act prohibits any kind of screening procedure for admission of child, a sum of rupees 25 thousand will be charged for first time offenders and later the penalty increases to 50 thousand and beyond. RTE makes it mandatory for all schools to follow the norms mentioned in the Act, and schools are given certificates of recognition by the government. If any school does not abide by the norms the government can withdraw this recognition. A sum of rupees one lakh as penalty needs to be paid by unrecognised schools and this sum can go beyond ten lakhs and above.

The Act, however, is weak when it comes to redressal / compliance mechanisms. Going to Court should be the last resort but that would be the case only if there are other redressal mechanisms at all levels. But the RTE does not go into much detail in this context. State rules can overcome this weakness by emphasizing creation of strong and effective redressal mechanisms at all levels.

### **3.2 Karnataka RTE Rules**

The RTE has provision for the respective states to come up with their own rules for RTE in accordance with the regional variations. Each state needs to consider the current situation of elementary education present in the state, the gaps that need to be filled after consideration of the RTE norms, the cultural and regional variations and come up with the state model rules that need to be implemented within the given time frame. Karnataka came up with the draft of Right of Children to Free and Compulsory Education Rules in June 2010 but adopted them only in April 2012. The new rules are almost the same as draft with a few more detailing. We analyse the rules from the perspective of the letter and spirit of the Act, and model rules circulated by the centre. The rules have maintained all the basic provisions of the Act such as following up the norms for building and physical infrastructure and teachers, admission, fee and reservation. We here focus on specific aspects that are critical for implementation of the Act in the state.

#### **3.2.1 Definitions**

RTE final rules have defined few of the important stakeholders in a detailed manner. These definitions are important for the implementation of the Act but were absent in the draft rules. Child belonging to disadvantaged group is defined as a child belonging to the Scheduled Caste, the Scheduled Tribe, the Other Backward Caste as specified by the Government of Karnataka. It also includes orphans, migrant and street child, child with special needs and HIV affected/infected child. Child belonging to weaker section means a child belonging to such



parent or guardian whose annual income is lower than the minimum limit as notified by the state. These definitions are important for implementation of provisions such as 25 percent reservations of children belonging to disadvantaged and weaker sections of society. The Government of Karnataka has issued a notification on 9th May 2012, defining the category of 'weaker section'. This notification defines a child belonging to the weaker section as a child belonging to all other castes and communities residing in Karnataka whose guardian's or parents' annual income is less than one prescribed by social welfare department from time to time to determine the creamy layer of socially and educationally backward class. The said limit currently is Rs. 3.50 Lakhs.

The RTE final rules also define per child expenditure as the total annual recurring expenditure incurred by the state on elementary education in respect of all schools established or owned by it or by the local authority, divided by the total number of children enrolled in such schools. The final rules have also defined the process of payment of this per child expenditure; the upper limit of the per child expenditure is Rs.11,848 per annum per student. The government has also defined the upper limit for reimbursement of preschool classes for children under the 25 percent reservation up to Rs.5, 924. The reimbursement will be made directly by way of electronic fund transfer in separate bank account maintained by the school in two instalments during the academic year. First instalment of 50% shall be reimbursed in the month of September and second instalment in the month of January after receiving compliance report in FORM III from the schools.

The RTE draft rules defined neighbourhood schools as all schools that fall within the radius of 1Km for a child eligible for primary education and 3Kms for upper Primary. The RTE final rules have made a modification in this definition by dividing this category into 3 sub parts. Therefore a neighbourhood schools is any school that falls under the radius of 1 Km for child in class I-V, 3Kms for a child in class V-VII and 5 Kms for a child in class VIII.

### **3.2.2 Documents of age proof**

The RTE rules has put down a list of documents that will be considered to be valid if a birth certificate is not available with the child during the process of admissions. These documents are hospital/auxiliary nurse and midwife register record, anganwadi record, self-declaration for the age of the child by the parent or guardian. The draft rules had a provision for 'hard to reach children' where such a child who has no parents or guardian, the school at its own expense



could have the child examined by a certified doctor and enter the date of birth of the child into a certificate by the doctor. This option has been omitted in the RTE final rules.

### **3.2.3 Recognition and de-recognition of Schools**

The RTE defines a lengthy process of recognition of schools and de recognition of schools. The final rules add the period validity of such recognition. It states that validity of the recognition should be for five years, which may be considered for renewal on application by the concerned. The RTE final rules provide for the schools to appeal against the order of de recognition issued against them by the DDPI. This appeal has to be filed before the Director of Public Instruction (DPI) within 30 days from the date of the order. The DPI shall, at first decide admissibility of the appeal and once the appeal has been admitted for hearing, the order under appeal shall remain suspended till the final decision of the appeal. The DPI, after giving the opportunity of hearing to the both parties, shall pass order within two months from the date of filing of appeal, such order shall be final. This clause is beneficial as it gives equal autonomy to the schools to bring forward their side of the case and makes the process of recognition more democratic.

### **3.2.4 25 Percent Reservation**

All unaided schools in Karnataka are supposed to reserve 25 percent of the seats in grade 1 for children belonging to the weaker sections of society and disadvantaged groups. For this purpose the government has further divided this 25 percent quota between these two categories of weaker section and disadvantaged section. Seven and a half percent shall be provided to the Scheduled Caste, 1.5 percent to the Scheduled Tribes and the balance 16 percent of the seats shall be provided to the other categories of children belonging to disadvantaged groups and other children belonging to the weaker sections in the neighbourhood. If the SC and ST quota remain unfilled then it will be added to the remaining categories mentioned in the rules. In case the seats earmarked for other categories of children remain unfilled, then those seats are to be filled by SC and ST students. These sub-divisions may create problems in areas with high concentration of ST or SC as seats meant for others may not come to them and they remain limited to the allotted 1.5 and 7.5 percent seats.

The government has added a new provision in the 25 percent reservation category by adding that after exhausting all the applications from one neighbourhood, application from children outside the neighbourhood will be considered. But the government does not define the

geographical boundary for which the applications will be considered. This can lead to all kinds of malpractices and it also defies the very logic of neighbourhood schooling.

Under this notification the government also covered the identification process of an orphan child, migrant and street child, children with special needs, HIV infected and affected child, children belonging to the weaker section. For children who come under the category of orphans, certificate from a competent authority belonging to the women and child welfare department will be considered. For identification of children who are in the category of migratory and street children, a certificate from a competent authority from women and child welfare department or labour department or education department will be considered. For identification of children with special needs children and HIV infected /affected child certificate from a competent authority from the health department will be taken into consideration. For identification of children belonging to weaker section, certificate from the revenue department will be considered.

### **3.2.5 Academic authority and Curriculum**

The state has declared Department of State Educational Research and Training (DSERT) and District Institute of Education and Training (DIET) as Academic Authorities. The Department of State Educational Research and Training (DSERT) is the academic authority in the state for all schools adopting the state curriculum for the purpose of Section 29 of the act. The DSERT has the responsibility of designing the curriculum and periodic revisions of the curriculum. In addition to this the draft rules provided for the state to designate an authority to monitor learning levels of children, this has been excluded in the final rules. The final rules do not mention any such provision, but there is a provision for the state to recognize additional academic authorities. The draft rules also had the provision for the schools to have a degree of academic freedom and flexibility in adopting methods of teaching to suit local situations and standards, which is absent in the final rules.

### **3.2.6 Local Authorities**

The RTE rules have declared SDMC, Gram Panchayat and Block Education Officer as Local authorities. The duties of the state and local government include most primarily providing free and compulsory elementary education to every child within its jurisdiction in a neighbourhood school, ensure and monitor compulsory admission, attendance, and completion of 8 years of quality and discrimination free education. They also have the responsibility to ensure the prescription of curriculum, textbooks and learning materials, scholarships, MDM, to the

students. It is the duty of the government to fill the vacant position of a teacher within the prescribed time frame of 90 days according to the Act; the government has to provide for adequate arrangements for children with special needs.

The BEO is a vital position at the local level which represents the government. The duties of the BEO to notify jurisdiction of each neighbourhood school taking into consideration the natural barriers, density of population etc. The BEO has the responsibility to arrange for transfer of students who have not been able to access elementary education. The BEO also holds the duty to notify the state government about the learning levels of each class measured in accordance with the learning outcomes as desired by the state and the Act.

The duties of the state government include providing quality education and consist of, devising age appropriate syllabus, books and learning materials with the help of DSERT, monitoring the learning of children for each school, Fixing special training sessions for children who have not been able to meet the desired levels of learning, maintenance of portfolios of each child, teacher training programmes which is also subjected to external evaluation.

The state government has to come up with an annual status report of the implementation of the Act, this status report consists of the budget (centre and states share), the amount needed for further implantation, reasons for shortfalls in implementation if any, gaps in implementation, the number of drop outs, and out of school children and the number of cases registered under violation of the Act with the steps taken to redress the violation.

### **3.2.7 Admission Process**

The RTE allows for the state to devise a common pattern of admission to bring about uniformity in the admission procedure especially for the private unaided school. It is important to note here that any kind of screening procedure for the children or parents is strictly prohibited under the Act. Therefore the common pattern of admission has to be devised by the state keeping this prohibition in mind. This is a big challenge that the rules do not address at the moment.

### **3.2.8 SDMC and the School**

The RTE final rules have made the composition of the SDMCs even more representative and meaningful by adding a health worker and an anganwadi worker in the respective area as ex-officio members of each SDMC. This will help SDMC in fulfilling its responsibilities related to

overseeing hygiene, upkeep and maintenance of the school, monitoring the school health programmes and facilitating regular health camps for the children in the school.

One member of the SDMC has to be a teacher, other than head teacher who is al a member, and RTE final rules give power to the BEO to choose this teacher rather than leaving this to school. However, in general, RTE rules make SDMC more powerful by enhancing their autonomy. It has been given the power to act as a first level grievance redressal body and monitor as well as take appropriate actions in the event of harassment of teachers. The SDMC has been given the power to issue appeal and applications for money and funds to help in the smooth implementations of its functions. But the SDMC is not authorized to collect donations of any kind from the parents. According to the final rules the SDMC has the power to hire the services of local persons as teachers or instructors, as the case may be, where there is need, on a voluntary basis or on payment of fixed honorarium, meeting the cost from the funds provided there is no regular post to fill that position on a permanent basis.

The school has the duty to maintain records of children, provide for a discrimination free environment at school, provide transfer certificate to children who wish to migrate. The duties of the teachers include assessing performance of every child, participate in training programmes, provide quality education with no use of corporal punishment so that the child is given stress free education.

The school has to devise an annual school development plan consisting of all the activities that needs to be undertaken by the school in the academic year. All elementary schools have to be evaluated on a scale of 5 points annually. Every year 5 percent of the schools will have to go through a third party evaluation. And the state has to bring out an annual report based on this.

### **3.2.9 Teacher Grievances**

The Draft rules had the provisions for a school tribunal at the state and district level which would act as grievance redressal authorities for teachers, each of these tribunals consisted of three members, the chairperson from the field of judiciary and the other two members from the field of elementary education. This provision has been excluded from the RTE final rules.

### **3.2.10 SCPCR and State Advisory Council**

The final RTE rules have curtailed the responsibilities of the SCPCR, an independent body, making it more state bureaucracy centred. The draft rules had the provisions that the SCPCR

could be appealed to in case of dissatisfaction with de recognition of schools. This power has been shifted from the SCPCR to the Director of Public Instructions. The draft rules have laid down the detailed composition of the SCPCR; this section is not present in the final rules.

The State advisory council is a body dedicated to proper implementation of the Act. The Council is supposed to have representation from all social groups, academics who work on child psychology, elementary education and related areas, the representatives of Sarva Shiksha Abhiyan (SSA) and the state government.

### **3.2.11 Penalty in the Karnataka RTE rules**

According to the Act, any school which does not follow the prescribed norms present in the Act can lose their recognition by the state within a specified notice and warning period. No school is supposed to be engaging in any kind of screening procedure for the child or parents. Any school violating or conducting admissions contrary to the calendar of events prescribed by the state is liable to be blacklisted and is entitled to penal provisions under the Act, refusal to provide formal education on the grounds of religion, language, gender, caste, class or any other social category by the school is subjected to penal provisions under the Act. Therefore the Act provides for strict rules for compliance and even stricter guidelines for penalty to non compliance. However, the process of recognition and de-recognition is entirely guided by a process that is in the hands of bureaucracy alone. There is no mention on broad-based bodies with representation from civil society or local elected governments in this process.

The state has just started implementing the Act and is in a very fluid state at the moment. Although private schools are only one side of the challenge, their opposition to the Act has been so vociferous that it has captured all media space so far. The implementation of the Act would unfold various challenges for the government pertaining to its own delivery as well as the regulation of private schools. We examine the financial and governance challenges that the Government of Karnataka is likely to face in the process of implementation of this Act in the next two chapters.

## **4. FINANCIAL CHALLENGES POSED BY RTE: WHERE DOES KARNATAKA STAND?**

Financial challenges of implementing RTE emanate from fulfilling all the norms related to physical facilities at the school and other institutions, teachers and other human resources required at various levels, and other provisions for inclusion and quality as specified in the Act. Civil works related to access can be a major capital investment required in states where there exist huge gaps in infrastructure. States that have very high PTR are going to face a major hike in their salary bills once the norms are fulfilled, which means an increase in their recurrent expenses. Also, the states that are facing a high gap in PTR or in the teacher qualification would need to invest heavily on building training infrastructure and capacities. Provisions meant for raising the quality of education and making the facilities as well as the processes inclusive also have financial implications. In this chapter we try to analyse where Karnataka stands in these respects by estimating the gaps and the level of investments that are required.

We have estimated the financial requirements on physical gaps as per available sources and revised financial norms for SSA, introduced after RTE enactment. Consultation at both state and central SSA offices were used to fill the information gap and refine the norms wherever required. The estimates are based on 2009-10 figures for physical indicators and therefore not real time, as there is obviously a gap in the period of information available. It implies that some of the works indicated for the subsequent years would have been completed. This does not affect that analysis as the exercise is aimed at projecting the total financial requirements for a period starting 2010-11 to 2012-13, the end year for meeting most of the RTE norms.

Financial estimates are closely linked to the chosen strategies, and therefore subject to change over a short period of time. Nevertheless, our objective was to gauge the entire financial requirements and see whether the state is in a position to meet those; and these estimated fulfil that objective to a large extent. The estimates reflect the requirements for public expenditure and do not take into account the private expenditure, either institutional or household into consideration. Therefore, the focus is largely on government run schools alone except in case of teachers, where the government is also responsible for teachers' salaries in aided schools. We have included aided schools in case of teacher related requirements. We have assumed that all new entrants will come to the government system while in reality a proportion is likely to go to private schools because of the new RTE provision of reserving 25 percent seats. However, this is not going to inflate the estimates for public expenditure, as the government is committed to compensate the schools based on per capita expenses borne in the public system. Hence, the

estimates can be viewed as fairly comprehensive forecast of public expenditure in elementary education required for fulfilling RTE norms: in letter and in spirit. Attachment II provides the details of the sources and assumptions used for financial estimates.

#### 4.1 Access and Infrastructure

The spread of school infrastructure and facilities in Karnataka has been relatively better among Indian states, which gets reflected in its high per capita expenditure on education. As per the latest DISE report, the state opened 4352 new primary schools and 885 new upper primary schools between 2002-03 and 2010-11, and as a result has reached 100 percent access ratio meaning all habitations have a primary school within a kilometer.

The state appears to be well placed though not yet fully conforming the RTE norms on physical infrastructure that each school must fulfill. This implies that the remaining requirements of construction are not huge. The following Table shows the proportion of schools covered under DISE in September 2010 that fulfills different norms. While more than 90 percent schools fulfill the norms related to drinking water, common toilets, library and electricity, the gaps are higher for boundary wall, girls' toilets, ramps and playgrounds.

**Table4.0.1: Status of availability of physical facilities in Elementary Schools mandated by the RTE**

S.No	Facility	Elementary Schools under Education Department	Schools covered by DISE
1	Common Toilets	91.97	91.35
2	Girl's Toilets	74.26	91.55
3	Electricity	91.89	91.81
4	Play Ground	54.42	61.59
5	Ramps	72.95	60.94
6	Library	91.86	76.57
7	Compound Wall	66.16	69.1
8	Drinking Water	93.6	98.56

Source: Education in Karnataka 2010-11, An Analytical Report, Page Number 2, DISE Flash Statistics, 2010-11, DISE Analytical Tables (Provisional) 2010-11

Table 4.2 shows that the state as a whole is quite comfortable in terms of student classroom ratio. The average student classroom ratio at primary level is 15:1 and for upper primary it is 27:1. However, it is high at 35:1 for upper primary level in private aided schools in comparison to the RTE norm of 30:1. District wise distribution reveals that the provisioning is relatively poorer in North Karnataka districts such as Belgaum, Bidar, Bijapur and Raichur. These districts

had been historically educationally not as advanced as their counterparts and hence deserve greater attention and investment.

**Table 4.0.2: Student Classroom Ratio in Schools**

Management	Lower Primary Schools	Upper Primary Schools	Elementary Schools	Secondary Schools
Education Dept.	14.91	25.48	22.7	46.71
SW+LSG	19.6	32.44	29.71	33.64
Aided	28.84	35.37	35.06	44.69
Un-Aided	15.52	27.34	25.63	27.39
Centrally and Other Management Schools	21.8	26.4	26.29	26.64
Total	15.3	26.96	24.5	35.1

Source: Education in Karnataka 2010-11, An Analytical Report

Education Department run schools constitute about 77 percent of the total elementary schools (Table 4.3). While these schools are better than the rest in terms of having fulfilled infrastructural norms in some cases such as ramps, others appear to be better in other cases such as girls' toilets, drinking water and playground (Table 4.1). The main challenge is for the Education Department run and private unaided schools, as these are the two biggest providers. Private unaided also has a significant share at upper primary level. While the government has a direct responsibility of making the resources available and fulfil these provisions in its own schools, it also has an indirect responsibility of regulation and ensuring that these norms are fulfilled for private schools as well.

**Table 4.0.3: Distribution of schools by management**

Category	Lower Primary School		Upper Primary		Elementary Schools	
	No.	%	No.	%	No.	%
Education Dept.	23109	87.86	22568	68.13	45677	76.86
SW+LSG	184	0.7	539	1.63	723	1.22
Aided	239	0.91	2418	7.3	2657	4.47
Un-Aided	2761	10.5	7491	22.61	10252	17.25
Centrally and Other Management Schools	9	0.03	110	0.33	119	0.2
Total	26302	100	33126	100	59428	100

Source: Education in Karnataka 2010-11, An Analytical Report



Table 4.0.4: Financial requirements for filling the physical infrastructure gaps in government run schools

	Total Gaps (physical)	Total financial requiremen ts (in Rs. millions)	Year wise financial requirements (in Rs. millions)		
			2010-2011	2011-2012	2012-2013
<b>1. School</b>					
Common Toilet	3,670	131.05	0	131.05	0
Girls Toilet	11,759	254.68	254.68	0	0
Electricity	3,704	18.52	9.06	9.47	0
Play Ground	20,822	2082.2	-	2082.2	-
Ramps	12,356	172.98	-	172.98	-
Library (Lower Primary)	24,315	72.95	63.71	9.24	0
Library (Upper Primary)	18,486	184.86	178.47	6.39	0
Compound Wall	15,252	381.3	0	243.6	137.7
Drinking Water	2,926	43.89	0	43.89	0
Minor repairs Primary@	13,726	0	0	0	0
Minor repairs Upper Primary@	39,502	0	0	0	0
Major repairs Primary	6,906	120.62	120.62	0	0
Major repairs Upper Primary	23,574	60.58	60.58	0	0
New School buildings Primary	3,290	2,961.00	116.1	27.9	2,817.00

New School buildings Upper Primary	361	326.45	1.55	324.9	0
Schools renovation primary	2,271	738.08	0	0	738.08
Schools renovation upper primary	51	19	2.42	16.58	0
New Higher Primary School Building	0	0	0	0	0
School renovation higher primary	0	0	0	0	0
Additional classrooms	5,319	1,504.38	1,504.38	0	0
Furniture (per child)	3,240,164	1,620.08	1,618.56	1.53	0
Fire Extinguisher	59,459	118.92	118.86	0.06	0
<b>2. Other Institutions</b>					
BRC Furniture	202	20.2	20.2	0	0
CRC furniture	2,820	33.03	28.2	4.83	0
<b>Total</b>		10864.77	4097.39	3074.62	3692.78

Notes:

1. It has been assumed that the provision for annual maintenance and repair fund will take care of minor repair works in Primary and Upper Primary schools and therefore no financial allocation has been made.
2. Fire Extinguisher: RTE specifies that each school should have a fire extinguisher. It is being assumed that the existing schools do not have fire extinguisher in place.

3. The estimates for furniture are based on revised SSA norm of one time grant for each child at upper primary level
4. Additional Classroom: According to the Appraisal Report, 2011-11, 121 Lower Primary Schools are to be upgraded to cater to 3050 children. The number of classroom required is rounded to 88 based on the TPR of 1:35. In addition, 483 classrooms need to be built for the CRC purposes
5. New school Buildings Primary/Upper Primary: The schools with no building and those running in kuchcha building or tent have been taken for the purpose of estimates.

Table 4.4 presents the financial estimates for fulfilling the gaps in physical infrastructure. The estimated costs for the elements that have been newly added by the RTE as essential norms are higher as most schools presently do not have those facilities. These include playground and furniture. New school buildings and additional classrooms come next. Nearly the entire expenditure is for the school infrastructure except a very small proportion for support structures such as CRC and BRC. Considering the trends in the past, it should not be difficult to meet these requirements by 2012-13, the end year as per the present guidelines, to fulfill the RTE norms related to physical infrastructure.

## 4.2 Teachers

Karnataka is one of the few states that do not need to hire additional teachers to fulfill the RTE requirements. The PTR at both primary (26) and upper primary (28) levels are well within the general RTE norm of 30:1 and 35:1 respectively. Even the district wise distribution shows that all districts are within this norm although district wise variations exist. However, the management wise distribution shows that the PTR is higher than the RTE norms for private aided schools (Table 4.5).

**Table 4.0.5: Pupil Teacher Ratio in Karnataka Elementary Schools, 2010-11**

Management	PTR
All Schools	26
All Government Schools	24
All Aided Schools	41
All Unaided Schools	28
All Unrecognised Schools	38
Primary Level	26
Upper Primary Level	28

Source: DISE Flash Statistics, 2010-11

Since the RTE prescribes these norms for every school, it makes more sense to see if all schools fulfill these norms or not. From that perspective, Karnataka also faces a challenge: 23

percent of its primary schools and 22 percent of upper primary schools have PTR higher than 30:1 and 35:1 respectively. This has both financial and governance implications depending upon their distribution. If these schools are spread in a manner that transfers across schools could solve the matter then it is an issue of governance alone. In case these are distributed across schools in some districts in a manner that transfers alone would not help and additional teachers are required, it has both governance and financial implications. However, in general, considering that the numbers are not large, and also the fact that the state has a declining population growth rate, the requirement for additional teachers is going to be either low or nil. This means that RTE is not going to lead to any notable hike in salary bills for teachers other than normal increases (Table 4.6 and 4.7).

**Table 4.0.6: Teachers in Elementary Education in Place (2010-11)**

	Government + Aided	Unaided	Others	Total
Bagalkot	7464	1791	11	9266
Bangalore Rural	3922	1633	33	5588
Bangalore U north	4021	10835	309	15165
Bangalore U South	5611	15143	274	21028
Belgaum	8052	1645	68	9765
Chikkodi	9258	2672	46	11976
Bellary	8356	3140	81	11577
Bidar	7831	2741	48	10620
Bijapur	9760	2483	61	12304
Chamarajanagara	3496	730	26	4252
Chikkaballapura	5127	1959	26	7112
Chikkamangalore	5611	1170	40	6821
Chitradurga	7360	1078	21	8459
Dakshina Kannada	5850	2107	30	7987
Davanagere	7523	2479	19	10021
Dharwad	5972	2364	94	8430
Gadag	4226	914	34	5174
Gulbarga	10815	2920	22	13757
Hassan	7912	2046	52	10010
Haveri	6516	1342	44	7902
Kodagu	2022	849	35	2906
Kolar	6285	2381	24	8690
Koppal	5469	1024	37	6530
Mandya	6087	2155	18	8260
Mysore	8971	3842	164	12977
Raichur	8562	2768	34	11364

Ramanagara	4419	1265	0	5684
Shimoga	7255	1684	15	8954
Tumkur	6863	1999	34	8896
TumkurMadhugiri	4379	896	8	5283
Udupi	3646	984	22	4652
Uttara Kannada	3685	535	72	4292
Uttara Kannada Sirsi	3526	315	28	3869
Yadagiri	4594	898	0	5492
Total	210446	82787	1830	295063

Source: DISE, NUEPA, 2010-11

Table 4.0.7: Financial requirements for teacher salaries

District	Present Teachers (2010-11)	Estimated Salary (in million) (2010-11)	Estimated Student Population (2012-13)	Additional Teachers Required	Estimated Teachers (2012-13)	Estimated Salary (in million) (2012-13)
Bagalkot	9408	15805.44	252,265	0	9,408	15805.44
Bangalore Rural	5589	9389.52	106,078	0	5,589	9389.52
Bangalore north	15115	25393.2	352,644	0	15,115	25393.2
Bangalore South	20972	35232.96	570,372	0	20,972	35232.96
Belgaum	9863	16569.84	231,808	0	9,863	16569.84
Chikkodi	12027	20205.36	388,405	0	12,027	20205.36
Bellary	11485	19294.8	316,489	0	11,485	19294.8
Bidar	10549	17722.32	323,479	0	10,549	17722.32
Bijapur	12265	20605.2	372,751	0	12,265	20605.2
Chamarajanagara	4227	7101.36	95,591	0	4,227	7101.36
Chikkaballapura	7036	11820.48	133,897	0	7,036	11820.48
Chikkamangalore	6974	11716.32	96,701	0	6,974	11716.32
Chitradurga	8781	14752.08	199,393	0	8,781	14752.08
D. Kannada	8014	13463.52	235,936	0	8,014	13463.52
Davanagere	9923	16670.64	228,416	0	9,923	16670.64
Dharwad	8402	14115.36	228,615	0	8,402	14115.36
Gadag	5208	8749.44	140,701	0	5,208	8749.44
Gulbarga	13829	2323.27	498,013	11	13,840	23251.2
Hassan	10017	16828.56	174,780	0	10,017	16828.56
Haveri	7838	13167.84	192,550	0	7,838	13167.84
Kodagu	2913	4893.84	59,175	0	2,913	4893.84
Kolar	8671	14567.28	165,360	0	8,671	14567.28
Koppal	7136	11988.48	202,724	0	7,136	11988.48
Mandya	8231	13828.08	181,872	0	8,231	13828.08
Mysore	13085	21982.8	315,709	0	13,085	21982.8

Raichur	11281	18952.08	215,084	0	11,281	18952.08
Ramanagara	5730	9626.4	107,993	0	5,730	9626.4
Shimoga	8909	14967.12	210,373	0	8,909	14967.12
Tumkur	8972	15072.96	168,766	0	8,972	15072.96
TumkurMadhugiri	5242	8806.56	95,697	0	5,242	8806.56
Udupi	4683	7867.44	113,163	0	4,683	7867.44
Uttara Kannada	8236	13836.48	144,315	0	8,236	13836.48
Yadagiri	5526	9283.68	101,981	0	5,526	9283.68
Total	296137	476600.7	7221096	11	296148	497528.6

Notes: 1. Teachers include regular teachers as provided by DISE – 2010-11(P)

2. Salary of regular teachers is assumed to be Rs 14000 per month on an average. This is based on the present salary practices and was arrived at in consultation with the Department of Education, Karnataka

3. Uttara Kannada = Uttara Kannada includes Sirsi for estimating the need for additional teachers

4. Due to lack of district-level children population data, we make use of the student population from DISE to estimate the number of required teachers for 2012-13.

As mentioned earlier, the state has not compromised on the qualification of teachers and has also not hired contract basis. Hence, nearly all teachers in the government sector are hired on a permanent basis and are professionally qualified teachers fulfilling the RTE requirements. However, about 7 percent of teachers in private unaided schools are reported to be not having the required professional training (Table 4.8). Considering the fact that private unaided schools are significant in number, this number is also large and hence calls for attention. However, the state does not face any major financial challenge for public investment in this regard.

Table 4.8: School management wise distribution of Professionally Trained Regular Teachers, Karnataka

Management	Percentage of Professionally Trained Regular Teachers
All Schools	97.49
All Government Schools	98.36
All Aided Schools	98.47
All Unaided Schools	92.89
All Unrecognised Schools	77.78

Source: DISE Flash Statistics, 2010-11, pg 16

### 4.3 Quality and Inclusion

A number of RTE provisions deal with the issues related with enhancement of quality and making education system and processes inclusive. It is difficult to separate quality from inclusion and therefore we are deliberately taking these together. It is also difficult to estimate the financial implications of these provisions, and they can at best be only suggestive. The need for actual financial resources will depend on the choice of strategy and the real situation on the

ground. However, these tentative estimates help us in gauging the extent this requirement could impact the size of total public expenditure on elementary education. These estimates are largely based on the revised SSA norms meant to lead to the realisation of RTE.

These include the elements of:

- 1) Teacher training and academic monitoring related: in-service teacher training for teachers, all expenses related to CRC, BRC, Learning enhancement programme
- 2) Community engagement related: expenses incurred on community mobilisation and SMC training
- 3) School related: teacher grant, school grants, teaching-learning equipment
- 4) Child focussed: midday meal, transportation, escorts, textbooks, uniform, school bag, stationery, special training for out of school, special provisions for differently abled children
- 5) Specific programmes: NPEGL, KGBV, innovation fund for CAL, innovation fund for equity

**Table 4.0.9: Financial requirements for Inclusion and Quality related interventions (Rs. millions)**

Head	Sub-Head	Total Physical (2010-13)	Total Financial (2010-13)	2010-2011	2011-2012	2012-2013
Teacher Training	Refresher residential in-service training of 10 days for all teachers each year	898,059	1,796	599	599	599
	One day monthly cluster level meetings for 10 months for all teachers each year	898,059	898	299	299	299
	Refresher Training for all teacher trainers for 10 days each year	18,466	37	11	13	13
	Refresher residential in-service training of 10 days for all Head-master teachers each year	1,293	3	1	1	1
	Training for untrained teachers to enable them to acquire professional qualification	23,426	141	70	70	0

BRC	Salary -BRC	9,627	1,530	462	508	559
	Provision for furniture - BRC	202	20	20	0	0
	Contingency Grant - BRC	606	30	10	10	10
	Meeting/Travel Allowance - BRC	606	18	6	6	6
	TLM Grant - BRC	606	6	2	2	2
	Maintenance Grant - BRC	606	6	2	2	2
	Augmentation of training infrastructure (one time grant)	131	66	66	0	0
CRC	Salary -CRC	9,426	1505	406	523	576
	Provision for furniture - CRC	3,786	33	28	5	0
	Contingency Grant - CRC	9,426	94	28	33	33
	Meeting/Travel Allowance - CRC	9,426	113	34	40	40
	TLM Grant - CRC	9,426	28	8	10	10
	Maintenance Grant - CRC	9,426	19	6	7	7
LEP	Learning Enhancement Programme	99	906	302	302	302
Community	Community Mobilization	99	172	57	57	57
SMC	Training of VEC/SMC - 3 days residential	820,584	492	164	164	164
	Training of VEC/SMC - 3 days non-residential	820,584	246	82	82	82
	Training of Local Authority - 3 days residential	75,264	45	15	15	15
	Training of Local Authority - 3 days non-residential	75,264	23	8	8	8
Grant	Teachers Grant (Regular)	898,059	449	150	150	150
Grant	School Grant (Primary)	78,726	394	132	131	131
	School Grant (Higher Primary)	99,620	1,195	398	399	399
TLE	Teachers Learning Equipment - New Primary School	166	3	3	1	0
	Teachers Learning	451	23	17	6	0



	Equipment - New UPS School					
MDM	Mid-Day Meal (Primary)	14,941,068	8,038	2,719	2,679	2,640
	MDM (Upper Primary)	9,487,743	8,412	2,870	2,803	2,738
	MDM (Salary)	178,346	443	134	147	162
Transport	Transportation	94,152	282	94	94	94
Escorts	Escorts - Primary	12,204	37	12	12	12
	Escorts - Upper Primary	81,948	246	82	82	82
Text book	Free Text book	24,428,811	2,076	705	692	680
Sports	Sports Equipment & Maintenance	59,459	5,946	0	0	5,946
Uniform	Uniform	24,428,811	4,886	1,658	1,628	1,599
Special Training	Special training for Out of School Children Residential - 1 year	150,146	901	306	300	295
	Non-Residential - 2 year	305,268	6,105	2,102	2,020	1,984
Children with special needs	Residential schools for children with special needs Non-Recurring (one time grant)	5	5	5	0	0
	Residential schools for children with special needs Recurring	15	11	4	4	4
	Other Provisions for Differently Abled Children	300,292	901	306	300	295
CAL	Innovation Fund for Computer aided learning	99	495	165	165	165
Equity	Innovation Fund for Equity	99	495	165	165	165
NPEGEL	NPEGEL	2,763	176	59	59	59
KGBV	KGBV	213	58	19	19	19
Total			49,804	14791	14612	20404

Notes: 1. Research, Evaluation, Supervision and Monitoring: this has been estimated based on the need for reasonable expenses for this purpose, as currently there is no such fund.

An amount of Rs 10,000 per school is assumed to be spent for sports purposes from 2012-13

Regular in-service teacher training has become a common feature in India starting with DPEP and later SSA. Although the efficacy of these training has been questioned and therefore there

is a need for looking for alternative means to strengthen teachers' capacities, the financial estimates are based on the current practice of providing ten day residential training and ten one-day training to every teacher every year. It is assumed that even if the state opts for an alternative mode, the financial requirements would remain in the same range.

The RTE mentions about strengthening academic institutions at various levels: cluster, block (Taluka), district and state. Under SSA, like most other states, Karnataka has also already established Cluster Resource Centres (CRCs) and Block (Taluka) Resource Centres, and they are fully functional. District Institute of Educational Training (DIETs) are also functional and regularly conduct pre-service as well as some in-service teacher training programmes. Therefore, The RTE does not have any additional financial implication for these institutions. At state level, the draft RTE rules declare the DSERT as the Academic Authority. It is a fully functional wing of the government and hence there is no financial implication per se. However, there could be governance implications as the Academic Authorities are expected to have a particular level of autonomy.

The community plays a major role in realising the RTE to its true spirit both by sending children regularly to schools and fulfilling the responsibilities assigned to the SMC. SMC has major responsibility to prepare the School Development Plan and monitor its execution. The quality and success of the SDP would depend on the capacities and action of the SMC, and hence it would be important to invest on enhancement of their capacities and ensuring that they participate fully. Again, the quality of training and other forms of engagement would determine the quality of SMC interventions but the financial estimates are simply based on the SSA guidelines for annual three day residential and three day non-residential training for all SMC members. It is assumed that the quality of these training and how they are organised would not change the financial estimates in any significant manner. The provision for six day training is indeed better than the original SSA guideline that provided only for two-day training, which was highly inadequate.

School grants for maintenance and development will continue and hence do not require any additional expenditure. Certain new provisions for the child have been added by the RTE; in addition to free textbooks and hot midday meal this includes uniforms, transportation and escorts. Certain other provisions such as transfer certificates for migrating children, etc. do not have financial implications and hence have not been included in the estimates. Inclusion of physically and differently abled children is a tough task and the cost of inclusion of different

categories of children could vary quite widely. However, one standard per child cost has been used for these estimates.

A number of special programmes for promoting girls' education and gender equality in education (NPGEEL and KGBV) are running and it is assumed that these would continue for some time to come. KGBV, residential upper primary schools, is also being integrated with secondary school interventions. Therefore, their costs have been added. The revised guideline also makes provisions for innovation funds for CAL and equity and we have included those in our estimations.

Unlike physical infrastructure, the costs for quality and inclusion are largely though not necessarily recurrent in nature. This means the state would need to sustain these in the long run. However, some interventions are viewed as being transitory in nature and once the objectives are met, they may not be needed. This includes interventions such as special training for out of school children and transfer strategies such as free uniforms and textbooks. The provision of hot midday meal is one of the most expensive interventions if one considers the total investment but it is also one of the most effective strategies in terms of ensuring children's enrolment and attendance, and is also viewed as ensuring food security to an extent.

#### **4.4 Research, Monitoring and Evaluation**

Research, monitoring and evaluation also play an important role in delivery of services and it is important to take note of the financial implications. The following Table (4.10) details out the requirements. Data collection and management as well as the provision for third party evaluation are also part of this section. Since education of the masses has been identified as an important need, we are including that element as well. SSA had provisions for states starting an institution focussing on education management. Karnataka has recently decided to start one in Dharwad district and we have included the SSA's mandated one time provision in the estimates. The salary component for regular education department employees and the budget provision for bodies such as SCPCR are not included here. However, these are small elements and therefore unlikely to impact the total estimates in any significant manner.

Table 4.0.10: Financial requirements for Monitoring and Evaluation related interventions (Rs. millions)

Head	Sub-Head	Total Physical (2010-13)	Total Financial (2010-13)	2010-2011	2011-2012	2012-2013
Research, Evaluation, Supervision and Monitoring	REMS - state	178,346	357	119	119	119
	REMS - District wise	33	33	0	0	33
Management & MIS	Management & MIS	99	926	309	309	309
External Evaluation	Third-Party Evaluation	1	10	0	0	10
Media Campaign	Media Campaign	33	7	0	0	7
SIEMAT	SIEMAT (one time grant)	1	30	0	0	30
Total			1363	428	428	508

Note:1. An amount of Rs 1 crore is assumed to be allocated by the state for Third Party Evaluation every year

2. An amount of Rs 2 lakh per district is assumed to be spent on Media Campaigns

#### 4.5 Total Financial requirements

The total financial requirements for the period 2010-2013 amount to nearly Rs. 198322 million (Table 4.11). It includes both capital and recurrent costs. Capital costs would occupy somewhere between 5 to 10 percent of the total expenses, and the proportion is likely to go down after 2012-13 once the physical infrastructure is in place. A comparison with recent trends in the public expenditure on elementary education in the state reveals that this estimates are close to the public expenditure being incurred on elementary education in Karnataka (Table 4.12).

Table4.11: Total financial Requirements (Rs. Millions)

Head	Total (2010-13)	2010-2011	2011-2012	2012-2013
Physical Infrastructure	10864.77	4097.39	3074.62	3692.78
Teachers Salary for Regular Teachers	135,414	40,474	44,971	49,968
Teachers Salary for Additional Teachers	876	262	291	323
Inclusion and Quality	49,804	14791	14612	20404
Research, Monitoring and Evaluation	1363	428	428	508

Total	198321.77	60052.39	63376.62	74895.78
-------	-----------	----------	----------	----------

Note: All estimates are on current prices.

Table 4.12 shows that the public expenditure on elementary education in the state has consistently been increasing both in nominal and real terms (at 2004-05 prices) except in 2008-09 when there was a decline in both nominal and real terms. These include expenditure from all the departments. The expenditure for 2010-11 is in fact higher (Table 4.12) than that projected in our estimates (Table 4.11). This means that the state should not have any major problem in meeting the financial requirements that the RTE has thrown. This holds true even if one takes the wage component separately. Wages constitute about 70-80 percent of the total recurrent expenditure and a rough estimation for future indicates that this component would remain either in the same range or would go down to about 68-70 percent of total expenses.

Sarva Shiksha Abhiyan (SSA) has been the main source of investments supporting expansion as well as quality improvement activities. The SSA funding pattern has been such that both central and state governments share the responsibilities. The state share has gone up from 10 percent to 35 percent and was to go up further as per the initial SSA design and conception. However, in the wake of RTE, the Centre has decided to freeze the state component to 35 percent, which means that the central government would continue to bear 65 percent of total SSA annual expenditure. This means that the states have assured funding support, as the central budget is making increased allocations for RTE related expenditure.

**Table 4.12: Total Expenditure in Elementary Education in Karnataka: 1999-2012 (Rs millions)**

Year	Wages (Nominal)	Non Wage (Nominal)	Total expenditures in elementary education (Nominal)	Total expenditure in elementary education Real (2004-05 prices)*	CAGR (%) based on Expenditure(Real)
1999-2000	12385	3292	15677	19526	
2000-01	13623	4302	17925	21158	8.36
2001-02	13583	4842	18425	21468	1.47
2002-03	13275	5966	19241	21879	1.91
2003-04	14891	7031	21922	23800	8.78
2004-05	16501	11873	28374	28374	19.22
2005-06	23665	6525	30190	29085	2.51
2006-07	27443	10802	38245	35367	21.60
2007-08	31739	12472	44210	39870	12.73
2008-09	37562	18163	55724	46290	16.10

2009-10	42119	11769	53888	42678	-7.80
2010-11	54044	10630	64674		
2011-12(RE)	54748	10851	65599		

Note: The total expenditures include both by Department of school education and by other departments. Also, the GOI shares of SSA and MDM have been added as Non wage. However for 2010-11 and later, the GOI release for SSA could not be added in the present exercise.

## **5. GOVERNANCE MEASURES FOR IMPLEMENTING RTE: THE REAL CHALLENGE FOR KARNATAKA**

Effective implementation of the RTE depends on decisions taken regarding the provisions, processes and mechanisms, and on ensuring that these processes are implemented and monitored well. The analysis so far has made it clear that Karnataka does not face major financial challenge for fulfilling the RTE norms, especially in the wake of centre's initiative where the centre's share for SSA, the main vehicle for attaining RTE, has been frozen to 65 percent. The central share in the SSA was to further reduce to at least 50 percent as per the initial envisaged plan and this change is to facilitate the smooth implementation of the RTE.

Therefore, the main challenges that the state faces are related with the issues of governance: the management, delivery, quality and monitoring of some of the interventions would be critical in determining whether RTE is implemented well or not in the state. Many of these issues existed even before the adoption of the RTE but the presence of the Act means that the state needs to take them more seriously and act on an urgent basis. Considering the high visibility of the RTE provisions related with private schools regulatory measures to deal with the RTE provisions related to private schools becomes one of the most important governance challenges that the state faces.

### **5.1 RTE provisions related with Private Schools**

A significant feature of Karnataka's education system is the presence of a large private sector. The private sector consists of those institutions that receive government aid for the teachers' salaries (private aided schools) and those that do not (private unaided schools). Karnataka government stopped providing aid to schools that came up after 1987. However, private unaided schools have increased rapidly in the 1990s and they continue to grow. The percentage share of private schools grew from less than 18 to more than 20 in a short span of 6 years (Table 5.1). Private unaided schools have grown at a faster rate and constitute nearly 16 percent of the total number of schools. 21 percent of students in the lower primary and 28 percent in the upper primary of the state are enrolled in private schools (SSA Karnataka, 2009-10). The SSA Annual Report 2009-10 mentions that the growth of private schools is an urban phenomenon and is not as prevalent in the rural areas. Going by general impressions, this appears to be true though we do not have data to support the observation.

Table 5.0.1: Growth in the percentage share of Private schools (Aided and unaided) in Karnataka

Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10
Private Aided Schools	4.5	5.1	4.44	4.27	4.26	4.47
Private Unaided schools	13.4	13.6	15.46	14.9	15.42	15.92
Percentage of Private Schools	17.91	18.79	19.89	19.17	19.68	20.39

Source: Karnataka SSA Annual Report 2009-1

As discussed earlier, the RTE brings private schools including aided and unaided ones into its fold through four measures: (i) compulsory requirement of recognition based on prescribed norms, (ii) 25 percent reservation of seats at entry stage for children coming from weaker section/disadvantaged groups, (iii) No screening for admission, and (iv) no capitation fee. A perusal of newspaper articles and interactions with a number of private school stakeholders in Karnataka reveal that the private school lobby is against all of these – quite openly about the first three and not so openly about the fourth one. Here, we examine the arguments against the first three and the implications for the state government decisions and actions. We then discuss the issue of capitation fee.

***1. Compulsory recognition of schools dependent on fulfilment of all physical and teacher related norms, presence of a functional School Management Committee (SMC) and following the academic process as envisaged (non-discriminatory, child-centred learning processes, practice of CCE, etc.).***

Infringement of autonomy is the biggest and the most important argument cited against both the first and the second provision. The opposition to recognition is based both on following the norms as well as the process of annual monitoring of the norms. Imposition of norms in a strict manner is viewed as an infringement of their fundamental right to do business. The provision for



yearly checks, as was proposed in the draft rules, by the designated authority was commonly questioned and the general opinion among private schools was that once the state has recognised a school, it should be left alone forever or at least for five years. It was suspected that the annual process of recognition would lead to corruption.

The fear of disproportionate interference and use of corrupt means by the authorities responsible for annual monitoring and recognition has its genesis in license raj days and is therefore genuine to an extent. The final RTE rules make the recognition valid for five years and therefore the government has responded to this demand by private school associations. The process of monitoring could also be made more broad-based with representation from a larger base including the local elected governments and not vesting all powers in the hands of the educational bureaucracy. This would ensure transparency from the side of the government and will bring greater accountability from the side of the school. This would mean a shift from the 'fear of government' to the 'fear of governance'.

The response of the private schools to the final RTE rules indicate that the change from annual recognition to a five year phase has not made them very happy, as they are against any control per se and are opposing the impositions of the norms as well. This is unjustified as all businesses are subject to laws and regulations. Since the RTE norms are largely based on established standards and in education, they cannot be termed as excessive or undesirable. The argument that adherence to norms may further push the cost which in turn may push the fee being charged from students does not much ground. It is obvious that they do not want their profit margin to be reduced and therefore are opposed to the norms.

Cost is not the only reason for opposition, the imposition of norms such as no corporal punishment, non-discriminatory environment and child-centred teaching processes do not have much cost implication. It is currently not clear how the state would monitor these norms either in private or public schools. The state needs to find / develop ways and means in terms of both indicators and processes to monitor diverse aspects: the infrastructural and PTR related norms can be easily monitored but the issues like no corporal punishment, non-discriminatory environment and child-centred teaching processes are sensitive issues and difficult to monitor.

***2. Reservation of 25 percent seats at the entry level for the children coming from weaker section and disadvantaged groups from the neighbourhood in all private schools without charging them any kind of fee. The state will reimburse based on per-student expenditure***

***that it incurs in the state sector which means all schools get similar resources depending on the number of students irrespective of the fee structure of an individual school.***

The opposition to 25 per cent reservation of seats in private schools stems from several arguments. Some Parents' bodies have also been opposed to 25 per cent reservation on similar grounds as private school operators in some cases. The strongest one is that the children from poor neighbourhoods and low-income, low-educated families should not be mixed with those coming from highly educated, high-income families, as it would create problems for both kinds of children. Those who are less sophisticated and do not want to acknowledge this publicly say that children from poor families would spoil the school environment and lower the quality. An analogy with reservation in higher education, which is blamed for 'diluting the quality', is not uncommon. Others, more sophisticated ones, take the position that children from poorer families would face comparisons and competitions that they would be unable to deal with.<sup>5</sup>

The fear of interference is also cited as the acceptance of reimbursements is viewed as 'compromise with independence of unaided schools'. Direct cash transfers to students is often suggested as an alternative to this where parents could pay full fee and admit their children to whichever school they want. Another argument is economic, as is the case against adherence to the norms: in most cases, state compensation for children from marginalised groups will not adequately cover the cost and may push the fees for the rest of the students. This is especially cited as the case for small private schools that cater to children from middle class with low profit margins.

The third argument relates to procedural aspects and the lack of clarity regarding eligibility and entitlements. It is not clear how to determine the eligibility regarding what would be used to ensure that a child is indeed coming from weaker / disadvantaged group. It is also not clear what would happen to the child's entitlement regarding free hot midday meal, uniform and textbooks as a large number of private schools prescribe uniforms and textbooks that are expensive, and do not necessarily provide free hot midday meal. There is also some confusion in Karnataka regarding the definition of neighbourhood school: a number of stakeholders believe that certain private schools need to be declared as neighbourhood schools and only those are liable to admit children from marginalised households.

---

<sup>5</sup> Rishi valley article

To take the third argument first, the Act is very clear regarding all schools, public and private being accessible to children in the neighbourhood, and by that definition every school is a neighbourhood school. It needs to be clarified clearly in the state RTE rules whenever it is adopted. The Act (including the Amendment) is also clear regarding who the weaker section is and who disadvantaged groups are. The state has now clearly defined who would constitute these groups and also made a clear list in terms of the documents that could be used to certify the eligibility. The state also needs to draft more clearly its position regarding the child's entitlement. However, these issues can be resolved easily through a process of consultation once the implementation starts.

The opposition to mixing of children from different classes is more fundamental and therefore a much bigger bottleneck. The argument for putting together children from varying socio-economic and cultural backgrounds stems from the advantages of exposure to much wider sets of experiences and realities, making children much more aware and sensitive as well as capable of dealing with diverse situations and contexts. Therefore, this move should essentially not be seen only from the perspective of benefitting 25 percent children coming from weaker sections but also other remaining 75 percent children who also face deprivation of another kind in a homogenous classroom. The experiences suggest that affirmative actions of this kind, if managed and nurtured well, can lead to real change in self-perception, aspirations and performance, and the challenge lies in managing and nurturing them well.<sup>6</sup>

However, there is no denying the fact that this poses a challenge to teachers in terms of choosing pedagogic practices, providing psycho-social support and judging learning achievements, and given the current orientation and ethos of a large number of private schools, this may not be easy. This is a challenge for state schools as well where though the majority of children nowadays come from poorer background, the teachers are not necessarily sensitive and well-equipped to respond to their needs. The solution, however, does not lie in separating the two groups in the two different kinds of schools/groups as being suggested or practiced by some of the well-known private schools; the solution lies in taking the challenge and working towards preparing the teachers and creating school ethos that promotes such integration and a higher level of learning for all children whether rich or poor. The high end, well known, private

---

<sup>6</sup> Please refer to Economics Journal: Will India's Right to Education Act Upset Stereotypes? By Rupa Subramanya for a few references of this kind.

[http://blogs.wsj.com/indiarealtime/2012/05/02/economics-journal-will-indias-right-to-education-act-upset-stereotypes/?mod=wsj\\_share\\_twitter](http://blogs.wsj.com/indiarealtime/2012/05/02/economics-journal-will-indias-right-to-education-act-upset-stereotypes/?mod=wsj_share_twitter)

schools have a greater responsibility in assuming the leadership and setting the example rather than opposing the move. This aspect for state schools is being discussed later under inclusion in greater detail.

One rationale on which RTE is framed hinges on providing free and compulsory education to all children between 6 and 14 years of age. Cash transfers, though superficially seems to fulfil that, fail to fulfil that right / entitlement. Less educated and poor parents have alternative uses for cash and it would be difficult to force them to use the cash for the child's education alone. Also, in some cases such as those of girls and children with special needs may face social / cultural biases and therefore cash transfers would not necessarily translate itself in their schooling.

Small private schools charging modest fee would not find any difficulty, as the compensation would be sufficient to cover the costs. However, there may be some truth in the economic argument that small scale, low-end private schools may find it difficult to sustain their profits and therefore would exit the market. This can be viewed as a necessary outcome of a measure that tries to set standards and define the basic rights and entitlements. This may very well be only a short run outcome as in the long run other players would fill the gap left by those who leave. In any case, the Act also makes state responsible for providing universal access and therefore even if some private schools close down, it should not affect the child's access to schooling per se.

***3. No screening for entrance can be held for any child – whether those paying fee or those coming on the reserved seats.***

The opposition to any form of screening at the time of entry also stems from arguments similar to those that are against reservation of seats from marginalised backgrounds. Screening allows choosing children from similar social, economic and educational backgrounds with similar preparedness for the school, and therefore ensures uniformity and homogeneity as against diversity of backgrounds and preparedness. This is indeed less challenging and allows schools to maintain a particular kind of profile acceptable to most parents, which is often referred to as 'maintaining the quality of school'. The argument against screening is based not only on being non-discriminatory to children belonging to lower socio-economic backgrounds but also from the fact that screening at an early stage is detrimental to the child's development in general, irrespective of the class the child belongs to. However, the irony is that parents themselves are unaware of this fact and the anxiety linked with getting their wards admitted in a 'good' school forces them to allow their children to be screened.

#### ***4. No school can charge any capitation fee.***

As mentioned earlier, the opposition to the ban on capitation fee is more subtle and muted. This can be explained by the fact that capitation fees are usually charged largely without following any proper processes and hence are rarely accounted for in the account books. However, this also raises the fear regarding the future: if private schools continue to charge capitation fee in a clandestine manner, children from weaker section / disadvantaged groups would not be able to fulfil this. It would also not be easy for them to complain, as they are usually not an empowered group. On the other hand, it is possible that this group feels empowered because of this law and questions the practice that has so far remained unquestioned. In most cases, the practice of capitation fee has sustained itself because more educated and richer parents have been 'partners in crime': they have agreed to pay the unaccounted capitation fee and have not complained about it.

It is clear that the opposition to the RTE provisions related to private schools has its genesis in some genuine fear of interference, vested interests of private school operators and some misinformation regarding what constitutes a better schooling experience. However, they are an important group of service providers and also powerful group of opinion makers and hence it is important for the government to pay attention and respond comprehensively. Also important to note is that private schools are not a homogenous category and vary widely in terms of their size, target group, orientation, interests, capacities and positions. Still there is a possibility of a comprehensive approach that brings them on board and addresses some of their misgiving and needs.

One important responsibility of the Government of Karnataka is to have public education through a variety of means to allay public fear about the desirability and effects of such provisions. It is important for the higher and middle income groups families that RTE also ensures rights for their children and they must demand / ensure those. This would happen only when the government makes the sound regulatory measures that are implemented through transparent processes. Measures such as making the process of recognition of private schools more broad-based and transparent, making the system of providing proofs for establishing the weaker section / disadvantaged group identity faster and smoother, timely responses to

complaints, and fast and strict action in reported cases of screening for admission or capitation would go a long way in ensuring a smooth implementation of the RTE.

## **5.2 Inclusion and Quality**

Indian society is in general pluralistic in nature and therefore a challenge for inclusion in the school. Karnataka is no exception. Karnataka is the eighth largest state in the country in terms of the size and has a very diverse population. Karnataka, with a population of 61 million is a pluralistic state where there is coexistence of multiple cultures, languages and faith. 61.43 percent population lives in rural areas and 38.57 percent in urban areas. The historical emergence of the state explains the linguistic plurality, which one of the major challenges of an inclusive classroom. The merger of nine Kannada speaking areas bordering the princely states of Mysore, Madras, Hyderabad, and Coorg formed Karnataka. These areas were at strikingly diverse and at different levels of economic, social, educational development, and several other major languages were present in a big way. Keeping this diversity in mind inclusive education in Karnataka becomes a huge governance challenge.

In the last chapter we looked at financial implications of the following RTE provisions for inclusion and quality: teacher training and academic monitoring, research and evaluation, learning enhancement programme, MIS and Management, community mobilisation and SMC training, teacher grant, school grants, teaching-learning equipment, child focused interventions such as midday meal, transportation, escorts, textbooks, uniform, school bag, stationery, special training for out of school, special provisions for children with special needs, and specific programmes such as NPEGL, KGBV, innovation fund for CAL, innovation fund for equity. The real challenge in this context is not the money in Karnataka's case; the real challenge is to conceive these interventions in a manner that it delivers high quality education and makes the education system more inclusive at the same time. Quality and inclusion have several dimensions. Most of these are interlinked yet for the sake of convenience it is helpful to classify them under different heads.

### **5.2.1 Getting Out of School Children to the School**

Enrolment and attendance of girls, children from poorer, educationally backward and socially marginalised / vulnerable groups, and children with special needs is the first challenge. Although Karnataka is better placed than several other states as it has attained near universal access ratio, it still has a long way to go before claiming to have achieved universal attendance, retention and completion. The retention rate for primary education in Karnataka according to the 2010-11 figures is 74.77 percent. The SC-ST children constitute 43.26 percent of the total out of

school children. When we add Muslim children of this age group to the list the number rises to an alarming 60 percent. According to the Karnataka SSA 2009-10 Annual Report, three out of every five Out of School Children belongs to a ST, SC or Muslim family. Although child census figures for the out of School Children are lower than the independent, large survey-survey based IMRB report, the relative picture of districts does not change.

The Government of Karnataka has implemented various measures and programmes to address the issue of out of school children in Karnataka. Short-term bridge courses, residential and non-residential bridge courses, Chinnara Angala are special of these. Attachment III presents a matrix providing some important details about these interventions. It included different kinds of interventions such as enrolment drives and bridge courses meant to bring OoSC to school, regular residential schools such as KGBV that integrated bridge course with completely free residential regular upper primary schooling and focused on all aspects of enrolment, retention and quality. Also, remedial teaching programmes such as Odhuve Naanu were introduced to provide for child-centered teaching for such children with the use of TLM and reading cards to make the process more interesting and raise the achievement levels in a short period of time.

These interventions are targeted to alleviate the reasons identified by the SSA for out of school children but there are several issues that remain unresolved. One of them is that of scale. The reach is limited and hence the coverage remains low. Most of these programmes are running in the state with the help of non-governmental organisations and therefore the innovative processes in practice do not necessarily impact the regular schooling system. The issue of OoSC is a complex one, where the definition itself is not clear, especially in case of drop outs. In states like Karnataka, where the majority of children enroll themselves, it is important to know at what stage of irregular attendance a child can be called a drop out. Local level monitoring becomes crucial; SDMCs can play a major role. The RTE provides for special training for OoSC, which are largely being perceived as being the same as bridge courses. The issue of integration in age appropriate grade, as mandated by the RTE, raises a number of issues of the school's capacity to engage with such late entrants addressing both academic and socio-psycho needs of the child. These issues call for a much deeper thinking and well-thought out approach to be able to deliver the desired services better.

### **5.2.2 Ensuring Inclusive School Environment and Child-centred teaching learning process**

Inclusive school environment covers two main aspects: physical environment and socio-cultural-psycho environment. Physical environment depends on the suitable availability of infrastructure for all children; it has special significance for children with special needs. The RTE lays strict



norms that have to be followed by all schools for provision of these essential facilities. This includes provision for separate toilets for boys and girls, having ramps in schools for children with special needs, having a library equipped with Braille, recorded books and a number of other similar provisions. Detailed school wise information is not available on all of these indicators (such as availability of Braille books in the library) and one challenge is to develop make the information system more comprehensive by including collection and reporting of all relevant indicators.

For indicators for which the information is available, we have already discussed that the status is mixed in Karnataka: 95.1 percent of schools have separate toilets for girls, 72.1 percent of schools have separate toilets for boys and percentage of schools with ramps is 70 percent (DISE, 2010-11). If the state steps up its construction activities a little, it is capable of addressing these gaps by 2013, the target year for meeting these RTE norms. Although the state has planned for all these activities it faces various constraints including that of the shortage of engineers for monitoring, and would need to resolve those through efficient planning and change in recruitment norms, if desirable. Such flexibilities are important if the pace of implementation has to go up.

A broader definition of physical environment would include the access to learning resources. The state provides free textbooks to SC/ST children and to all girls. The DPEP followed by SSA laid a lot of emphasis on including children with special needs which has resulted into the development of clearly defined activities in many states. The government of Karnataka provides for medical camps in all districts. In the year 2009-10, 66,863 children in 202 blocks attended these medical camps with their parents. . The government along with the help of NGOs organizes awareness programmes for parents, teachers, SDMC members, local level representatives. At every block there is a facility of a resource centre where refraction kits, Braille kit, MR kit and other such aids are available. Medical camps are organized for corrective surgeries.

Psycho-social-cultural ethos plays a more important role in creating an inclusive school environment than mere physical facilities. But in a stratified society it is also more difficult to ensure a non-discriminatory and supportive school environment for children coming from weaker section and disadvantaged groups. This is an issue for government as well as for private schools where the proportion of such children is going to increase as a result of 25 percent reservation. At present, the information base itself is very weak: it is difficult to know



what really happens in the school in this context. Developing a system of information that provides easily interpretable information on these issues would be important for the states. Some documented experiences indicate towards presence of very deep-rooted biases, beliefs and stereotypes that can prove devastating for the child's learning<sup>7</sup>. It may relate to the child's home language, gender, caste/ community, economic status, parental livelihood – in any case if causal references by the teacher and peer are disrespectful and even insulting in some cases, it is known to be adversely affecting the learning as well as the desire to learn through schooling among children coming from disadvantaged backgrounds.

The state needs both facilitative and punitive measures for creating non-discriminatory, supportive classroom / school environment. The RTE has made discrimination unlawful and a number of other laws already existed. But if teachers and others do not really understand how knowingly or unknowingly several behaviour / practices turn out to be discriminatory, they would not be able to contain them. It would be important to translate what this means in a real classroom – what is it that can be categorised as discrimination? Rather than a big list if a few examples are collected from real life situations and be made part of training for teachers / other professionals to prepare them it could be more helpful. Once the state has invested in preparing teachers / others, the monitoring should be strong and actions action violations strong. Punitive measures are important for both action and message.

Karnataka has developed and circulated also circulated a training manual, called "Nirantara" for the teachers to make them aware of RTE. This is meant to for self-reading and has been divided into three sections: NCF5, RTE, CCE. The part on RTE deals with the Act and its history. The manual also explains various levels of possible abuse and the penalties associated with them. A quick perusal suggests that though the manual is a comprehensive document it is not necessarily very conducive for self-reading. Karnataka has also issued a circular to all schools mentioning the norms of the Act that need to be immediately implemented. But the government has not provided for any participatory mode of training for the teachers to gain knowledge on RTE and prepare themselves to implement the norms in class.

Karnataka is implementing several quality improvement strategies; all are supposedly guided by child centered pedagogy. The state had taken a lead in introducing Nali-Kali in some districts way back in the 1990s. This was a system based on learning ladder allowing each individual child to learn at her / his pace using a variety of learning resources. A number of other

---

<sup>7</sup> NIAS film on Soliga

‘innovative’ programmes are also in operation for quality improvement and to encourage activity-based teaching. However, in most cases, it is not clear whether these are leading to any real change in terms of making learning environment and process more stimulating / meaningful. A small study conducted by CBPS to gauge the impact of interactive radio/audio programmes on learning and teaching practices showed that the programmes are hardly being used as envisaged and have almost had no impact on changing classroom practices<sup>8</sup>. An evaluation of Nali Kali by CMDR Dharwad showed that while it demonstrated a positive impact on the learning levels of the children, especially those belonging to the socially backward and minority communities, in districts such as Uttar Kannada, it did not have any impact in North Eastern districts such as Raichur.<sup>9</sup> This again brings fore the point that the implementation and monitoring matters, and already advanced districts tend to implement all interventions better as compared to districts that are educationally backward. This reaffirms the need for greater attention and investments in educationally backward districts in terms of improving the delivery system and processes.

Teachers play a key role in making educational experiences inclusive and of high quality. The SSA Annual Report 2009-10 cites low teacher motivation as an issue. Teacher motivation is closely linked with teacher performance, and in turn with children’s performance.<sup>10</sup> Teacher management and training, both have a role in keeping teacher motivation / competency levels high. In Karnataka, the DSERT and DIETs are the bodies mainly responsible for teachers training. Under SSA, every teacher in elementary education system gets a minimum of twenty days of in service training in a year. The training modules are both general and curricular based. The usual modes of training are ‘Activity-based’: group discussion, group work, presentation of good practices, demonstrations, etc. The state has also organised special teachers training for addressing the inclusion issues specific to children with special needs. What is not clear is whether these training programmes have become merely ritualistic or are really leading to any change. It is difficult to have a view in absence of any systematic inquiry into this question.

The curriculum and syllabus play a crucial role in guaranteeing non-discriminatory and inclusive education to children. The state intends to follow National Curricular Framework for its syllabus but it is not clear what principles are being followed to allow appropriate translation of this framework into syllabus. NCF 2005 clearly emphasises democratic and secular modes of

---

<sup>8</sup> Provide reference

<sup>9</sup> CDMR study full reference

<sup>10</sup> cite a few references from USAID study.

teaching/learning, and provides examples of diverse ways of ensuring that syllabus are able to provide learning experiences that celebrate / promote equality and diversity, and also promotes higher order learning among learners following the principles of constructivism and critical pedagogy. However, it needs appropriate adoption/adaptation for translating it into syllabus and ensuring that textbooks and other learning resources are in tandem. DSERT, which is responsible for developing curriculum for elementary education in the state, is part of Education department and therefore not necessarily a professional body. The presence of an independent body, drawing experts and professionals from diverse fields, and a broad-based rigorous / transparent process is important for the development of an impartial and comprehensive curriculum.<sup>11</sup>

### **5.3 Preparing SDMCs and preparing Schools for accountability to SDMC**

The composition of all the SDMC and local level representatives is strictly defined by RTE and Karnataka will need to accordingly reconstitute the SDMCs. The representations of parents, women, dalits / Adivasis need to increase as the present respective reservations are not adequate to meet the RTE provisions. At present women have only 11.7 percent reservation as against 50 percent stipulated by the RTE; similarly, while RTE envisages SDMC as largely a parental body, they have only 11.7 percent reservation in the current composition. Karnataka has no provision for reservation of seats in the SDMC for religious or linguistic minorities, which needs to undergo a change in areas where there is a large concentration of such groups.

The process of this reconstitution would be important; how the new SDMCs are formed and how empowered they consider themselves would determine their level of engagement. It is important that the government or locals do not perceive women or SC/ST reservation just as a process for bringing change in their status, aspirations and position. The role model effect of women's representation on girls' / women's aspirations is well documented and hence has a link with education and schooling of girls.

Some early feedback on the participation of women, dalits and Adivasis, and in general the poor, in SDMCs in Karnataka has not been very encouraging. Power relationships as evidenced both in case of gender and caste relations as well as livelihood related constraints prevent them to actively participate and voice their views or concerns.<sup>12</sup> Overlapping roles and lack of clarity

---

<sup>11</sup> The Government of Karnataka has initiated a process of reform to make these bodies more professional but details are yet to be firmed up and available in public domain.

<sup>12</sup> Please refer to Subrahmanian 2003 (full reference to be added)

regarding respective responsibilities also create tensions among teachers, SDMC and local bodies such as Panchayats.

Through a legal measure, the Karnataka Gram Panchayat's (School Development and Monitoring Committee)(Model) bylaws, 2006, the state has integrated the SDMC with the Gram Panchayat. The SDMC has been defined as a committee under the CAC (Civic Amenities Committee) constituted in accordance with the procedure prescribed under the bylaws. The terms of membership has been made co –terminus with the term of the concerned gram Panchayats. While this measure ensures institutional linkages and is therefore should prove helpful in the RTE implementation, this law needs to take the RTE mandate into account for the change in the constitution of the SDMC.

The mechanisms for functioning and training play a role in making such bodies more effective. Karnataka has provisions for a SDMC meeting for every three months. The members exchange information and coordinate and planned activities for the next three months. The state has also invested on training - the SDMC and local level representatives training literature is called Spandana, Sankalpa is the training design, and Smakshama is the information and the diary. These are revised periodically to incorporate important issues that need to be addressed. The latest versions include information on the RTE provisions, the role of SDMC in the implementation of the Act, the norms related to the composition of the SDMC, and the new curriculum NCF 5. The manual also talks about the Child Protection Act. The manual is divided into two sections, the first section deals with how trainers should conduct the training and the second section is in the form of study material for the trainers as well as the participants. The mode of training suggested by the manual is participatory and includes group activities. It also has practical sessions like field visits to schools.

However, mere creation of the body and transfer of powers without proper orientation, hand-holding and support would not lead to desired results. A clear focus on empowerment issues along with technical aspects is needed if the SMCs have to emerge as effective planning and monitoring body at the village level. These training programme mostly end up providing information without necessarily providing the skills needed to bring change and without going deep into the barriers that prevent them to act. There is hardly any reference to gender and other power dimensions that act as a major constraint in allowing all members to actively participate in decision-making. Empowerment of SDMCs need to be viewed as process of

initiating a change in the power relations, then only the objective of including the poorest parents in the school-related decisions can be fulfilled.

## 5.4 Teacher Management

The state does not have an overall teacher shortage of teachers. The minimum norms for academic and professional qualifications in the state also match with those of the RTE. However, the state still has a significant proportion (nearly one fourth) of teachers who do not fulfill the requirements (Table 5.2). Although the proportion is coming down due to retirements, it would be important for the state to have a clarity regarding the age and attrition profile of these teachers.

**Table 5.2: Distribution of teachers by highest academic qualification in Different types of Schools in Karnataka (2009-10, 2010-11)**

Type of School	2008-09				2010-11			
	Below Secondary	Secondary	No of teachers below Higher S	% of teachers below HS	Below Sec	Sec	No of teachers below HS	% of teachers below HS
Primary	840	14791	15631	25.85	867	13775	14642	24.17
Primary +UP	1667	51322	52989	29.07	2108	52315	54423	24.94
Primary+UP+HS	200	2107	2307	12.03	384	3498	3882	11.14
Total	2707	68220	70927	27.08	3359	69588	72947	25.13

Source: DISE 2010-11

A related issue is that of quality of pre-service professional qualification. Since 2004, the state allowed private colleges to offer primary as well as Bachelor's teacher training courses in order to develop a pool of trained professionals that was needed to fill the needs. Although this ensured the supply of trained teachers, it has also raised the issue of quality. The quality of private teacher training colleges is highly uneven and the standards are considered to be very poor in many. Although the quality of teacher training courses offered by public institutions is also questionable, it is popularly believed that it is notably superior to most of the private courses except those being offered by a few prestigious ones. The state would need to have some quality assurance frame and a well worked out monitoring mechanism for private colleges offering teacher training courses.

The school-wise analysis of teachers shows that teacher redeployment could be an issue. Despite the fact that Karnataka has passed Transfer Regulation Act and the state as a whole as

well as districts have low PTRs, 23 per cent of primary schools and 22 per cent of upper primary schools have PTRs higher than 1:30 and 1:35 respectively (DISE 2011). This includes private schools. Karnataka State Civil Services (Regulation of transfer of Teachers) Rules, which was passed in 2007, provides for a computerised system of timetable for transfers. This is indeed a transparent system based on objective criteria that helped in streamlining a process that used to be opaque and often guided by political considerations. However, the state needs to implement the transfer policy more vigorously. The government also needs to develop mechanisms to check the fulfillment of academic and professional qualification as well as PTR criteria in private schools.

Teacher is central to teaching and learning, and therefore it is important to have mechanisms that address their grievances. The state need to reconsider brining in the decentralised tribunals to address various teachers related issues including placement and transfer to ensure faster disposal of such cases.

Teacher accountability is another side of teacher motivation. A number of studies from 2007-2005 show the rate of teacher absenteeism in Karnataka to be around 20-22 percent, i.e., on a given day, nearly 20-22 percent of teachers are not present in the school.<sup>13</sup> This could be a mix of authorised and unauthorised absence. Teachers' frequent absence undermines the impact of low teacher student ratio and is a serious issue in many parts of India, though not as serious in Karnataka. Karnataka has taken a number of steps and studies cite positive impact of decentralisation in mitigating the incidence of teacher absenteeism.<sup>14</sup>

## **5.5 Mitigating regional inequalities**

Inter-district disparities are high whether one takes the presence of Out of School children or the retentions rates. North-Eastern districts account for 53.52 percent of out of school children in Karnataka. Districts like Yadagiri and Gulbarga have a staggering out of school children population of 3,979 and 3,305 respectively where as districts like Dakshina Kannada and Chikkodi have relatively less number of out of school children, 149 and 151 respectively (Child Census 2008). Similarly, the districts like Dakshina Kannada having a high retention rate of 100.15 percent and districts like Raichur having a relatively lower retention rate of 84.20

---

<sup>13</sup> Please refer to 'Teacher Absenteeism' in Karnataka State' a study sponsored by Sarva Shiksha Abhiyan, Karnataka and Chaudhury, N. and J. Hammer (2005) "Teacher Absence in India: A Snapshot." Journal of the European Economic Association as cited by Sharon Barnhardt, et al

<sup>14</sup> Please refer to Krishna Narayan (2007)

percent. The disparities are sharp even in terms of infrastructure and teacher availability. Dakshina Kannada tops the chart with 87.53 percent of basic facilities being provided as against Raichur, which is at the bottom with only 64.16 percent of the facilities being provided (Karnataka, 2010-11). The pupil teachers ratio also varies from district to district, where North Eastern districts have higher pupil teacher ratios than the state average (Karnataka, 2010-11),

Unequal educational development can be directly linked to unequal economic and social development, which can be traced to the history of the formation of the state where it was formed by the merger of nine Kannada speaking areas with vast socio-economic disparities. The state has not been able to achieve any major success in overcoming this imbalance. Nanjundappa committee developed a comprehensive composite development index according to which 114 out of 175 taluks were declared backward. Twenty six out of thirty nine most backward taluks were from North Karnataka. (Karnataka State Planning Board, 2008)<sup>15</sup> According to the UN classifications, Karnataka can be considered to have 'medium human development'. But the human development index (HDI) of the entire state across regions differs largely. While Bangalore urban has a HDI of 0.753, Raichur has HDI of 0.547. The HDI for SC/STs is also lower than the state HDI, SC (0.575) and ST (0.539). In effect the human development levels of the backward groups in the state are about a decade behind the rest of the state (Rishikesha T. Krishnan).

Poverty and the poverty Head Count Ratio (HCR) also reflect similar regional disparity. In 2004-05 poverty HCR in rural Karnataka was 20.8 percent in urban Karnataka 32.6 percent. The average monthly per capita consumption expenditure of urban Karnataka is more than double than that of rural Karnataka. The deprived groups have exhibited lower social and economic indicators including levels of consumption. The level of poverty is higher among SC/STs (54 percent) and Muslims (49 percent) even in urban areas. In terms of child labour the rural urban disparity becomes visible, in rural Karnataka the working child per 1000 children is 111, which is much higher than the state average of 71 (Government of Karnataka, 2005).

In order to implement the RTE, the government needs to address this challenge of regional imbalance. The state has initiated Management development programme with an objective to improve the educational indicators in North Eastern Karnataka. The programme aims at systematic development of the schools present in the districts using the latest knowledge on school development. The challenge here is proper implementation of the intervention and

---

<sup>15</sup> Provide reference for the committee report



monitoring the functioning of the intervention. A perusal of district wise allocations in SSA shows that North Eastern districts have received greater allocations, it has not necessarily translated itself into perceptible change, as the inter district and inter-regional differences remain similar. This implies that one needs to go beyond fund allocations and focus on delivery issues as well.

### **5.6 The issue of Grade VIII**

Since the state has traditionally followed a system of seven-year elementary cycle with grade VIII being part of the secondary school system, the transition from seventh to eighth grade has been a persisting problem. The gap in enrolment between seventh standard of 2008-09 and eighth standard of 2009-10 is 4.41 percent points. This fall in enrolment is higher for girls with the difference being 5.5 percent points. For districts like Raichur, Yadagiri, Bijapur which have low EDI, enrolment and retention, this transition loss is even higher. Considering that the number of secondary schools is less, and the locations not as close as higher primary schools, coupled with the fact that people have traditionally considered completing grade VII as completing the elementary cycle, it has been a challenge to address the issue of transition loss at this stage. The government of Karnataka has recognized this loss as a major challenge and has come up with interventions like provision of cycles to girls and boys since 2006. These measures lead to some differences but do not provide institutional solutions.

The Government of Karnataka has taken a stand that logistical challenges associated with re-organisation of schools make it difficult to convert all one-to-seven higher primary schools to one-to-eight higher primary schools (SSA Karnataka, 2009-10). However, in the long run, there is no solution other than adding grade eight to higher primary and closing this at secondary schools. This requires a phased implementation and cannot be achieved overnight. However, the transition has implication for building facilities, workload for teachers, the number of teachers and a number of other facilities, and need to be taken into account when planning for that change.

### **5.7 Monitoring and Compliance**

Monitoring plays an important role in ensuring quality and inclusive education. The administrative institutions at district and taluka levels and the academic institutions like the CRC, BRC, DIET and DSERT at various levels are responsible for monitoring. Although a lot of inputs have gone in professional development of these bodies, it is not clear if a clear and uniform understanding of indicators that signify the presence of quality and inclusive education exist at all levels and among all functionaries. The state has devised various monitoring formats that are used for monitoring and evaluation at the various levels. The formats used are, school visit



format, class room observation format, review of quality education dimension, visit format of cluster resource centre, format for academic assessment of the schools. The guidelines also exist regarding the requirement of those responsible for monitoring to spend at least ten days in a month in schools to understand the problems faced at the field level and help the teachers improve the quality of class room instruction, all evidences, howsoever sporadic, point out to uneven understanding and application of skills in terms of providing support at the school level.<sup>16</sup>

The challenge is going to be even more intensive now with the RTE Act in operation. While the norms for infrastructural facilities and pupil teacher ratio are easy to monitor, the areas like student- student relationship, teacher community relationship, no corporal punishment, no discrimination, child-centred teaching are difficult to monitor. The need for common understanding on these issues is essential. Also important is to perceive this as a governance challenge rather than just the government's challenge and make the process of monitoring more broad-based. The state has involved certain external agencies for monitoring but it needs to go beyond two state level institutions and include elected local bodies as well as local level civil society organisations. The present RTE rules have made the monitoring government focussed and therefore the bureaucracy continues to have the control.

The state also needs to come up with a monitoring mechanism to track the out of school children population, attendance of children and teacher presence in schools. The state is implementing a pilot project in four districts to track out of school children. But it is important to realise that this number always keeps changing as all those who stop coming regularly keep joining the pool of Out of School children, and hence there cannot be full substitute to local monitoring and empowerment.

The State Commission for Protection of Child's Rights (SCPCR) has been designated as the monitoring agency of the RTE. The SCPCR is also not free from its own challenges; the SCPCR in Karnataka is a body that consists of six voluntary members including the president. They are also developing a child help line and the number is being provided to all children; the body has also issued booklets to all children in the state which consists of important rights of every child, the violations and statistics of their respective district. The magnitude of the work that the SCPCR is supposed to do is far beyond its current capacity, as it oversees the whole arena of

Child Rights, RTE being only one aspect of that. The power of the SCPCR is restricted to mainly registering complaints due to shortage of manpower and the lack of legitimacy.

This discussion makes it clear that governance challenges related to the implementation of RTE are far more complex and serious as compared to the issue of finances. This is not to undermine the financial challenges but to point out that even in case the state is able to fill the financial gaps, the RTE implementation will leave much to be desired if governance aspects are not addressed through appropriate measures. Political economy and institutional factors, both play an important role when it comes to governance and therefore, it is important to address those issues on a priority basis.

## **6.0: Conclusions and Policy Implications**

RTE has brought a major shift in the elementary education scenario by making the right to free and elementary education a justiciable, fundamental right of every child between 6 and 14 years of age, and defining what this right means. The Act has received varied responses: while some consider it a major achievement and a progressive step, many are skeptical about its realization and many others think the Act has serious limitations in terms of defining the quality norms. There are still others who think this is the beginning of the process of privatization under disguise. On the other hand, there are private providers who have been opposing this tooth and nail, and are trying to come to terms with it only after the recent Supreme Court judgment that upheld the provisions against which they had gone to Court.

Laws define entitlements and conversion of the entitlements into real access and use of the right depends both on the seriousness with which the respective governments implement the law, and the capabilities of the people to demand the fulfilment of such a right. Due to varying stages of economic and educational development of different Indian states, the financial and governance implications of the Act also vary. We have tried to first analyse the Act as well the state rules that guide the implementation of the Act in Karnataka, and thereafter examine the financial and governance implications of the Act in the state. Here we present our main conclusions.

### **6.1: The Act and the state rules**

The Act defines a number of physical infrastructure, teacher and process related norms for a school; these norms are largely guided by established principles of what is considered desirable for schooling for children in that age group. By doing so, the Act has clearly established what a primary or upper primary school needs to have in terms of physical facilities, the minimum number of teachers depending on the enrolment and the minimum qualification of teachers. It has defined the rights of the child in terms of a child-centered, discrimination free environment, the minimum number of schooling hours, access to textbooks and other materials, hot meal, and other entitlements considered essential to access schooling. Special provisions for facilitating the entry and schooling of out of school children have been made. The Act has established the child's right to enter a neighbourhood school. The RTE has also brought the

private school in its ambit through several measures such as (i) reserving 25 percent of seats in all private, aided and unaided schools, for children from weaker section and disadvantaged groups, (ii) making recognition compulsory and subject to fulfillment of all the norms, and (iii) making capitation fee illegal. By all means, the RTE is a crucial departure from the past and makes all the providers, public as well as private, accountable to definite norms and processes. The RTE is not without limitations, especially from the perspective of girls' education or promoting gender equality in education. The exclusion of 0-6 age-group from the purview of the Act has been subject of a fierce debate, and has special significance for girls. Early Childhood and Care centres have played a positive role in releasing a large number of girls from sibling care and continue with their schooling. The Act does not make any overt reference to gender issues or girls; the girl child has been assumed to be included in its emphasis on 'all' and gender has been included only as a dimension that could cause disadvantage in the definition of disadvantaged groups. It misses the historical evidence that the emphasis on 'all' does not necessarily mean emphasis on 'each' and that gender concerns permeate the whole range of education: it affects everyone, boys and girls, poor and rich, differently-abled, coming from whichever social background, located anywhere.

The Act mentions child centered-teaching but does not mention critical pedagogy and hence is open to interpretation. It makes Continuous and comprehensive evaluation (CCE) compulsory but has also introduced no-detention policy, which means there is no flexibility in allowing children to take a little longer than stipulated period, i.e., one year, in completing the level. Lack of clarity regarding compliance processes and mechanisms at various levels and concentration of powers in the hands of bureaucracy in most cases are also major issues. Karnataka was one of the last states to adopt the RTE rules. A perusal of the rules, which are still being amended frequently to bring in new clauses, indicate a heavy reliance on state bureaucracy for ensuring the compliance. This could prove counter productive in the long run.

Despite these limitations, there is no doubt that the RTE has opened up enormous opportunities to enhance the schooling facilities and transform the schooling processes to make them more responsive and enabling for every student in India. Some of these limitations can be overcome by interpreting the Act in spirit and not necessarily in letters alone. Also, the Act needs to be perceived as a beginning and not the end in itself.

## 6.2: Financial Implications

Financial challenges emerge mainly from the deficit the states have either in terms of physical infrastructure such as school buildings, playground, toilets, sufficient classrooms and other facilities as specified, and in terms of the number as well as qualification of teachers. The teacher student ratio of 1:30 at primary (grades I to V) level and 1:35 at upper primary (grades VI to VIII) level has to be applied to every school / institution and not as an average at a district or any other geographical unit. Karnataka has a comfortable PTR at both primary and upper primary levels and therefore it may not need to hire a large number of additional teachers. Karnataka's norms for minimum educational and professional qualifications of teachers at various stages of primary and upper primary schooling also match with the RTE. Despite that about one fourth of the total teachers do not have the requisite academic qualification as they were hired prior to the adoption of these norms. Presumably, they belong to the older age group and will be weeded out through the process of attrition, and therefore do not pose any serious challenge.

The interventions related to inclusion, quality and research are critical for attaining the goals but they are not as resource intensive as construction or salary components are. We have estimated the financial requirements based on RTE norms, taking the revised SSA norms and the gaps as reported by the latest data in public domain into account. We have taken a three-year scenario from 2010-11 to 2010-13 keeping the RTE deadline in view though it is widely believed that these deadlines will be relaxed through an amendment to allow the states with massive backlogs to be able to fill the gaps. Although the financial estimates are based on existing strategies, and some of these may undergo a change, this is not likely to have much impact on the costs. In fact, some strategies such as the in-service teacher training delivery need urgent attention and an alternative approach because of its limited impact. But the alternative may not cost more. We have not looked at possible areas where the potential for greater efficiencies and that may as well release some more money. Therefore, we can safely assumed that though there could be variations in terms of individual interventions the overall estimates of nearly 200 billion rupees over a period of three years are a fair indicator of the total requirements.

A comparison of these norm-based estimates with the past trends of public expenditure in elementary education suggests that Karnataka is not going to have any major problem in meeting these needs. The annual estimated expenditure is close to the annual actual expenditure, and if the same trend is maintained, the RTE implementation in the state should

not suffer because of the financial reasons. The central government is also going to bear the expenditure partially through SSA and therefore money does not seem to be barrier in Karnataka's case.

### **6.3 Governance Challenges**

The state faces major governance related challenges in the context of RTE implementation. In view of the facts that (i) about one fifth children are going to private schools and this number is likely to increase, and (ii) the opposition to RTE from the private school lobby has been very vocal and highly visible, regulation of private school related interventions becomes a major challenge.

All schools need to be recognised and the recognition has to take cognisance of presence of all the RTE norms: physical, teacher and process related. While the government has the responsibility of ensuring that these norms are followed in government schools, it is also monitoring authority for private schools. In order to bring in greater transparency and accountability, it would help if a broad based body with representation from civil society and local bodies is made responsible for monitoring the norms in both government and private schools. This would ensure that the fear of governance affects both public and private schools, though the state government remains the authority that recognises or de-recognises the schools based on the recommendations of this body.

The opposition to 25 per cent reservation of seats in private schools is based on several arguments; the strongest one is that the children from poor neighbourhoods and low-income, low-educated families should not be mixed with those coming from highly educated, high-income families. This goes against the very argument that is the basis for promoting such diversity. It is important to understand that children from varying socio-economic and cultural backgrounds get exposure to much wider sets of experiences and realities, and become much more sensitive to as well as capable of dealing with diverse situations and contexts. Therefore, this move should essentially not be seen only from the perspective of benefitting 25 percent children coming from weaker sections but also other remaining 75 percent children who also face deprivation of another kind in a homogenous classroom. The experiences suggest that affirmative actions of this kind, if managed and nurtured well, can lead to real change in self-perception, aspirations and performance. In view of widespread belief among parents and private education providers regarding the ill effects of having diverse group of children together,

it would be important for the government to give wider publicity to such information and knowledge, emanating from research studies as well as the experiences of the other countries.

It is also argued that the state compensation for children from marginalised groups will not adequately cover the cost and may push the fees for the rest of the students. The government needs to guard against and succumb to the pressure from private schools to allow 'low cost' models for educating the 'poor' children. A number of private schools are advocating for running evening classes for this group in order to save the costs and safeguard the homogenous nature of students. They go to the extent of claiming that that would be able to teach much larger number of children as against one if she or he has to be integrated in the regular school. It is ironical that such high investments are considered necessary for children who are already privileged and whereas extremely low costs are considered adequate for children from weaker section. Cash transfers to poor may not be the answer in view of alternative uses the cash has in cash-starved families and it may also not work due to social/cultural barriers in case of girls / children with special needs.

The reimbursements are good enough for a large number of small private schools and in some cases if they have to exit, this can be viewed as a necessary outcome of a measure that tries to set standards and define the basic rights and entitlements. This may very well be only a short run outcome as in the long run other players would fill the gap left by those who leave. In any case, the Act also makes state responsible for providing universal access and therefore even if some private schools close down, it should not affect the child's access to schooling per se

It is also important to acknowledge that getting children from mixed background poses a challenge to teachers in terms of choosing pedagogic practices, providing psycho-social support and judging learning achievements, and given the current orientation and ethos of a large number of private schools, this may not be easy. This is a challenge for state schools as well where though the majority of children nowadays come from poorer background, the teachers are not necessarily sensitive and well-equipped to respond to their needs. This brings in the whole issue of improving the public service delivery by promoting genuine inclusion and ensuring high quality education.

Karnataka has introduced several interventions for improving the quality, which are either running parallel to each other or at times in separate districts. There has been no notable change in school functioning or quality of education being delivered in public schools. The interventions are planned in isolation from each other in many cases. It is important to evaluate,

reflect and then design a more comprehensive strategy for future. For instance, now that the RTE has made CCE compulsory the state, like most other Indian states, is developing a separate teacher-training plan for the same. CCE by very definition is meant for gauging individual child's progress and it may be more effective if it is built-in in the teaching learning experiences. Frequent testing is often viewed as CCE whereas the very principle of CCE is to minimise the testing.

The pressure to implement fast on a large scale often implies compromising the quality. Therefore, it may help if the state reviews the quality and inclusion related strategies in a holistic manner and introduces reforms that are necessary for success. As a result of the revised central guidelines, the state has initiated reforms to reconstitute DSERT and DIETs, important institutions for delivery of services at school level. This may bring in greater harmony and higher level of professional inputs into the system, starting from curricular and materials reform to classroom delivery.

The success of the special provisions for out of school ultimately depends on how inclusive the regular school is, and therefore the school functioning becomes the most critical aspect of delivery. Given the current orientation of teachers, head teachers and the whole educational setups in both private and public systems, this is no mean task. Schools need to be turned into responsive institutions where every child is respected and given full opportunity, it could mean greater attention to those who come from more deprived backgrounds.

Teacher is one of the most critical links in the delivery chain. Teacher training, both at pre-service and in-service levels need to be taken more seriously. In case of pre-service, strict quality control norms need to be in place. In case of in-service, rethinking on what works and what helps teachers receive the inputs better assumes importance. The delivery of 20 day training to all teachers every year has become mechanical and needs to undergo a change. Doing more of the same that has not proved effective is not the answer. Teacher management in terms of effective implementation of recruitment, placement and transfer policies, coupled with grievance redressal mechanisms also need greater attention.

SDMCs have been given more powers and therefore their role assumes greater significance. SDMCs serve two purposes: one, it is the closest, stakeholder based monitoring organisation for school functioning, and two, it is aimed at facilitating some change in the local power structure so as to allow women and other members coming from disadvantaged groups to be more vocal and aware of their rights, and participate in school functioning. Here again, it is



important to get out of a mechanical approach of SDMC training; the training needs to be viewed as a process of empowerment through information, skill and attitude building. The reconstitution process itself can be designed in a manner that it is empowering and encourages women and other members who otherwise are not very active to participate and question. It would help if perspective building on the SDNC's role and rationale for that role is part of teacher training process as well. The teacher has to accept her/his accountability towards SDMC to make it a more meaningful body.

Karnataka has the advantage of SDMC being linked with local elected bodies and therefore it could also play an important role in leveraging the resources for school development. For instance, a large number of schools in the state do not have playgrounds and in many cases, levelling of land is essential for developing the playground. NREGA provides funds for land levelling and it is possible to access that fund for developing playgrounds in schools.

Monitoring, research and evaluation are important aspects for improving delivery and governance. The state has the structures present at all levels and as stated earlier, now it is also in the process of introducing some reforms at state and district academic monitoring institutions such as DESERT and DIETs. However, the structures at sub district levels including Block Education office, Block Resource Centre and Cluster Resource Centre are also critical for ensuring quality in monitoring and also for guaranteeing that feedback loops are working effectively. The functioning of these institutions need to be reviewed and if necessary changes introduced in recruitment patterns and accountability chain in order to improve the services. The Government of India had set up a committee for this purpose and the state could benefit by looking at the recommendations.

The state also needs to take the situation in North East Karnataka on an urgent basis and understand what measures would bring greater success. Regional inequalities have either remained the same or grown over the years; this needs to be reversed. If it implies developing a separate approach and plan for that region, it should be tried on an urgent basis. It is important that the state takes the implementation of RTE in letter and spirit and not get caught in compliance mode. Since RTE is an Act, it has created a fear of non-compliance in states. This can prove counterproductive in the long run. On the whole, Karnataka is in a good position to attain RTE goals if it is able to address its governance challenges well by adopting institutional reforms in the desired areas.

**ATTACHMENT 1A: LIST OF LITERATURE REVIEWED FOR RTE STUDY**

S.no	Title	Author/ Publication		Date of Publication
1	Report on The System of Education in India		Nordic Recognition Information Centres	October 2006
2	Elementary Education in Urban India Analytical Tables		NUEPA	2009-10
3	Elementary Education in Rural India Analytical Tables		NUEPA	2009-11
4	State Elementary Education Report Card		DISE	2009-10,2010-11
5	Fourteenth Joint Review Mission		SSA	Jul-11
6	Model Rules Under the Right of Children to Free and Compulsory Education Act, 2009			2009
7	RTE guidelines under section 35( I)		MHRD	2010
8	Status of Implementation of RTE act, 2009			March, 2011
9	Amendments in RTE act		GOI, MHRD	Aug-10
10	RTE Draft Rules (V), Karnataka		GOK	June, 2009
11	Report of the Committee on Implementation of the Right of Children to Free & Compulsory Education Act, 2009 and the Resultant Revamp of Sarva Shiksha Abhiyan		MHRD	Apr-10

12	Role of Local Governance System in implementation of Right to Education Act - Advice by Binay Pattanayak	Shubhangi Sharma and Joy Elamon,	Solution Exchange	Aug-09
13	The Right of Children to Free & Compulsory Education Act, 2009		GOI, MHRD	Jul-05
14	EFA, Global Monitoring Report		UNESCO	Jun-05
15	School Resources and Educational Outcomes in Developing Countries: A Review of the Literature from 1990 To 2010	Paul W. Glewwe Eric A. Hanushek Sarah D. Humpage Renato Ravina	National Bureau of Economic Research	October, 2011
16	Applying A Rights Based Approach, An Inspirational Guide For Civil Society	Jakob Kirkemann Boesen & Tomas Martin	The Danish Institute for Human Rights	
17	The Right to Education	Sheldon Shaeffe	UNESCO	
18	Access to Elementary Education in India Country Analytical Review	R. Govinda Madhumita Bandyopadhyay	NUEPA	Jul-08
19	Annual Status of Education Report (Rural) 2010Annual Status of Education Report (Rural) 2010Annual Status of Education Report (Rural) 2010Annual Status of Education Report (Rural) 2010Annual Status, Provisional		ASER	2010
20	The Devil is in the Details	Baladeven Rangaraju	CFOConnect	October, 2010
21	Right to Education: Promises, Potential and Pitfalls		School Choice	

22	Azim Premji Foundation's Position on the Right of Children to Free and Compulsory Education Bill, 2008		Azim Premji Foundation	
23	What are the different strategies and approaches to realize Right to Education (RTE) in India?	Shantanu Gupta	Institute of Development Studies	September, 2009
24	Analysing the Monitoring Structures of Right to Education	Supriya Narang	Centre for Civil Society	2010
25	The 'Fundamentals' Right to Education in India	Dr Niranjana Aradhya Aruna Kashyap	Action Aid India, UNESCO	
26	Centre for Civil Society on Karnataka Right of Children to Free & Compulsory Rules		Centre for Civil Society	
27	Implementing Right to Education Act in India Major Issues and Challenges	R.Govinda	National Institute of Educational Planning and Administration India	
28	Educational Access in India, Country Policy Brief		Create	2009
29	Do Schools Get Their Money?	Ambrish Dongre, Aditi Gandhi, Satadru Sikdar	Accountability Initiative, ASER, National Institute of Public Finance and Policy	2010
30	N C E R T Annual Report 2010-11		NCERT	2010-11
31	Right to Education Report Card, India Rural		ASER	2011
32	Enrolment and Learning Report Card, India Rural		ASER	2011
33	Analytical Tables		DISE	2008-09, 2009-10
34	Flash Statistics		DISE	2009-10

35	All India Survey of Out of School Children, age 5 and in 6-13 age group		Social and Rural Research Institute, MHRD, GOI	2010
36	Effective Classroom Processes at Elementary Stage and Quality Education Under SSA		DEP-SSA	2007
37	The Secretariat of the Education Department		Department of public instructions,GOK	
38	Position Papers, National Focus Group on Teachers Education for curriculum Renewal		NCERT	
39	National Curriculum Framework for Teacher Education 2009		National Council for Teacher Education New Delhi	2009
40	Types of Training		Department of Public Instructions, GOK	
41	Chinnara Angala – A Course to the Mainstream			
42	National Curriculum Framework for Teacher Education		National Council for Teacher Education New Delhi	2009-10
43	Annual Administrative Report		DSERT	2010-11
44	Annual Report		SSA	2008-09,2009-10
45	National Achievement Survey class V		NCERT	2011
46	Education in Karnataka, An Analytical Report		Department of Public Instruction, GOK	2010-11
47	Karnataka State Commission for Protection of Child Rights, Mandate and Objectives		KSCPCR	
48	Sankalapa		SSA	2010-11
49	Nirantara		SSA	2011-12
50	Plan Approval Board Proceedings		SSA	2008-09,2009-10,2010-11

**ATTACHMENT 1B: LIST OF PEOPLE CONSULTED FOR RTE REPORT**

S.No	Department	Time	Name	Designation	Ph.No
1	SSA	1 st Dec 11.30 am	Prabha Alexander	Programme Officer	9448999318
2	Primary Education	12 Dec, 2.30 pm	Dev Prakash	Director, Primary Education	
3	SSA	5th dec and 8th dec 11.00 am	I S Magi		9448999431
4	DSERT		Famida Rahim	Deputy Director, Teacher Education	26422239
5	SCPCR	7Th Dec, 11.00am	Nina Nayak	Chairperson, SCPCR Karnataka	080- 22115291
6	SCPCR	7th Dec, 10.00am	Niranjan Aradhya	SCPCRA Member	9448986913
7	SSA	1st Dec, 1.00 pm	Kempraju		
8	KSEEB	11 Jan, 3.00 pm	Girija BH		9845745871
9	SSA	16 Jan, 3.30 pm	Prof Sita Ram	Consultant	
10	World Bank	1st Feb, 2012,	Dr.Deepa Sankar	Economist	
11	MHRD	31st Jan, afternoon, 2012	Dr. Maninder Kaur Dwivedi	Director	
12	MHRD	31st Jan, afternoon, 2012	Mr. Tiwari		
13	TSG, SSA	31st Jan, 2012	Shalender Sharma	Technical Advisor	
14	KUSMA	19th March, 2012, 12.30 pm	G.S Sharma	President	26619035
15	KUSMA	19th March, 2012, 12.30 pm	BK Seshachar	Executive Editor, KUSMA	
16	KK High School	20th March, 2012, 3.30 pm	M.A Khan	Principal	9845224228
17	RV Girls High School	21st March, 2012, 3.30 pm	Mrs. Padmini	Principal	
18	Bangalore Secondary High School	22nd March, 2012, 3.30 pm	Mr. Ramesh	Principal	
19	Government Boys Higher Primary School, Basvanagudi		S. Amudha	Asst. Mistress	



**ATTACHMENT II: ASSUMPTIONS AND SOURCES USED IN CHAPTER 3**

		<b>Financial</b>		<b>Physical</b>
<b>Head</b>	<b>Sub-Head</b>	<b>Source</b>	<b>Assumption</b>	<b>Source</b>
<b>Civil Works</b>				
	Primary School (New)	Minutes of 146th Meeting of PAB		Minutes of 146th Meeting of PAB
	ACRs for new UPS	Minutes of 146th Meeting of PAB		Minutes of 146th Meeting of PAB
	Additional Classroom	Minutes of 146th Meeting of PAB		Minutes of 146th Meeting of PAB
	HM room in UPS	Minutes of 146th Meeting of PAB		Minutes of 146th Meeting of PAB
	Electrification	SSA Norm		Minutes of 146th Meeting of PAB
	Girl Toilet	Minutes of 146th Meeting of PAB		Minutes of 146th Meeting of PAB
	Library (Lower Primary School)	SSA Norm		Minutes of 146th Meeting of PAB
	Library (Upper Primary School)	SSA Norm		Minutes of 146th Meeting of PAB
	Major Repairs (Lower Primary School)	Minutes of 146th Meeting of PAB		Minutes of 146th Meeting of PAB
	Major Repairs (Upper Primary School)	Minutes of 146th Meeting of PAB		Minutes of 146th Meeting of PAB



	Furniture for Govt UPS (One time grant)	SSA Norm - based on the child population		Predicted using Rate of Growth Method
	Fire Extinguisher in schools	Minutes of 146th Meeting of PAB		DISE ; Appraisal Report Karnataka 2010-11
	Boundary Wall	Appraisal Report Karnataka 2010-11		Dise 2010-11
	Drinking Facility	AWP&B		Dise 2010-11
	Toilet	Minutes of 146th Meeting of PAB		DISE 2010-11 ; Minutes of 146th Meeting of PAB
	Playground (Lower Primary School)	Discussion with CBPS Team	It is assumed that it would cost Rs 100000 for play ground	Dise
	Playground (Upper Primary School)	Discussion with CBPS Team	It is assumed that it would cost Rs 100000 for play ground	Dise
	Ramp (Lower Primary School)	SSA		Dise
	Ramp (Upper Primary School)	SSA		Dise
	Additional Classroom - CRC	Minutes of 146th Meeting of PAB		Calculated based on SSA Norm
	ACRs in lieu of upgradation	Minutes of 146th Meeting of PAB		Minutes of 146th Meeting of PAB
	Upper Primary Schools (converted)	AWP&B 2008-09		Dise 2010-11
	Upper Primary Schools (constructed)	AWP&B 2008-09		Dise 2010-11
	Primary School (Converted)	AWP&B 2008-09		DISE 2010-11
	Primary School (Constructed)	AWP&B 2008-09		DISE 2010-11
	Higher Primary (Converted)	AWP&B 2008-09		DISE 2010-11
	Higher Primary (Constructed)	AWP&B 2008-09		DISE 2010-11
Teacher Salary	Teacher Salary (Regular)		The salary is assumed to 14000 per month for the year 2012-13. A 10% annual increment is	DISE

			added for the remaining years	
	Additional Teachers (PTR based)		The salary is assumed to 14000 per month for the year 2012-13. A 10% annual increment is added for the remaining years	DISE 2009-10
Teacher Training	Refresher residential in-service training of 10 days for all teachers each year at BRC level and above per day	SSA Norm		DISE 2009-10
	One day monthly cluster level meetings and peer group training for 10 months for all teachers each year @100	SSA Norm		DISE 2009-10
	Refresher Training for all Resource Persons, Master Trainers, BRC & CRC faculty and Coordinators for 10 days each year	SSA Norm		Minutes of 146th Meeting of PAB
	Refresher residential in-service training of 10 days for all Head-master teachers each year at BRC level	SSA Norm		DISE 2009-10
	Training for untrained teachers to enable them to acquire professional qualification	SSA Norm		DISE 2009-10
SMC Training	Training of VEC/SMC - 3 days residential	SSA Norm		Minutes of 146th Meeting of PAB
	Training of VEC/SMC - 3 days non-residential	SSA Norm		Minutes of 146th Meeting of PAB
	Training of Local Authority - 3 days residential	SSA Norm		Minutes of 146th Meeting of PAB
	Training of Local Authority - 3 days non-residential	SSA Norm		Minutes of 146th Meeting of PAB
Grant for Teachers	Teachers Grant (Regular)	SSA Norm		DISE
Grant for School	School Grant (Primary)	SSA Norm		DISE ; Appraisal Report Karnataka 2010-11*

	School Grant (Higher Primary)	SSA Norm		DISE ; Appraisal Report Karnataka 2010-11*
Maintenance and Repair	Maintenance and Repair	SSA Norm		DISE ; Appraisal Report Karnataka 2010-11
Child Entitlements	Free Text book	Minutes of 146th Meeting of PAB		Predicted using Rate of Growth Method
	Uniform	Calculated from the Appraisal Report Table*		Predicted using Rate of Growth Method
	MDM (Primary)	E-Governance - MDM Annual Plan 2009-10 and Annual Budget 2010-11		Predicted using Rate of Growth Method
	MDM (Upper Primary)	E-Governance - MDM Annual Plan 2009-10 and Annual Budget 2010-11		Predicted using Rate of Growth Method
	Transportation	SSA Norm		Appraisal Report Karnataka 2010-11
	Escorts - Primary	SSA Norm		Appraisal Report Karnataka 2010-11
	Escorts - Upper Primary	SSA Norm		Appraisal Report Karnataka 2010-11
MDM (Salary)	MDM (Salary)	E-Governance - MDM Annual Plan 2009-10 and Annual Budget 2010-11		DISE ; Appraisal Report Karnataka 2010-11
BRC	Salary -BRC	AWP&B 2008-09	10 % annual increment is assumed	Calculated based on SSA Norm
	Provision for furniture - BRC	SSA Norm		Annexure 2 - PAB 2010-11
	Contingency Grant - BRC	SSA Norm		Annexure 2 - PAB 2010-11
	Meeting/Travel Allowance - BRC	SSA Norm		Annexure 2

				- PAB 2010-11
	TLM Grant - BRC	SSA Norm		Annexure 2 - PAB 2010-11
	Maintenance Grant - BRC	SSA Norm		Annexure 2 - PAB 2010-11
	Augmentation of training infrastructure (one time grant)	SSA Norm		Appraisal Report Karnataka 2010-11
	Replacement of Furniture - BRC	SSA Norm		Annexure 2 - PAB 2010-11
CRC	Salary -CRC	AWP&B 2008-09	10 % annual increment is assumed	Calculated based on SSA Norm
	Provision for furniture - CRC	SSA Norm		Annexure 2 - PAB 2010-11
	Contingency Grant - CRC	SSA Norm		Annexure 2 - PAB 2010-11
	Meeting/Travel Allowance - CRC	SSA Norm		Annexure 2 - PAB 2010-11
	TLM Grant - CRC	SSA Norm		Annexure 2 - PAB 2010-11
	Maintenance Grant - CRC	SSA Norm		Annexure 2 - PAB 2010-11
	Replacement of Furniture - BRC	SSA Norm		Annexure 2 - PAB 2010-11
Research, Evaluation, Supervision and Monitoring	Research, Evaluation, Supervision and Monitoring- state	SSA Norm		DISE ; Appraisal Report Karnataka 2010-11
	Research, Evaluation, Supervision and Monitoring - District wise		It is assumed that Rs 100000 would be allocated by the state for REMS activity at the district level	
Special Training	Special Training for OoSC - residential Schools	SSA Norm		From the total Out of School Children, it is assumed that on average 50% would
	Special Training for OoSC - Non- residential schools	SSA Norm		

				be attending residential schools and the other 50% non-residential schools
Provision for Differently-Abled Children	Provision for Differently-Abled Children	SSA Norm		SSA
TLE	Teachers Learning Equipment - New Primary School	SSA Norm		Minutes of 146th Meeting of PAB
	Teachers Learning Equipment - New UPS School	SSA Norm		Minutes of 146th Meeting of PAB
Management	Management & MIS	Appraisal Report Karnataka 2010-11		DISE
Learning Enhancement Programme	Learning Enhancement Programme	Appraisal Report Karnataka 2010-11		DISE
Community Mobilization	Community Mobilization	Appraisal Report Karnataka 2010-11		DISE
Innovation Fund for CAL	Innovation Fund for CAL	SSA Norm		DISE
Innovation Fund for Equity	Innovation Fund for Equity	SSA Norm		DISE
NPEGEL	NPEGEL	Minutes of 146th Meeting of PAB		Minutes of 146th Meeting of PAB
KGBV	KGBV	Appraisal Report Karnataka 2010-11		Appraisal Report Karnataka 2010-11
Residential Schools for specific category of children	Non-Recurring (one time grant)	Minutes of 146th Meeting of PAB		Minutes of 146th Meeting of PAB
	Recurring	Minutes of 146th Meeting of PAB		Minutes of 146th Meeting of PAB

Third-Party Evaluation	Third-Party Evaluation		It is assumed that Rs 1 crore would be spent on evaluation purposes by the state	
Sports Equipment & Maintenance	Sports Equipment & Maintenance		It is assumed that Rs 1 lakh(2012-13) and Rs 2 lakh (2013-15) would be spent on sports equipment and maintenance per school	
Media Campaign	Media Campaign		It is assumed that Rs 2 lakh would be spent on media campaign activity by the state	
SIEMAT	SIEMAT (one time grant)	SSA Norm		DISE

**ATTACHMENT III: PROGRAMMES TO MAINSTREAM OoSC in KARNATAKA**

<b>Name</b>	<b>Objectives</b>	<b>Features</b>	<b>Coverage</b>	<b>Impact</b>
<b>12 month Non-residential bridge courses</b>	To mainstream OoSC and retain potential dropouts	a)feeder schools	a)Feeder schools- 1100 children in 88 centres	
		b)Transport Facilities	b)Transportation facilities- 8724 children	
		c)12 NRBC	c) NRBC- 836 children in 34 centres	
		d) Madarasa	d) Madarasa- 93776 children in 133 centres	
<b>12 month Residential bridge courses</b>	To mainstream OoSC and retain potential dropouts	a)12 month RBC	a)12 month RBC- 3057 children in 126 centres	
		b)Ashakirana Kendras	b)Ashakirana Kendras-20863 children in 647 centres	

<b>Special enrolment drive</b>	To pursue the parents of the OoSC children, the non enrolled/dropouts to enrol their children to schools	a)community initiation and participation		9540 children brought back to schools
		b)involvement of field officers		
<b>Home Based Education</b>	Quality education to children with severe disability (is it fine to use the word disability?)	a)one education volunteer visits three children in a week	13852 children covered under this programme	
		b)volunteers guide the parents and imparts basic life skills to children		
<b>KGBV</b>	To mainstream OoS girls and retain potential dropouts specially in the educationally backward blocks	a)Hostel facilities	64 KGBV in Karnataka	1374 Oos girls have been covered (2009-10)
		b)identification and enrollment of girls		
		c)use of modules- Chinnara Angala for bridge course and Parihara Bodhane for remedial teaching		
		d)regular Parent teacher meeting, staff meeting,		



		e)enrollment campaigns		
		f)Preparatory examination, assignment and project work, unit tests vocational training, educational tours		
		g)regular health check ups		
<b>Odhuve Naanu</b>	a)To develop and enhance the reading skill of children	a)60 cards consisting of pictures, stories, spellings, simple sentences etc.	33 districts of Karnataka	a)Reading skills were developed
	b)To develop reading habits	b)children of class 2 to 7 grouped according to their reading abilities		b)Children were able to recognise the words and make simple sentences
	c)To develop creativity	c)activity based learning		c)children could manage the class by themselves, when the teacher was attending other group of students
	d)To use cards for remedial teaching as learning material	d)Urdu reading cards for Urdu schools		

<b>Escort Facilities</b>	To make schools accessible to children who find it difficult to commute to school alone.	a)escorts chosen from the local community members		
		b)SDMC and gram Panchayat chose responsible people from the community to function as escorts		
<b>Namma Shaale</b>	To bring the community and the schools closer to enhance quality of primary education in government schools.	a)action research project	74 schools in 66 villages	
		b)interpersonal discussions, household visits, focus group discussions, interactive intimate theatre, participatory planning and action, SDMC networking		

## Bibliography

Child Census 2008. (2008). *Child Census 2008*.

DISE. (2010-11). *State Elementary Education Report Card*.

Government of Karnataka. (2005). *Karnataka Human Development Report*. Bangalore: Government of Karnataka.

Jha, J., Saxena, K., & Baxi, C. (2001). *Management Processes in Elementary Education, A study of the existing practices in selected states in India*. The European Commission.

Karnataka State Planning Board. (2008). *Karnataka A Vision for Development*. Government of Karnataka.

Karnataka, G. o. (2010-11). *Education in Karnatka 2010-11, An Analytical Report*. Bangalore.

Mukhopadhyay, R., Ramkumar, N., & Vasavi, A. R. (2009). *Management of Elementary Education, Structures and Strategies*. New Delhi: NUEPA.

Rishiksha T. Krishnan. (n.d.). *Karnataka Vision 2025*. Bangalore: IIM Bangalore.

SSA Karnataka. (2009-10). *SSA Karnataka Annual Report 2009-10*. Bangalore: SSA.