

A Study on Quality of Acceptance of Children admitted in Private Unaided Schools in Bangalore under section 12(1)(c) of the RTE Act

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Executive Summary

The Constitution (86th Amendment) Act, 2002 inserted Article 21A in the Constitution of India to provide free and compulsory education, as the State may, by law, determine, to all children in the age group of six to fourteen years as a Fundamental Right. The Right of children to Free and Compulsory Education, 2009 came into effect on 1 April 2010, representing the legislation envisaged under Article 21A. The Act seeks to ensure that institutional and financial constraints, whether at the micro or macro levels, do not impede a child from completing elementary education. In addition to spelling-out quality-related norms for elementary education in general, the corner-stone of this study, Section 12(1)(c) of the Act states that a school “...shall admit in class I, to the extent of at least twenty-five per cent, of the strength of that class, children belonging to weaker section and disadvantaged group in the neighbourhood and provide free and compulsory elementary education till its completion.” It further states that schools imparting pre-class I education (such as nursery, or kindergarten) would take admissions in the entry level class.

Adequate representation through fair process, of disadvantaged groups and weaker sections in consonance with the provisions of the Act determines quality of acceptance at the outset. Karnataka state rules for RTE define “disadvantaged groups and weaker sections” and indicate allocations of seats for the sub-categories. For providing free education to children from disadvantaged groups and weaker sections, the appropriate Government would reimburse private schools the per-child recurring expenditure incurred by the State or actual amount charged from the child (whichever is less).

A significant feature of Karnataka’s education system is the presence of a large private sector. Private unaided schools have grown at a faster rate and constitute nearly 17.23 per cent of the total number of schools in the state, and 40 per cent of the total enrolments. This study tried to understand the quality of acceptance of disadvantaged children who have been admitted to private unaided schools under Section 12(1)(c) of the RTE Act. The study was conducted in the Bangalore Urban district comprising of nine educational blocks. Forty-five

schools were selected across nine educational blocks to conduct the primary research for the study.

The study was guided by the assumption that a key indicator of the quality of acceptance for purposes of 12(1)(c) of the RTE Act, would be the intended beneficiaries being able to access their entitlement under the clause. 75 per cent of the parents (who have admitted their children under RTE) interviewed indicated that the annual household income was less than one lakh. This was also reflected in the lack of ownership of any asset by the majority of the parents. More than 50 per cent of the parents (both fathers and mothers) had completed either 10th or 12th standard. While several disadvantaged categories of children delineated in the Act – such as orphans, street children, children with special needs and HIV affected/infected children – were extremely under-represented if not entirely absent in the random sample, children of migrants (but those residing in the state for sometimes more than one generation) were one sub-category that seemed to have availed of the provision intended for them, as 42 per cent of the RTE beneficiaries are non-native Kannada speakers.

SC/STs have been allotted 9 per cent of the total seats in almost all schools. OBC applicants are the largest group among other sub-categories within the remaining 16 per cent. Although the Act clearly states that the admission under this provision should be at the entry level, guidelines from BEOs (within the district and even with the same educational block) have differed arbitrarily. In a single block, BEO has asked some schools to admit children in LKG whereas some schools were asked to admit children in Class I. Hence, 34 schools admitted children in class I, clearly violating the Act. Most of the Principals mentioned above brought up the issue of how there needs to be one clear set of criteria that is well understood, communicated clearly to all stake-holders and adhered to with regard to determining eligibility. There was also a disparity (as reported by management and non-RTE parents who tried to get an RTE seat) in the criteria employed by BEO offices regarding the radius around the school from which applications were accepted.

Part VI of the Karnataka State rules under RTE lays down the minimum qualifications for persons to be eligible for appointment as a teacher in an elementary school. But only 69 per cent of the teachers held professional qualifications. Their knowledge and awareness about

RTE and its provisions (Continuous and Comprehensive Evaluation, Teacher-Pupil Ratio, no corporal punishment, child-centered learning) is quite low. A common difficulty cited by the teachers interviewed was that the parents were illiterate/ uneducated, and not offering enough support and guidance to the child at home. Several others also ‘problematised’ a less-than-ideal home environment, or less-than-ideal child by citing as their challenge non-English speaking children, slow-learners/ special children, poverty among students, diverse backgrounds of students, and the child having no previous schooling.

The Act mentions that it is the responsibility of the school to provide free entitlements and the school shall not levy any fees, charges or expenses on the parents of children admitted under clause 12(1)(c). The majority of the sample schools were found to have interpreted the provision as “no tuition fees” alone, which subjected the concerned RTE parents to various kinds of out-of-pocket expenditure, like admission fees, activities, sports, Smart Class fees, van fees, maintenance costs etc. The general attitude of schools to encourage or avoid admissions under RTE was captured in terms of the preparatory work undertaken (or not) by them, also reflecting their attitude towards (favourable or otherwise) and acceptance of the clause. Parents who had the right information at the right time were able to pursue the admission procedure while others were at a disadvantage from the outset. The flip-side of school managements informing eligible existing parents of RTE admissions to the entry-level class, was that in some cases, this was pursued with the intent of excluding eligible new entrants/ outsiders from gaining access to RTE seats.

In the academic year 2012-13, there were eight sample schools that did not undertake any RTE admissions while a total of 860 RTE seats were vacant across all the sample schools. Whilst School Managements tended to cite the non-receipt of eligible applications as the main reason for low enrolment under 12(1)(c) in 2012-13, the justiciable status accorded to RTE in 2013-14, clearly leveraged the visibility of, and improved accountability to the clause by all concerned stakeholders, including Managements, this year. Despite the justiciable status in the academic year 2013-14, there were 267 vacant RTE seats in the sample schools.

The above mentioned findings indicate that the prime objectives of the study were met. The socio-economic profile of the child was analysed through their social category, parents’

income, assets owned and educational background of parents and grandparents. Existence of specific physical infrastructure in the school was documented and access of these facilities to children admitted under RTE was examined through observations. Parents and management provided individual and school level information regarding provision of uniforms, textbooks etc. and fees charged for the same, if any. These fulfilled the second and third objective of this study. Classroom observations of all classes with children admitted under RTE, interviews with teachers and playground observation during recess/lunch/sports helped in fulfilling the last two objectives of the study: treatment of children in the school was examined and some case studies were developed based on discrimination and good practices.

Certain recommendations emerge from the inferences drawn from the above findings:

1. Information plays a key role in accessing the provisions enshrined in the Act. Hence, a **ward-level information fair** could be organised which would inform intended beneficiaries which schools were undertaking RTE seats in that particular ward, what documents were required, identified the deadlines in advance and help the parents prepare the necessary documents. Ward-level information fair will lessen the work-load (for BEO's office as well as schools) to establish the ward-wise eligibility. Conducting such fairs will also mean that the intended beneficiaries will have access to information, criterion and means to gather required documents in the same location. This process will also increase transparency and accountability.
2. **More clarity is required in the information available to schools** from the BEO office related to residents of which wards are eligible to apply in their school, age-criterion, entry-level class etc.
3. **Sensitising teachers**, through training sessions, meetings and information dissemination, particularly about the provisions of RTE, and CCE and its implementation, is absolutely integral to improving the experience of children in school, both in the class and outside of it.
4. Absence of a grievance redressal mechanism (for all the stakeholders) needs to be addressed.

5. **Decentralised-centralisation at the block level** for the 12(1)(c) admission process to all concerned schools, as well as support and handholding of schools, through an RTE secretariat could be a starting point. **Technology** could be used extensively for such decentralised-centralisation. **Counselling**, as conducted for engineering and medical admissions as well as government teacher recruitment and transfer could also be used as an effective tool.

Broad Framework of the Report

The report is based on a study conducted for Sarva Shiksha Abhiyan (Karnataka) to understand the quality of acceptance of children admitted under the Right to free and compulsory Education (RTE), 2009 in private unaided schools in Bangalore Urban District. This study included primary survey conducted in 45 private aided schools across nine educational blocks in the district. The primary data collection included semi-structured interviews with management and principals, teachers teaching classes with students admitted under RTE, parents of children admitted under RTE, parents of fee-paying children in the same classrooms and classroom observations. We also examined the attendance registers, classwork/homework copies, RTE admission registers and socio-economic profiles of the children admitted under the provisions of the Act. The study was based on the following objectives:

Objectives of the Study:

1. To study the socio-economic profile of children admitted under 12(1)(c).
2. To examine access that these children have to physical infrastructure facilities in schools, both within classrooms and with respect to toilets, drinking water, and ramps or audio-visual aids for those with special needs.
3. To examine the provisioning of facilities such as uniforms, textbooks, work-books, mid-day lunch (wherever applicable) without collection of any fees
4. To study the quality of teaching-learning in the light of classroom interactions, quality of school work, and progress indicated by CCE of children admitted under Section 12(1)(c).
5. To examine the treatment of children admitted under Section 12(1)(c) by teachers, other children and management, within classrooms and in the school premises in relation to activity-oriented assignments, extra-curricular activities, opportunities in school functions, sports and games, computer classes and personal references

6. To develop qualitative reports on children who feel a sense of discrimination (if specific cases surface) as well as case-studies of good instances/practices of inclusion (if any).

Section I: In the first section, the Act and related rules by the Karnataka state government has been explained. Salient features of the Act that enhance the quality of education are explained. Special focus has been given to the clause pertaining to admission of children in private unaided schools. This lays the foundation for ‘why’ this study needed to be conducted and how it relates to the parameters of quality of acceptance that can be inferred from the Act.

Section II: The second section elaborates the current education-related private school data in Karnataka. It also highlights the tools that were used explaining the rationale behind using these tools. The process undertaken for primary research work has also been listed in this section. Basic profiles of the sample schools visited (e.g. syllabus followed, school strength) have also been provided to help understand the composition of the sample.

Section III: The findings of the study has been sub-divided to explain acceptance of children at various levels and as perceived by different stakeholders. The first sub-section explains the profile of the RTE parent in the sample schools and whether targets have been achieved. The second sub-section analyses acceptance at the Admissions level. The role of Government officials, the perspective of the School Managements and the gaps that exist in the effective implementation of the clause 12(1)(c) are discussed.

In sub-section three the School Experience has been documented. Findings about teachers’ educational backgrounds, knowledge and acceptance about RTE and its provisions, what management currently do and could do, issues and concerns raised by fee-paying parents coupled with their ideas and opinions about RTE forms the basis of this section. Case studies of any acts of discrimination or poor quality of acceptance within the classrooms have been elaborated in sub-section six.

Section IV: Policy and implementation gaps along with recommendations that emerge from the inferences have been elaborated in the last section. They have been organised as separate

sub-headings (Lack of awareness about RTE, School level deficits related to norms in the RTE Act and implementation of the provision of free and compulsory education, existing practices of distortions and absence of a redressal mechanism).

Acronyms

BEO-Block Education Officer

CCE-Continuous and Comprehensive Education

LKG-Lower Kindergarten Class

ICT-Information and Communication Technology

NGO-Non-governmental Organisation

PIL-Public Interest Litigation

PTR-Pupil Teacher Ratio

QoA-Quality of Acceptance

RTE -Right to Education

SSA-Sarva Shiksha Abhiyan

TPR-Teacher Pupil Ratio

UKG-Upper Kindergarten Class

12(1)(c)- Section 12(1)(c) of the Right to Education Act

A study on Quality of Acceptance of Children admitted in Private Unaided Schools in Bangalore under section 12(1)(c) of the RTE Act

I. Why probe quality of acceptance under section 12(1)(c) of the RTE Act, and what does it entail?

The Constitution (86th Amendment) Act, 2002 inserted Article 21A in the Constitution of India to provide free and compulsory education, as the State may, by law, determine, to all children in the age group of six to fourteen years as a Fundamental Right. The Right of children to Free and Compulsory Education, 2009¹ came into effect on 1 April 2010, representing the legislation envisaged under Article 21A. The Act seeks to ensure that institutional and financial constraints, whether at the micro or macro levels, do not impede a child from completing elementary education. It also seeks to address the quality that education being offered to each child should adhere to, defining the parameters for a range of aspects from school infrastructure to child-friendly pedagogy.

In addition to spelling-out quality-related norms for elementary education in general, the corner-stone of this study, Section 12(1)(c) of the Act states that a school² “...shall admit in class I, to the extent of at least twenty-five per cent, of the strength of that class, children belonging to weaker section and disadvantaged group in the neighbourhood and provide free and compulsory elementary education till its completion.” It further states that schools imparting pre-class I education (such as nursery, or kindergarten) would take admissions in the entry level class. This section of the Act in effect introduced a provision for 25 per cent

¹ Also referred to as Right to Education (RTE)

² Defined by the RTE Act as: any recognized school imparting elementary education and includes: (a) a school established, owned, or controlled by appropriate Government or local authority; (b) an aided school receiving aid or grants to meet whole or part of its expenses from the appropriate Government or local authority; (c) a school belonging to a specific category; and, (d) an unaided school not receiving any kind of aid or grants to meet its expenses from the appropriate Government or local authority (*Right of children to Free and Compulsory Education Act 2009, Section 2, clause (n)*)

reservation in private schools and has since been a subject of debate. The Act also made the provision of compensating these schools through the transfer of funds from state exchequer using the state per capita expenditure in elementary education as a norm. Such provisions have been in operation in Delhi prior to the Act where it is compulsory for the private unaided schools to admit 20 per cent non-fee paying students.

Probing quality of acceptance of children admitted under 12(1)(c) is pertinent as it offers children who have traditionally been outside the ambit of education' a constitutionally guaranteed right to be accepted in what is conventionally perceived to be 'privileged private school'. The acceptance in this case refers to two levels: first, at the level of entry or admission, and second, more crucial, at the level of being offered an empowering educational experience within the precincts of the school.

A good quality of acceptance at the first level involves commitment by all actors to a transparent and rule-based process, one that is free of distortions and offers equal opportunity to all intended beneficiaries by minimising information asymmetry and arbitrariness of any kind. A good quality of acceptance at the second level, according to the law, requires that schools meet the norms and standards for quality education laid down by the act. While quality-parameters, such as those captured and listed by RTE, are useful, the curious fact that 'the whole, is more than the sum of the parts' remains, when trying to capture something like a 'qualitatively good educational experience'.

However, given the widely-accepted research-based validity of most, if not all the quality-parameters laid down by the Act, and the relative ease in establishing whether or not they were being satisfied by schools, the present study undertook to measure the second level of acceptance in relation to whether these were indeed being met, particularly with respect to the teaching-learning process within classrooms, and the child's experience of being in school.

The following section will further detail the various dimensions that were taken into account to determine quality of acceptance of children admitted under 12(1)(c) for the purpose of this study, derived from RTE 2009 and the Karnataka State Rules for RTE.

Quality of acceptance (QoA): defining the contours

For both what we have called the first level of entry or admission, or at the second, more crucial level of being offered an empowering educational experience within the precincts of the school, salient features of the RTE Act 2009³ and the Karnataka state rules for RTE offer all the pointers to ascertain what quality of acceptance comprises for the purpose of this study.

Parameters to gauge QoA at the Admission level

1. Adequate representation through fair process, of disadvantaged groups and weaker sections in consonance with the provisions of the Act determines quality of acceptance at the outset. Karnataka state rules for RTE define “disadvantaged groups and weaker sections” and indicate allocations of seats for the sub-categories. The percentage of allocation across various categories specified are⁴: 7.5 per cent and 1.5 per cent of seats for children from Scheduled Castes and Scheduled Tribes respectively, remaining 16 per cent seats to be provided to other categories of children belonging to disadvantaged sections (Category I, IIA, IIB, IIIA, IIIB, orphan, migrant children, child with special needs, HIV affected/infected child) and weaker sections (children whose parents/guardians have an annual income of less than Rs 3.50 lakhs).

In February 2013 in response to a Public Interest Litigation (PIL) which stated that the income limit of Rs 3.50 lakhs was relatively high, and would work against children from Below Poverty Line families gaining admissions under 12(1)(c), Karnataka Government responded to summons from the High Court. The State Government told the Court that students whose families with annual incomes less than Rs 1 lakh would be ‘given preference’ for admission under the clause for ‘weaker sections’, while the upper limit of 3.50 lakhs would remain unchanged (The Hindu, 27 February 2013). A good quality of acceptance of the intent and spirit of the 12(1)(c) would thus reflect this directive. Moreover, governance mechanisms to ensure that the ‘means’ by which the ‘ends’ of this particular directive are met are to be transparent and rule-based, free of distortions.

³ As listed in “*Sarva Shiksha Abhiyan: Framework for Implementation*”, Ministry of Human Resource Development; Government of India; March 2011, pg 4

⁴ Notification No. ED 27 MAHITI 2012; Government of Karnataka Notification

2. The Act now has a bearing on what kinds of students private schools need to accept into their fold, and what kind of fee the government will reimburse on their behalf. For providing free education to children from disadvantaged groups and weaker sections, the appropriate Government would reimburse private schools the per-child recurring expenditure incurred by the State or actual amount charged from the child (whichever is less). In Karnataka, the compensation is Rs 5,924 per child for pre-school and Rs 11,848 per child for grade I.

Infringement of autonomy of private schools, and their ‘fundamental right to do business,’ (i) could be a source of unhappiness to some private school managements. and (ii) unhappiness of private school managements (if any) in this regard may have a bearing on the quality of acceptance of children admitted under 12(c) of RTE or their parents/guardians, as can be established vis-à-vis any practices that school managements promote to vitiate the intent and spirit of clause 12(1)(c), either with regard to selecting beneficiaries or providing/withholding entitlements guaranteed by the act, within schools. QoA in relation to these aspects is therefore also something that needs to be ascertained.

Parameters to gauge QoA in terms of the School Experience

At the second level of educational experience afforded by both the hidden and stated curriculum of the school, built environment, and human interface, QoA would be reflected in norms and standards laid down by the Act being met, including

1. Schools ensuring that these children are not discriminated in any manner (e.g. entitlements and facilities like textbooks, uniforms, library, ICT facilities, co-curricular programmes, sports etc);
2. School adherence to norms and standards relating inter alia to Pupil Teacher Ratios (PTRs) (30: 1 in primary classes), buildings and infrastructure (including separate toilet for girls and boys, playground, access enabling features for those with disabilities, and safe and adequate drinking water facilities) school-working days, teacher-working hours.
3. Being able to benefit from the guidance of appropriately trained teachers, i.e. teachers with the requisite entry and academic qualifications.

4. The provision for all children who require it to get special assistance from teachers to reach age-appropriate learning levels, being in place and effective.
5. Not being subjected to (a) screening procedures for admission; (b) physical punishment and mental harassment; and there being no (c) private tuition by teachers.
6. A curriculum in consonance with the values enshrined in the Constitution, and which ensures all-round development of the child, building on the child's knowledge, potential and talent and freeing him/her of fear, trauma and anxiety through a system of child friendly and child centred learning, including continuous comprehensive evaluation (CCE), and instruction in the mother-tongue where possible.
7. Schools not segregating these children from others in the classroom, or holding their classes separately (place and/or time).

II. Situating the Study: Where, What and How it was done

A significant feature of Karnataka's education system is the presence of a large private sector. As elsewhere, the private sector in Karnataka also 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 were started after 1987. However, private unaided schools have increased rapidly in the 1990s and they continue to grow. Private unaided schools have grown at a faster rate and constitute nearly 17.23 per cent of the total number of schools in the state, and 31.92 per cent of the total enrolments in elementary classes (See Table 1 below).

Table 1: Proportion of Enrolment in Private Unaided Schools in Karnataka (2011-12)

	CLASS I - V	CLASS VI – VIII	CLASS I - VIII
Enrolled in Unaided Private Schools	1,864,649	825,790	2,690,439
Total Enrolment in the state	5,414,542	3,006,675	84,21,217
% Enrolled in Unaided Private Schools	34.41	27.46	31.92

Source: Table 10 and 11, Annual Report 2011-12, Sarva Shiksha Abhiyan, Karnataka

Schools in the purposive sample and their characteristics

This study tried to understand the quality of acceptance of disadvantaged children who have been admitted to private unaided schools under Section 12(1)(c) of the RTE Act. The study was conducted in the Bangalore Urban (North and South) district comprising of nine educational blocks.

Table 2: Private Unaided Schools in Bangalore Urban

District	No. of Private Unaided Elementary Schools	% of Private Unaided Schools in Bangalore (U)	Total Enrolment In Private Unaided (Elementary Classes)	% of Enrolment in Private Unaided Schools in Bangalore (U)
Bangalore Urban North	902	8.80	4,14,018	16.76
Bangalore Urban South	1,328	12.95	2,92,941	11.86
Bangalore Urban (Total)	2,230	21.75	7,06,959	28.62
Karnataka	10,252		2,469,833	

Source: Table S1.1, Distribution of Schools by Management, Sarva Shiksha Abhiyan

The above table indicates that Bangalore Urban district has 21.75 per cent of the State's private unaided schools with 28.62 per cent of the State's enrolment, highest in the State. The district is divided into nine educational blocks. For the purpose of this study, five schools were selected from each educational block, in consultation with the concerned BEO's office such that there was one school each following the CBSE and ICSE syllabi; and three schools (large/medium/small size) that follow the State syllabus. During the selection procedure, emphasis was also laid upon schools in the vicinity of slums (notified/ recognised where possible, and informal squatter settlements otherwise). This adds up to 45 schools across nine blocks.

Table 3: Profile of the (sample) private unaided schools

Syllabus Followed	No. of Schools	Size (Total Number of Students)	No. of Schools
CBSE	13	Small (<500)	12
ICSE	10	Medium (>500 and <1000)	6
State	21	Large (>1000)	25
IB	1	Not known	2
Total	45	Total	45

Source: Compiled from primary data collected

Table 3 indicates the composition of the sample schools. Out of 45 schools, 21 followed State syllabus, 13 CBSE, 10 ICSE and 1 IB respectively. Majority of the schools (25 out of 43) were large schools with total school strength greater than 1000 students. The complete list of schools that were part of the sample is provided in the Annexure 2.

Table 4: Logistics of the Study

Description of Study-related logistics	
Number of visits that were required to 9 BEO offices (by appointment) to procure list of schools and letter of introduction	11
Total number of schools received during Round I visit to 9 BEOs	48
Total Number of Preliminary School visits made (by appointment, and after sending letters by speed post) to Round I schools	52
Schools found to be ineligible for the Study (either Aided or Minority) during Round I preliminary visit	9
Number of visits that were required to 2 BEO offices (by appointment) to procure list of replacement schools and letter of introduction (Round II visits)	3
Total number of Replacement schools received during Round II visit to 2 BEOs	6
Total Number of Preliminary School visits made (by appointment, and after sending letters by speed post) to Round II schools	6
Schools that refused to cooperate for data collection (among Round II schools)	2
Total number of Preliminary School Visits made before the study	58
Total number of Schools visited for Field Work (including 3 incorrectly listed Aided Schools of Round II)	46
Schools found to be ineligible for the Study (either Aided or Minority) in the Replacement list	3
Schools from which data-collected was used for this study	43

Note: Details of the study-related logistics are provided in Annexure 1.

This report refers in several instances to children who secured admission under RTE 12(1)(c) as RTE child/children, to their parents and families. This reference is only used in the context of the study in lieu of ‘child admitted under the clause RTE 12(1)(c)’, and has no other connotations whatsoever.

Statement of Confidentiality: To ensure confidentiality of the data collected, the text of the report refers to the schools by number and a fictitious Block designated by an alphabet. E.g.: School 4 in Block M. The designated school number and code does not correspond in any way to the list presented in the annexure. A block-wise jumbled list was used to arrive at the fictitious names used in this report.

Tools Developed and Used for the Study

Desk review of materials related to RTE formed the basis of developing tools for the survey in the selected schools. Detailed review was conducted of the RTE Act, the Karnataka State Rules, circulars issued by the Department of Public Instruction (GoK), media coverage of RTE in 2013 and other studies conducted with RTE as its main theme. These tools were developed with the intent to capture quality of acceptance in all its facets as described in Section I above. This entailed capturing quality of acceptance at two levels: (i) as experienced or perceived by the parents of children admitted under RTE Act, and (ii) as offered by the teacher and management both directly and indirectly. Directly in terms of the processes followed for admission and direct communications to parents and children, and indirectly as they encourage or communicate to fee-paying classmates/their own wards, towards children admitted under 12(1)(c) both at the intangible level of attitudes and opinions, and tangible level of enabling/supportive actions or otherwise.

A detailed observation checklist for classrooms, and semi-structured interview schedules for teachers, management, and parents (RTE as well as fee-paying) were developed in this light. A complete set of the instruments used for data collection is included in the Annexure. Besides the various tools, analysis of relevant school records and case studies were also developed as detailed below.

(a) Analysis of relevant records: Visits to the schools began with procuring a list of RTE students as approved by the BEOs office to obtain the details of each child so admitted, as well as evidence related to the schools admissions under the Act. The list also formed the basis on which the study team distinguished children admitted under the relevant clause in the class, during classroom observations, either by calling out names (of all students) in the attendance roster, or through asking all children for a self-introduction, and making a note of who were the children named in the list from among them. Checking of registers to make note of whether students admitted under RTE attended class regularly, was also done.

(b) Observation checklist: The observation checklist sought to understand behaviour towards and general treatment of the children admitted under RTE Act. Through these observations, the study tried to capture whether the attire or physical arrangements offered to these children

makes it evident that they are admitted under the RTE Act, whether these children are seated in proximity to other children or separately and attitude/treatment towards them during meal times and in access to common spaces (including play spaces and washrooms).

Teachers' behaviour towards the children admitted under RTE was another important component of the observations conducted. Here, the checklist tried to understand if the teacher knew who the children admitted under 12(1)(c) were, if s/he giving requisite attention to these children, if s/he was paying attention to whether these children are able to understand or not, if s/he ignoring these children such as by not paying heed to what a child may be asking about, and general attitude of teachers as evinced in gestures and tone of voice.

Comfort levels and confidence to be themselves, without fear or inhibitions, as demonstrated by children admitted under RTE Act was also noted during the observations. Behaviour of these children with others (i.e. whether they are mingling with them or not) was also observed. Some of the other ways in which quality of acceptance was ascertained included checking for any evident markers identifying the children admitted under RTE as a distinct category; comparing the quality of their books, uniforms, stationary with that of other children; checking for comparable quality of school work through examining children's notebooks; and investigating their access to common areas and facilities like toilets and drinking water.

(c) Semi-structured interviews: The rationale behind conducting semi-structured interviews was to understand teacher's / management's understanding and perception of this mandatory clause in RTE, the difficulties they faced or continue to face (pedagogical, administrative, financial, resistance from parents/teachers) and also various procedures followed.

i. Management: School profile (locality, number of students, syllabus followed), number of RTE seats (allotted, application received, seats filled, vacant seats, previous year's RTE admissions), procedure followed to enrol children under 12(1)(c) (i.e. did they pro-actively do something to raise awareness among intended beneficiaries and enrol students or were they more often just responding to parents/NGOs/government officials to enrol them), whether uniform and books were free, hike in fees in general, experiences in RTE admission,

compliance report submission and reimbursements received and their suggestions were covered through the interview.

ii. Teachers: Academic profile of the teachers who had teaching-duties in the classes in which children were admitted under the relevant clause, number of students in their classes (to estimate TPR range), the extent and nature of their perception of diversity in the student-body of their class, their awareness regarding CCE and RTE and their opinions about RTE-admissions were captured through the semi-structured interviews.

iii. Parents of Children admitted under the relevant clause: Socio-economic background, procedure followed for RTE admission, out-of-pocket expenditures incurred for the admission, awareness about RTE and suggestions regarding the same, their own and their child's experiences before and after the admission were some of the key components of the interview schedule.

iv. Parents of fee-paying children: The interview covered socio-economic background, educational background of parents and grandparents of the child admitted, out-of-pocket expenditures incurred for the admission, awareness about RTE, their notion about quality of education and socialisation in the school and suggestions for RTE.

(d) Cases of Poor Quality of Acceptance: During the course of our survey, we came across a few distinct cases of poor and problematic quality of acceptance. Among the four highlighted in this report, one case reflects poor acceptance of the children admitted under the clause at several levels, and the second the issue of discrimination of a child with special needs. The third was of different sets of children admitted under the relevant clause, who were not segregated to be by themselves, nevertheless being provided different classroom environments within the same school. A fourth case, captures the key factor indirectly influencing quality of acceptance – the poor quality of teachers and the teaching-learning process in a school.

III. Findings on ‘Quality of acceptance’: many levels, many issues

1. RTE parent/ child’s profile: are intended beneficiaries adequately represented?

The study was guided by the assumption that a key indicator of the quality of acceptance for purposes of 12(1)(c) of the RTE Act, would be the intended beneficiaries being able to access their entitlement under the clause. As questions on income are something that respondents seldom are willing to respond to truthfully, especially when having a low income is one of the criteria for availing of benefits, the study undertook to examine the socio-economic background of those availing of school admissions under 12(1)(c) in a more comprehensive manner, investigating educational attainment over two generations, parental occupation and asset ownership.

A total of 282 or almost 75 per cent of the study sample of parents whose wards were admitted under 12(1)(c) indicated that their annual family income was less than a lakh. Of these, 6 were dual-income families. An additional 264 or 70 per cent of the respondents also indicated the same income bracket with only the father earning an income. Besides, there were 18 respondents who indicated that the mother of the child was the only earning member, and her income in all cases was below one lakh annually.

There were 76 respondents (or 20 per cent) who indicated that the father of the child admitted under the relevant clause earned between 1 and 2.5 lakhs annually, and among these 15 indicated that the mother of the child was also earning, but less than 1 lakh annually in all cases. The income of these 15 dual-earner families could thus be anywhere over 1 lakh and less than 3.5 lakhs, but possibly averaging around 2-2.5 lakhs. Only 8 respondents indicated a family income close to the upper-limit defined in relation to clause 12(1)(c), of 3.5 lakhs annually, with the father indicated as the only earning member.

Table 5: Levels of Income of RTE Parents

Earning	Fathers	Mothers	Both	Total
Less than Rs 1 lakh	264	33	6	303
More than Rs One lakh but less than Rs 2.0 lakh	76	1	0	77
Rs 2.0 lakh to 3.5 lakh	8	0	0	8
More than Rs 3.5 lakh	1	0	0	1
No response	3	0	0	3
Total	352	34	6	392

Source: Compiled from primary data collected

Majority of the fathers of RTE children either had no or low level of schooling. One third of the fathers are 10th pass while another one third had education level of lower than 10th pass. Only 10 percent of fathers were graduate and above.

Table 6: Education Levels of Parents of RTE Children

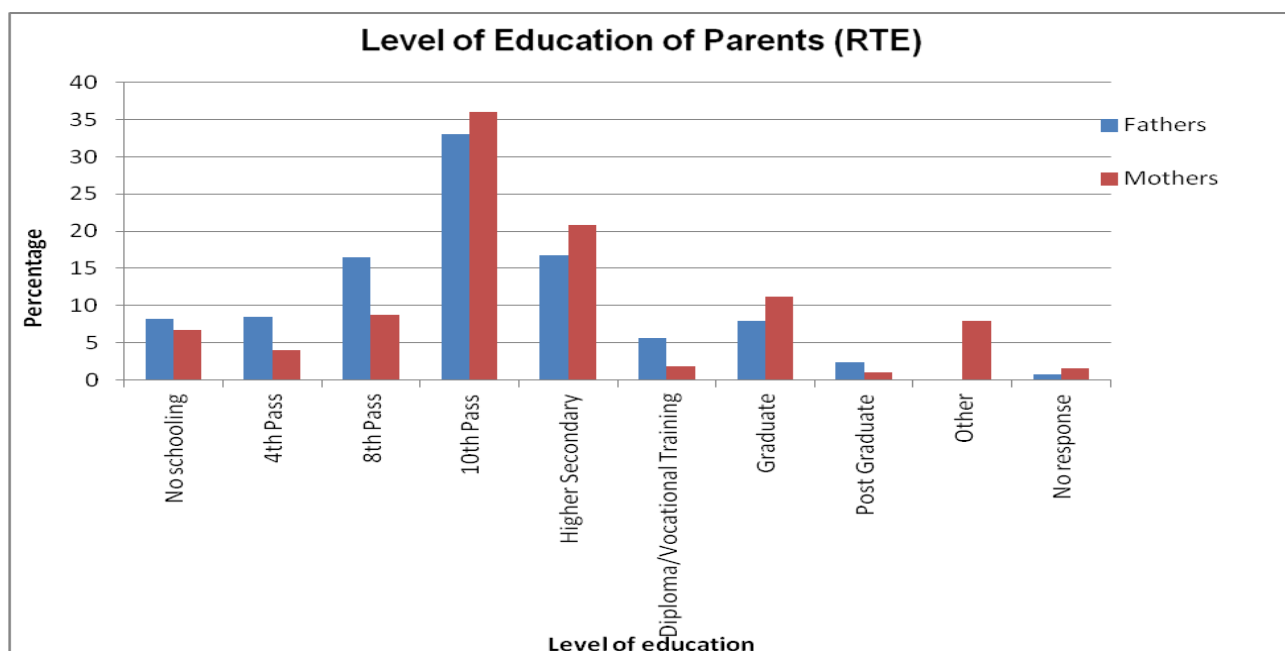
Level of education	Number of fathers of RTE Children	% of Fathers	Number of mothers of RTE children	% of Mothers
No school	31	8	25	7
4th pass	32	9	15	4
8th pass	62	17	33	9
10th pass	124	33	135	36
12th pass	63	17	78	21
Diploma/vocational training	21	6	7	2
Graduate	30	8	42	11
Postgraduate	9	2	4	1
Other	0	0	30	8
No response	3	0.008	6	1
Total	375	100	375	100

Source: Compiled from raw data

The same trend was reflected in the mother's level of education that was reported – the majority (213/375) had completed either 10th standard or higher secondary, and also

accounted for about 57 per cent of the sample's responses. These trends are represented in a comparative graph below:

Figure 1: Level of Education of RTE Parents



Source: Compiled from primary data collected

While a small percentage of parents of children admitted under RTE 12(1)(c) were graduates and postgraduates (10.4 per cent and 12.3 per cent of the sample respectively), the majority of responses indicate that most parents do not have a college education. About one-third (33 per cent) of the sample indicated that the RTE child's father's education was 8th class or below, and 19.5 per cent that the child's mother's education was 8th class or below. However, only 16.8 per cent of the respondents indicated that the child's father had 4th class or less education, and 10.7 per cent that the child's mother had this level of education. Grandparents education (both paternal and maternal) as reported by the respondents, indicated that roughly one-third (29 per cent) of the children admitted under the relevant clause covered in the sample had grandparents who had had no schooling at all, and were second generation school-goers. Exactly 12 per cent or 45 of the respondents in the sample indicated that their child was a second-generation learner, whose parents had had elementary education (Class 8)

or below and grandparents had had no schooling. There were also 6 children of respondents in the sample who were found to be first-generation school goers, with both parents and grandparents who had never been to school.

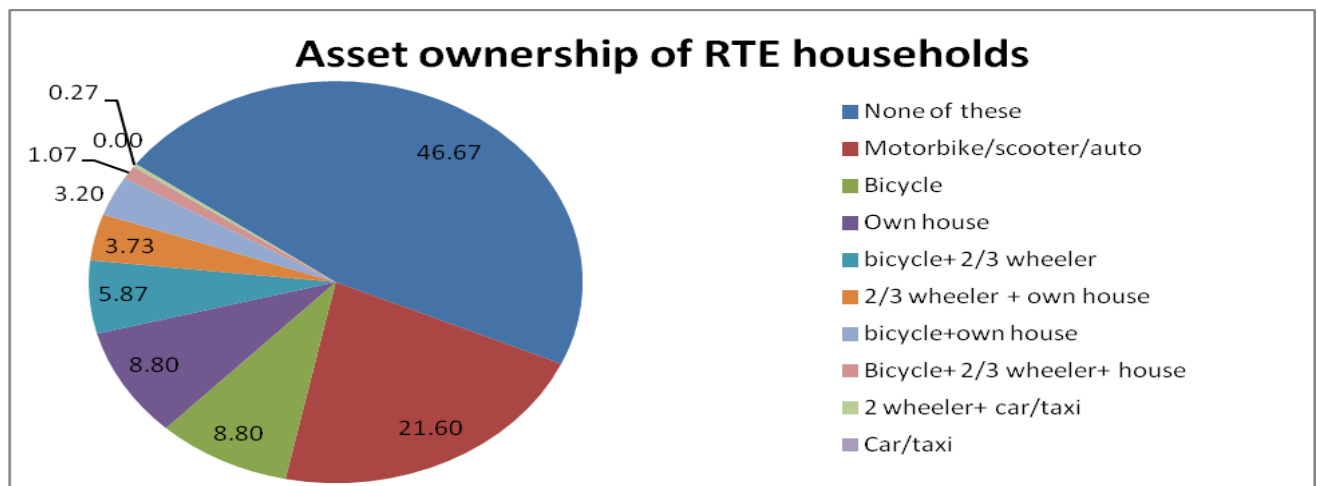
Asset ownership trends were as reflected in the pie-chart below, with the majority indicating that they owned none of the assets of which ownership was examined.

Table 7: Asset ownership of RTE households

Asset owned	Number of households	Percentage
None of these	175	46.67
Motorbike/scooter/auto	81	21.60
Bicycle	33	8.80
Own house	33	8.80
Bicycle+ 2/3 wheeler	22	5.87
2-3 wheeler + own house	14	3.73
Bicycle + own house	12	3.20
Bicycle + 2/3 wheeler + house	4	1.07
2 wheeler + car/taxi	1	0.27
Car/taxi	0	0.00
Total	375	

Source: Compiled from primary data collected

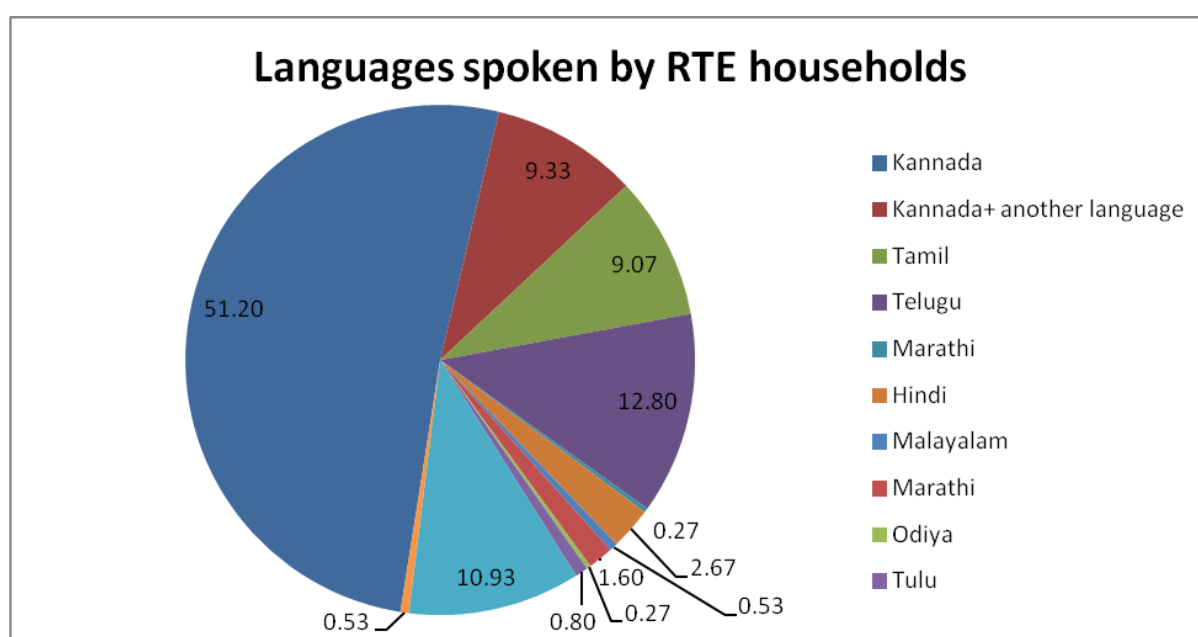
Figure 2: Asset ownership of RTE households



Source: Compiled from primary data collected

While several disadvantaged categories of children delineated in the act – such as orphans, street children, children with special needs and HIV affected/infected children – were extremely under-represented if not entirely absent in the random sample, children of migrants (ie, most commonly, non-native Kannada speakers who have been long-term residents of Bangalore) were one sub-category that seemed to have availed of the provision intended for them, if take the home language as an indicator. While the native Kannada-speaking population was the single largest majority (58 per cent) among the respondents whose wards had been admitted under RTE 12(1)(c), speakers of Telugu, Tamil, Urdu, Hindi, Marathi, Tulu, Malayalam and Odiya were also represented in that order, and accounted for the remaining 42per cent. Significantly, 11 per cent of the sample indicated Kannada along with another regional language to be their language spoken at home, suggesting perhaps that their families have been residing in the state for generations.

Figure 3: Languages spoken at home by RTE households



Source: Compiled from raw data

Table 8: Languages spoken at home by RTE households

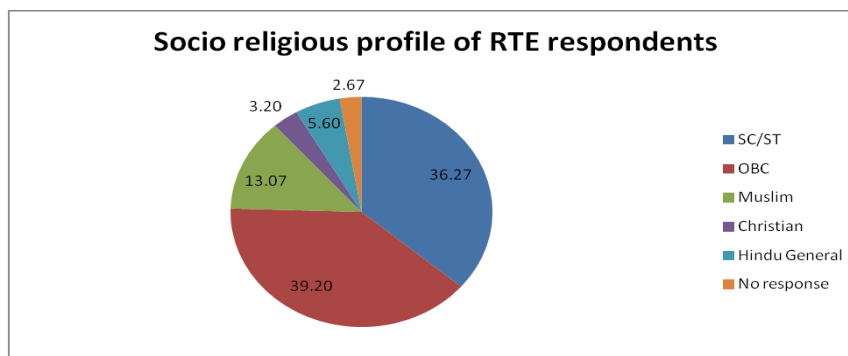
Language spoken at home	Number of RTE Households	%
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Kannada	192	51.20
Kannada+ another language	35	9.33
Tamil	34	9.07
Telugu	48	12.80
Marathi	1	0.27
Hindi	10	2.67
Malayalam	2	0.53
Marathi	6	1.60
Odiya	1	0.27
Tulu	3	0.80
Urdu	41	10.93
No response	2	0.53
Total	375	100

Source: Compiled from primary data collected

The category-wise break-up of total admissions under RTE Section 12(1)(c) in the sample schools also indicated that the specified combined total of 9 per cent of these seats set aside under RTE 12(1)(c) did go to children from SC and ST categories, and the remaining 16 per cent went to other categories, with OBCs representing approximately 10 per cent of these remaining seats. However, about 75 per cent of the respondents we interviewed belonged to SC/ST/OBC category.

Figure 4: Socio-religious profile of RTE respondents



Source: Compiled from primary data collected

Table 9: Social Category-wise distribution of RTE households

Social Category	Number of RTE Households	Percentage
SC/ST	136	36
OBC	147	39

Muslim	49	13
Christian	12	3
Hindu General	21	6
No response	10	3
Total	375	100

Source: Compiled from primary data collected

Not directly related to any requirement of the Act, but of consequence to social development in general is the study-finding that the concerned-clause related admissions in Bangalore as evidenced in the sample schools, has maintained parity in relation to sex of the child. The data revealed that 49.80 per cent of the RTE children were girls and 50.20 per cent were boys.

Quality of acceptance in relation to degree to which the intent and spirit of the clause was realised, gauged in relation to who gained admission under 12(1)(c) and their families social-economic profile thus appears to have satisfied the criteria laid down by the Centre and the State. However, there were some errors of both inclusion and exclusion, as the next section discusses.

2. The Admission Process and Student Selection: Is it fair and transparent?

I. Admission process and the role of government functionaries.

Most School Managements interviewed stated that the Admission Process followed the norms and guidelines given by the BEOs office, but these were found to be not uniform. Application forms were received both as the school and at the BEO office in many cases. Schools were expected to sort and compile applicants by ward, and age (in some cases); eliminating those outside the ward at this stage. The BEOs office then checked for their eligibility on grounds of category and income (in what order and with what weightage accorded to either criteria, varied). A first list was prepared in this manner. Often there were seats in the quota that were not filled. These were filled in some reported cases by expanding the locality limit set earlier (e.g.: adjoining ward, 5 km radius) and selecting from those who had been eliminated earlier. At other times, a lottery/ lucky dip was held either on the school premises or in the BEOs office in the presence of new applicants and school representatives.

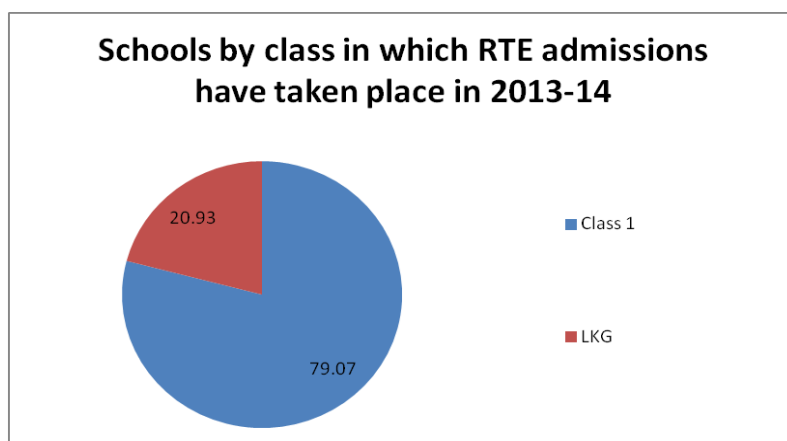
Parents who procured admission under RTE for their children were found to have low levels of awareness about the selection process, with slightly more than half saying they did not know how it was done. Among those interviewed, about 19 per cent indicated that it had to do with submitting the right forms and around 12 per cent of them were aware that a lottery had been conducted as applications exceeded the number of available seats. Of the successful applicants in our sample, about 11 per cent came to know of admission being awarded only when they were contacted by the teachers/school.

Factors that reflected poor QoA at the admissions stage itself, related both to violations of the Act in principle, and ambiguity in terms of processes followed.

a. RTE admissions not made in the entry-level class

Data drawn from the sample schools indicates that under the instruction of the concerned BEOs schools have admitted students in both LKG and Grade 1 in the proportion indicated below:

Figure 5: Schools by class in which RTE admissions have taken place in 2013-14



Source: Compiled from primary data collected

Seventy nine percent of schools, despite having Kindergarten sections admitted students in Grade 1, instead of the entry-level class, violating a very clearly and unambiguously stated provision of the Act. Only 21 per cent schools have admitted students in LKG. Two of the sample schools also had a nursery section in which no RTE admissions took place. One

school in the sample, had on their own volition admitted students in LKG in 2012-13, but this year, had to admit students in Grade 1.

The schools reported that they were acting under directives from the Department of Public Instruction. Each school was given instructions regarding the grade in which the children should be admitted under this category. A number of school Head-Mistresses expressed their unhappiness regarding the ‘arbitrary manner’ in which school-wise-allocation with regard to RTE admissions to LKG or Grade 1 took place. They spoke of the crucial role of a good foundation in the early years, and how difficult both the children and teachers were finding it when poorly prepared children entered Grade 1.

On the other hand, management of a school where admissions had been allotted for LKG, which found the amount reimbursed by the government way too low in relation to their recurring costs, observed that they were going to be “incurring losses on an additional 2 classes” for enrollments in LKG as compared to schools than enrolled student in class 1. Some managements, when asked why they had not admitted in the entry-level class stated “We wanted to, and have asked the BEO to let us, next year”, while others said “The Act specifically mentioned education between the age of 6 and 14 years”.

Given that the state rules are clear about entry class not necessarily being grade I, and the importance of pre-school experiences in preparing the children for grade I well-established, this practice is not only violative of the Act, it can also be suspected to be deliberately manipulative.

It is also playing a negative role in enabling the RTE children to be accepted well in unaided private schools. As the section on Teachers and Quality of Acceptance, below, will discuss, teachers were quick to apply labels like “slow-learner” to children who had not developed age-appropriate skills due to the lack of appropriate pre-school experiences, as the case in Box 1 illustrates.

Box 1: *Two children in School 2 in Block F, who were accepted into Grade 1 this year were found by their teachers to have “poor or no foundation” as they did not know the English alphabets while others in their class were doing cursive writing. While the school does endorse a policy of special support to them, it was clear that the concerned teachers resented the additional workload, while their colleagues (class teachers of other sections) who had been luckier to get “good” children, did not have this additional work. The children were made to stand up and pointed out to the study team as ‘RTE child’ during the classroom observation, and their ‘problem’ discussed in front of all the other children. Both children seemed diffident and also were being noted by the classmates for being “different”.*

While special coaching by teachers has its role, how much school work, coupled with a negative/ condescending attitude of the teacher, a 6 year-old can take, needs to be kept in perspective. Should they be expected to “catch up” in one month, with what others learnt and practiced over 2 years? Admissions in LKG would help all children start out at the same level, and not encourage comparisons or consequences as for these children.

b. Glitches surrounding documents for application

Related to the issue of income and caste being among the key criteria specified for eligibility for admission under the clause, there were some issues that School Managements raised on the role of the BEOs office:

1. Principals of three schools, located in three different blocks questioned how all parents seemed to produce income certificates certifying that their annual income was either Rs 11,000 or Rs 14,000. They were of the opinion that such certificates understated income and were mass-manufactured.
2. Principals in four schools, each located in separate blocks noted that the applications from Hindu General Category were overlooked by the BEO’s office in spite of repeated referrals from the school, supporting their eligibility on economic grounds. The ground for such refusal was cited as these candidates not having a disadvantaged category certificate.

3. In School 1 in Block H, the Principal stated that the directive from the BEO required that they admit all SC/ST students with no reference to their income certificate, and admit OBC students only if they satisfied the income criteria.

In general, acceptance of children at the application-processing and admissions stage seems to have been marred by the lack of clarity and lack of information (or connivance to withhold correct information) at several levels – including the BEOs office, the school, and among parents.

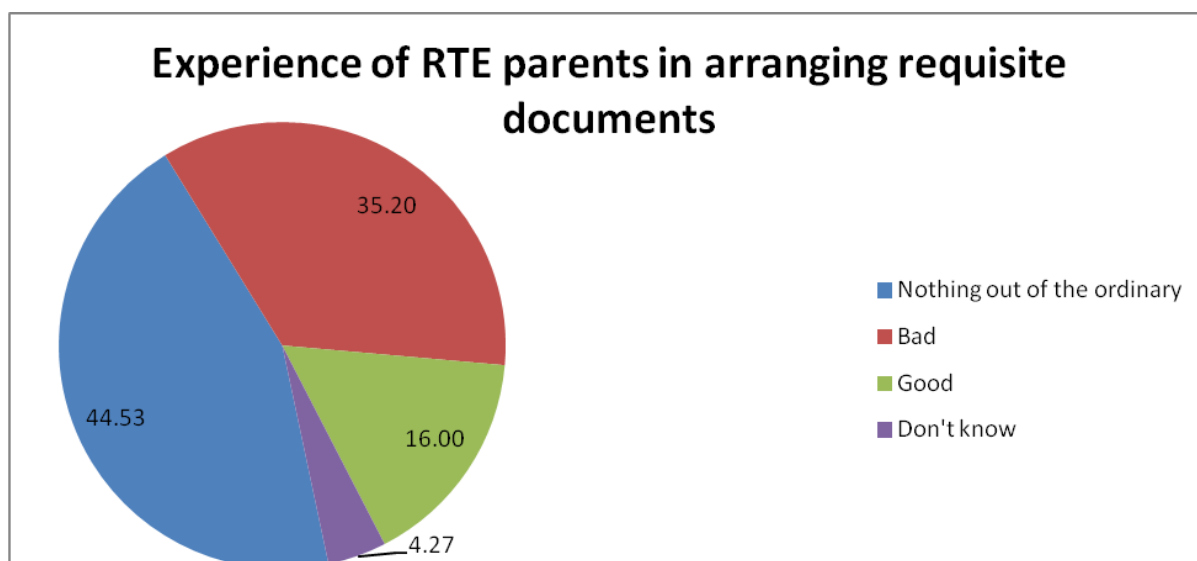
c. Lack of clarity and uniformity in procedures endorsed and followed

The need for one clear set of criteria that is well understood, communicated clearly to all stakeholders and adhered to with regard to determining eligibility clearly emerged from the process of consultation with parents and management of schools. This lack of clarity, and the ensuing tussle between the BEOs office and the parent/school, also meant that RTE seats remain unfilled in some cases despite the presence of and demand from eligible candidates. There was also a disparity (as reported by management and non-RTE parents who tried to get an RTE seat) in the criteria employed by BEO offices regarding the radius around the school from which applications were accepted. While some allowed admissions only from within the ward, others allowed applicants from adjacent wards, still others specified a 1 km or 5 km radius. The same goes for the age of the child seeking admission, and the BEOs directive to school regarding the same, which ranged from five to eight years in Grade 1 in some schools, and was denied for those aged 7 or above in others.

Table 10: Experience of arranging documents as reported by families who have admitted their children under RTE

Responses	Number of RTE households	Percentage
Nothing unusual	167	45
Bad	132	35
Good	60	16
Can't say	16	4
Total	375	100

Source: Compiled from primary data collected

Figure 6: Experience of RTE parents in arranging requisite documents

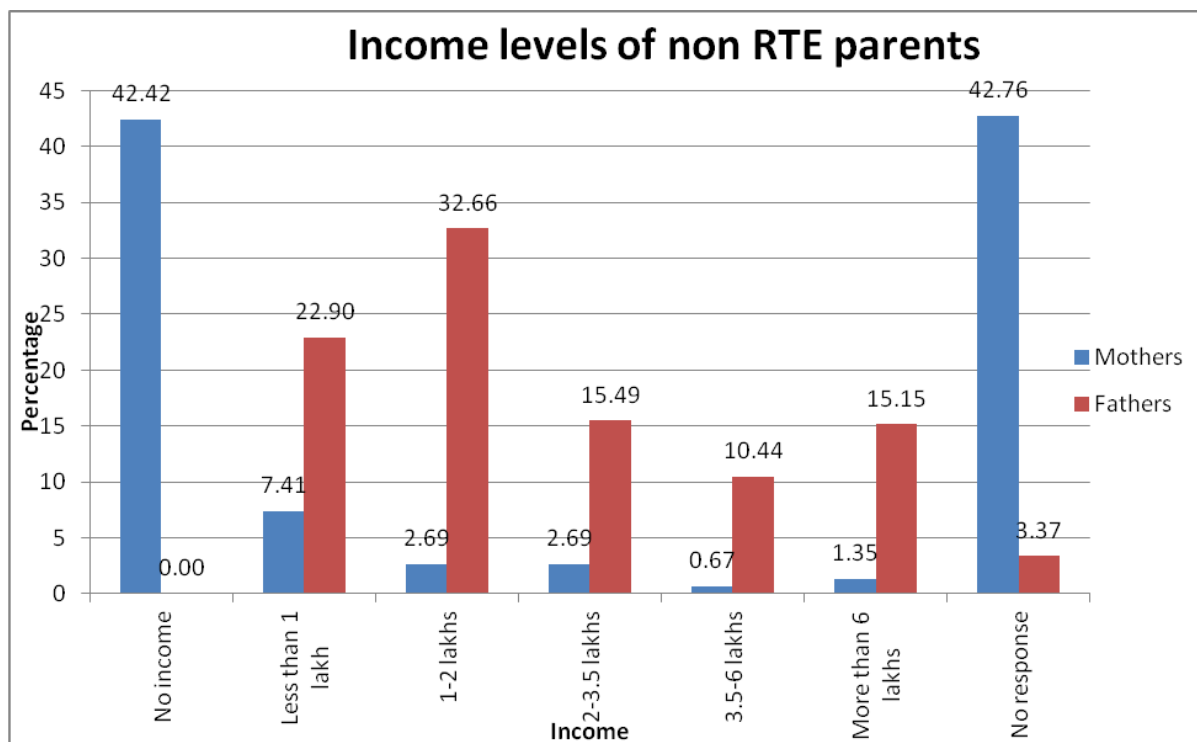
Source: Compiled from primary data collected

With regard to their experience in arranging the documents almost universally cited as the requisite ones included birth certificate in addition to income proof, caste certificate and residence proof though the Act says the birth certificate is not compulsory. The majority of the respondents (61 per cent) indicated that their experience had been either good (16 per cent) or nothing unusual (45 per cent). However, a significant number (132/375 or 35 per cent) indicated that it had been bad. The most common reason cited for their describing it as bad, was having had to pay a bribe at the Tehsildars office for income/caste certificates. This amount ranged from Rs 250-300 to Rs 1000. One amusing response, described the experience as bad because “It took 21 days for me to get the caste and income certificates since in Banashankari Taluk office, she wanted no bribe.”

Out of the 298 respondents among the fee-paying parents interviewed for the study, 6 (among many others) who had tried to admit their children under the RTE quota, had been unsuccessful for reasons that partly implicate the BEO’s office. Lack of ‘required’ documents including those that the act specifies as not mandatory for admissions, made them ineligible to apply. One of the parents in one school had the grievance that despite paying a bribe of Rs.500, a sum that she had to take a loan for, to the Taluk Office for the income certificate,

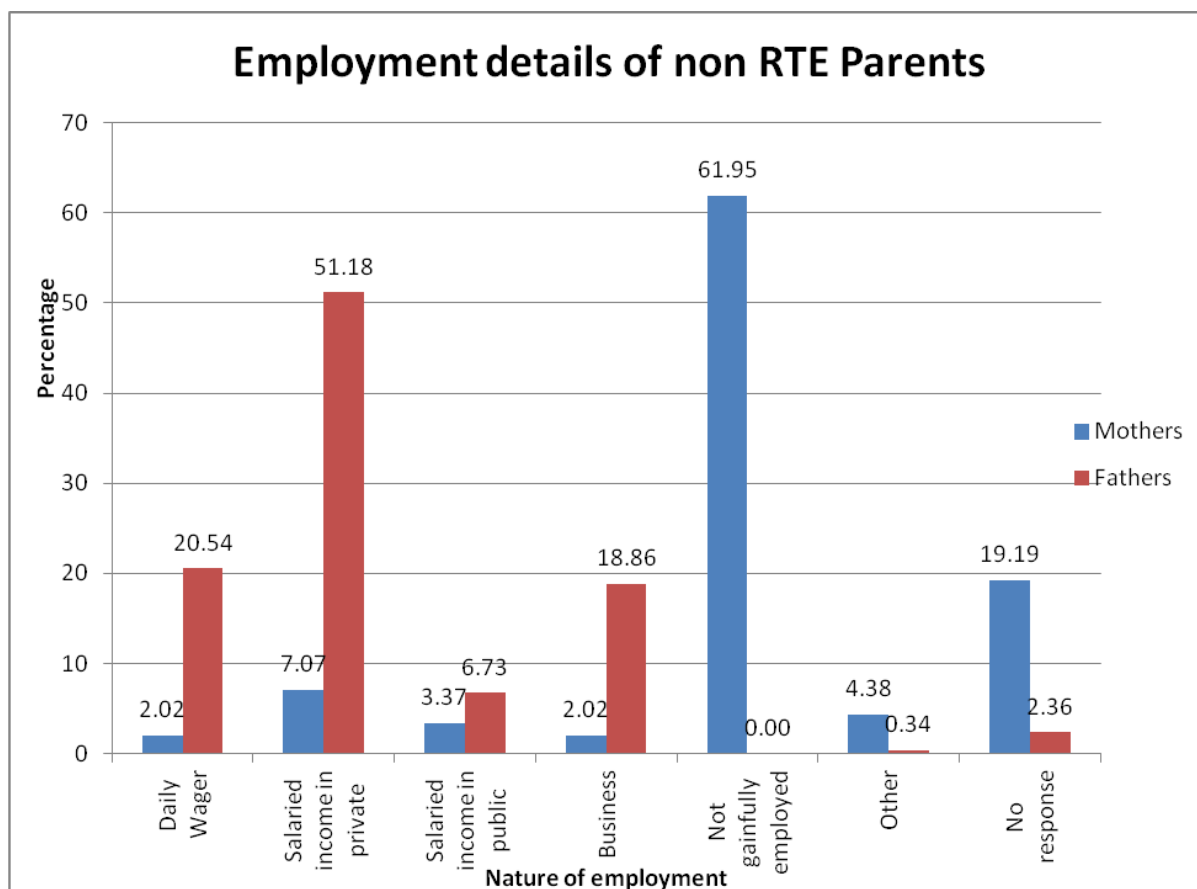
her child did not get through. Several parents said it was very difficult for them to even arrange for the money to submit an application with all the necessary documents.

Figure 7: Income levels of non RTE parents



Source: Compiled from primary data collected

The income levels of the non RTE parents in the sample indicate that a little over 40 per cent of the mothers have no income, and the same percentage gave no response. Of those mothers who do earn, the majority (7.41 per cent) earn less than a lakh. There were also a small percentage of mothers (2.69 per cent) who indicated an income between 2 and 3.5 lakhs. The single largest group among fathers in this category was of those earning between 1 and 2 lakhs (32.66 per cent), followed by those earning less than a lakh (22.90 per cent). A little over 15 per cent of the fathers reported earnings between 2 and 3.5 lakhs, and the about the same percentage indicated more than 6 lakhs too. A little over 3 per cent of the fathers gave no response.

Figure 8: Employment details of non RTE parents

Source: Compiled from primary data collected

II . Private School Managements: their role in the Admission Process

a. “Free” education and its misinterpretations

The interpretation of what constitutes “free” education, as laid down by the Act was found to have been subject to numerous distortions by the sample schools, sometimes with the stated knowledge and approval of local authorities, or arising out of their oversight. Management of School 1 in Block E informed the study team that they charged each RTE parent Rs 10,000 towards the capital cost on Smart Class classrooms, and that the concerned BEO is aware of this. On hindsight, they also requested that this information not be disclosed in this Report.

The Act mentions that it is the responsibility of the school to provide free entitlements and the school shall not levy any fees, charges or expenses on the parents of children admitted under clause 12(1)(c). As the Act does not specifically prohibit several special fees, this loophole is diluting the intent and spirit of the clause for free education for children from disadvantaged and weaker sections. The majority of the sample schools were found to have interpreted the provision as “no tuition fees” alone, which subjected the concerned RTE parents to various kinds of out-of-pocket expenditure. These were also justified by School Managements in various ways, most commonly that

- a. Uniforms and books (both textbooks and notebooks which some schools require to be specially bound and printed with the school emblem) are not provided by the school to any of the students. They have to procure these from suppliers identified by the school.
- b. Schools employ external experts to offer extracurricular activities e.g. karate, yoga, abacus. Each set of activities have a different fee, charged by the external expert. Participating in these activities is ‘optional’. Those who cannot afford the extra expenditure naturally opt out. The curricular experience of these children is different, but management does not perceive this to be their responsibility.
- c. Schools are leasing/ procuring special facilities like Educomp/Smart Classes, or upgrading their buildings etc. These involve a high capital cost. Where there are no concessions related to procuring land or constructing schools buildings, these involve loans at high interest rates. The actual recurring expenditure of a ‘good’ private school, as indicated by a few managements from the sample schools, made an annual per-child fee of Rs 30,000 ‘very reasonable’. When reimbursed less than Rs 12,000 per child admitted under the relevant clause (based on the recurring cost of state schools, where rent or capital costs on land/buildings do not figure), hiking the fee for fee-paying students was not an option, as they too are mostly middle-class people, earning about the same as the upper limit of income set by clause 12(1)(c) of RTE. This necessitated that Managements recur at least some of the cost incurred from RTE parents too, they opined. They also pointed out that given the ‘good’ education and benefits their child would enjoy by being in the concerned school, most of these parents did not resent the extra amount(s).

Table 11: Out-of-Pocket Expenditure incurred by RTE parents

Description of item	Range of amount spent in (Rs)
Uniforms	Rs 500 – Rs 4500 (for 2 sets)
Books	Rs 600 – Rs 4,500
Van	Rs 500 to Rs 6,500
Sports	Rs 500 to Rs 2,000
Activities	Rs 500 to 20,000
Shoes	Rs 200 to Rs 2,500
Private Tuitions	Rs 100 to Rs 400
RTE Application Form	Rs 100 to Rs 150
Maintenance Fees	Rs 10,000 to Rs 13,000
Exam Fee	Rs 500
Computer Fees/Smart Class	Rs 1,200 to Rs 10,000
Admission	Rs 600 to Rs 38,000
Capitation Fee/Donation	Rs 4,000 to Rs 25,000

Source: Compiled from primary data collected

Apart from just three schools in one block, all the other schools in the sample did not provide free uniforms and books. RTE Parents spent anything ranging from Rs 500 to Rs 4,500 on two sets of uniform and Rs 600 to Rs 4,500 on books (textbooks only in some cases, and also notebooks with the school logo in others). Expenditure was also incurred on shoes (Rs 200 to Rs 2,500, given one school made Nike shoes mandatory), Sports fees (Rs 500 to Rs 2,000), Activities (Rs 500 to Rs 20,000) and school van/ transportation (Rs 500 to Rs 6,500).

Some parents even bought the RTE application forms from schools for Rs 100 or Rs 150. Owing to the absence of special remedial attention as specified in the Act, parents also incurred the expense of sending their child for tuitions. In a few cases these tuition classes were taken by teachers from the same school.

The Act clearly prohibits capitation fees or donations, more so for those seeking admission under the clause for disadvantaged and weaker sections. Fees in the form of Maintenance Fees (Rs 10,000 to Rs 13,000), Admission Fees (Rs 600 to Rs 38,000), Capitation/Donation Fees (Rs 4,000 top Rs 25,000), Computer/Smart Class Fees (Rs 1,200 to Rs 10,000) have

been collected from these parents in several of the sample schools. Parent from one school in Block E collaborated what the Management had already told the study team, about paying Rs 10,000 at the time of admission, with the additional information that the receipt was given for Re 1. Another school in Block D also collected payment of Rs 10,000 by these parents without giving any receipt and clearly conveyed that admission would be cancelled if this amount was not paid. Five parents from this school in Block D mentioned paying Rs 14,050 for admission and one of them produced the informal receipt given to them as evidence. Parents from one school of Block C also mentioned paying Rs 8000 for admission and receiving a receipt for the same.

The table below indicates that net out-of-pocket expenditure for RTE parents hovered at around 40-70 per cent of the cost incurred by a regular fee-paying parent for six schools in the sample.

Table 12 : Out of pocket expenditure of RTE parents as percentage of fees paid by non RTE parents (Data available for a few schools only)

Out of pocket expenditure of RTE parents, as percentage of fees paid by non RTE parents	No. of Schools (data for select schools from the sample)
0 to 10	1
10 to 20	8
20 to 30	2
30 to 40	1
40 to 50	1
50 to 60	1
60 to 70	1
70 to 80	1

Source: Compiled from primary data collected

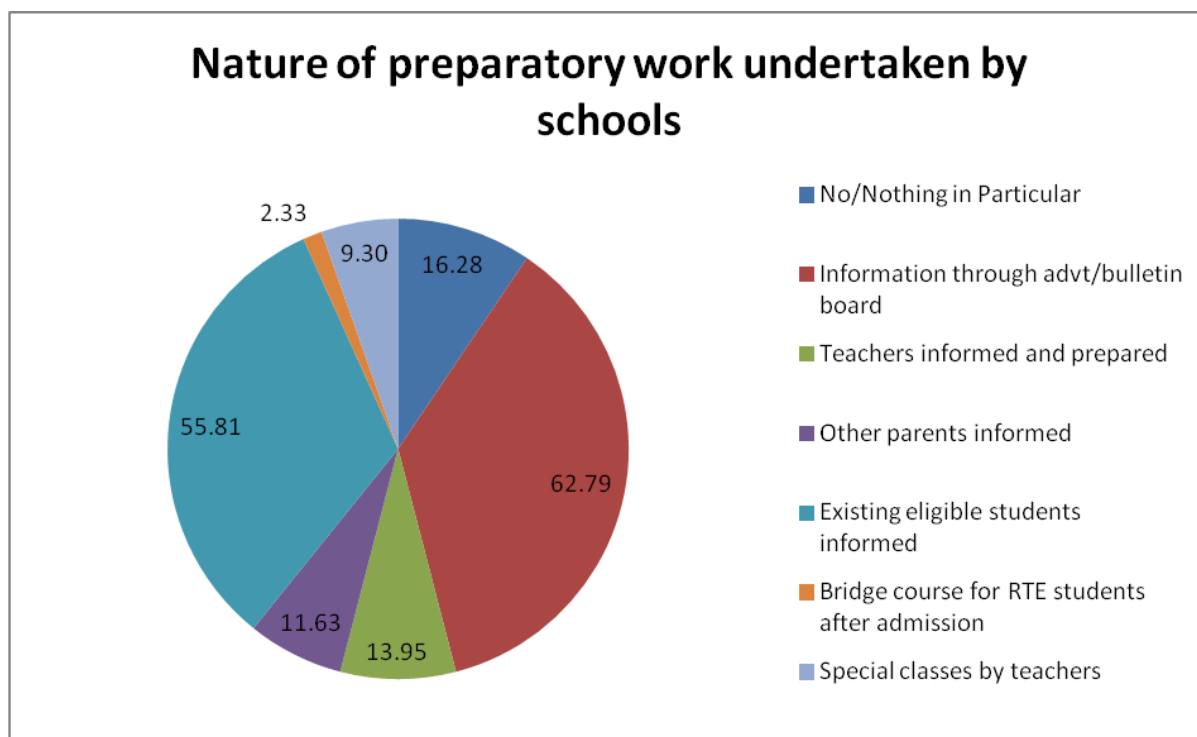
Charging fees under various heads on the premise that only Tuition Fees were to be waived undermines the spirit of clause 12(1)(c) of the Fundamental Right. Quality of acceptance of RTE students by Managements is clearly poor, when this is the case. It also acts as a deterrent to seats being filled up.

b. Imparting information about Section 12(1)(c) to eligible parents

School Managements had the option of assuming a pro-active role to ensure enrolments under RTE. The general attitude of schools to encourage or avoid admissions under RTE was

captured in terms of the preparatory work undertaken by them, also reflecting their attitude towards (favourable or otherwise) and acceptance of the clause.

Figure 9 : Nature pf preparatory work undertaken by schools



Source: Compiled from primary data collected

Schools in the sample claimed that they issued notices for their bulletin boards (62.79 per cent), informed parents of children studying in the relevant pre-entry level class of their schools (55.81 per cent), informed parents of the general student body (11.63 per cent) and informed and prepared teachers (13.95 per cent), for RTE admissions in the current academic year (2013-14). Seven schools (16.28 per cent) also stated that they did not undertake any preparatory work to enrol students under RTE.

Parents who had the right information at the right time were able to pursue the admission procedure while others were at a disadvantage from the outset. The flip-side of school managements informing eligible existing parents of RTE admissions to the entry-level class was that in some cases, this was pursued with the intent of excluding eligible new entrants/

outsiders from gaining access to RTE seats. One school in Block A had made their entire RTE admission process (100 per cent seats) a proxy for a scholarship and admission-based-on-merit for their existing eligible students. Although all these students were eligible on grounds of socio-economic status and satisfied the criteria laid down by the Act, this amounted to a denial of equal opportunity to other eligible applicants in the ward.

In another school in the same Block, about half the RTE parents (to Grade 1) in the sample, were old parents of the school, and indicated that they had paid Rs 6,000 - 7,000 as admission fees for their child in LKG, or had more than one child studying in the school, and had therefore been informed by the Management that they could apply for RTE seats in Grade 1. Here also, a certain degree of preferential treatment was at play, but as there were also fresh admissions under RTE, opportunity seems to have been offered to others too. Analysis of RTE parents responses in the sample schools revealed that slightly over 50 per cent of the admissions under the clause 12(1)(c) this year, went to students already enrolled in the concerned school.

Table 13: Students previously enrolled in the same school

Students Previously Enrolled in the Same School	
Number of Students previously enrolled in the same school	194
Total number of RTE students in the sample schools	375
Percentage of students previously enrolled in the same school	51.73

Source: Compiled from primary data collected

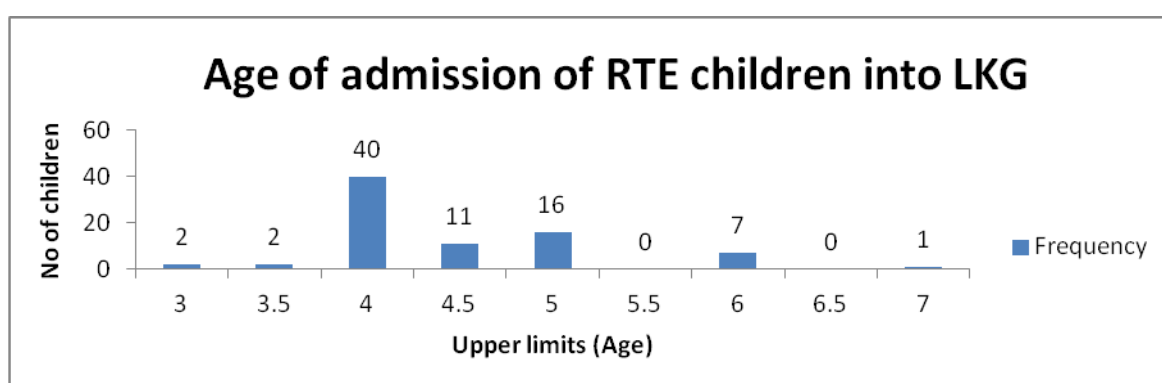
c. Screening process for admissions

At least three parents from three schools located in three different blocks mentioned that their child wrote an admission test, in violation of the concerned clause (13(1)) in the Act.

Screening was also done by age in some schools, but not in others. The age-range depicting tables below for RTE admissions to LKG and Class I from the study sample (combined data both 2012-13, and 2013-14 admissions), indicate that LKG admissions had 2 children who were underage (age 3) and one whose age-appropriate class would be Grade 2 (age 7). Of the 79 children admitted under the relevant clause in LKG, only 64.55 per cent were age-appropriate admissions (4 years and above but under 5 years). Similarly, 60.34 per cent of the

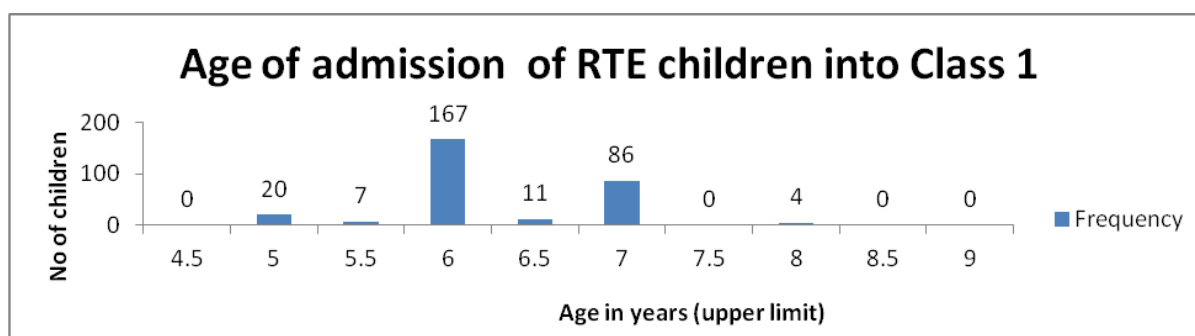
Class 1 RTE admissions were age-appropriate (6 years and above but below 7 years) with the age of children ranging from 5 to 7 years (6.77 per cent and 29.15 per cent respectively). This is in accordance with Government Order No.ED124 PBS 2012 brought out in October 2012 (and therefore implicating only 2013 admissions) on *Deciding the Age Limit for Children to get admission in First Standard* allows admission for any child who has completed 6 (with no upper limit), specifies 5 years 10 months is also acceptable, and that birth certificates are not mandatory. It also approves of admissions at age 5 years if parents want this for their child.

Figure 10: Age of admission of RTE children into LKG



Source: Compiled from primary data collected

Figure 11: Age of admission of RTE children into class 1



Source: Compiled from raw data

While screening on any grounds is prohibited, it seems to have had the disadvantage of having caused under-age admissions (further complicated by the GO also sanctioning it for 2013, in Grade 1). Children who are over-age either being/not being admitted, both become a

bit of a grey area, as for non-RTE admissions, the act specifies admission to an age-appropriate class after a bridge course. At the same time, while on the one hand, admissions as made in the sample, made the opportunity for free schooling available to some children who were overage, it also resulted in some being denied admission on the same grounds, which amounts to discrimination. In the absence of a child-friendly and clearly articulated and uniform policy on this to be followed by all BEOs and school managements, QoA can be marred by the child either not been school-ready, or feeling awkward and out-of-place.

d. Gaps in allocations and admissions (2012-13 and 2013-14)

The RTE Act was implemented in the academic year 2012-13 and the current academic year (2013-14) is the second year of its implementation. Out of the sample schools surveyed, one-fourth had 90-100 per cent of their RTE quota vacant in the academic year 2012-13. Of these, eight schools did not have any admissions, one school took one child and three schools filled only two seats under RTE in the first year of its implementation. The majority of schools surveyed (about 49 per cent) had more than 70 per cent of their RTE seats vacant last year. Only two schools (Schools 1 and 5 in Block H) had less than 10 per cent of the RTE seats vacant last year. In total, 860 seats (71.97 per cent of total RTE seats available in the sample schools) were vacant in 2012-13. In effect, 860 children in Bangalore lost the opportunity to access free education in private unaided schools in the study sample in that academic year .

Table 14: Schools that filled 25% criterion in academic year 2012-13 and 2013-14

	2012-13		2013-14	
% of seats vacant	Number of Schools	% of Schools	Number of Schools	% of Schools
0-10	2	4.65	30	69.77
10-20	2	4.65	5	11.63
20-30	3	6.98	1	2.33
30-40	3	6.98	1	2.33
40-50	4	9.30	1	2.33
50-60	3	6.98	0	0.00
60-70	5	11.63	2	4.65
70-80	5	11.63	1	2.33
80-90	5	11.63	2	4.65
90-100	11	25.58	0	0.00
Total	43		43	

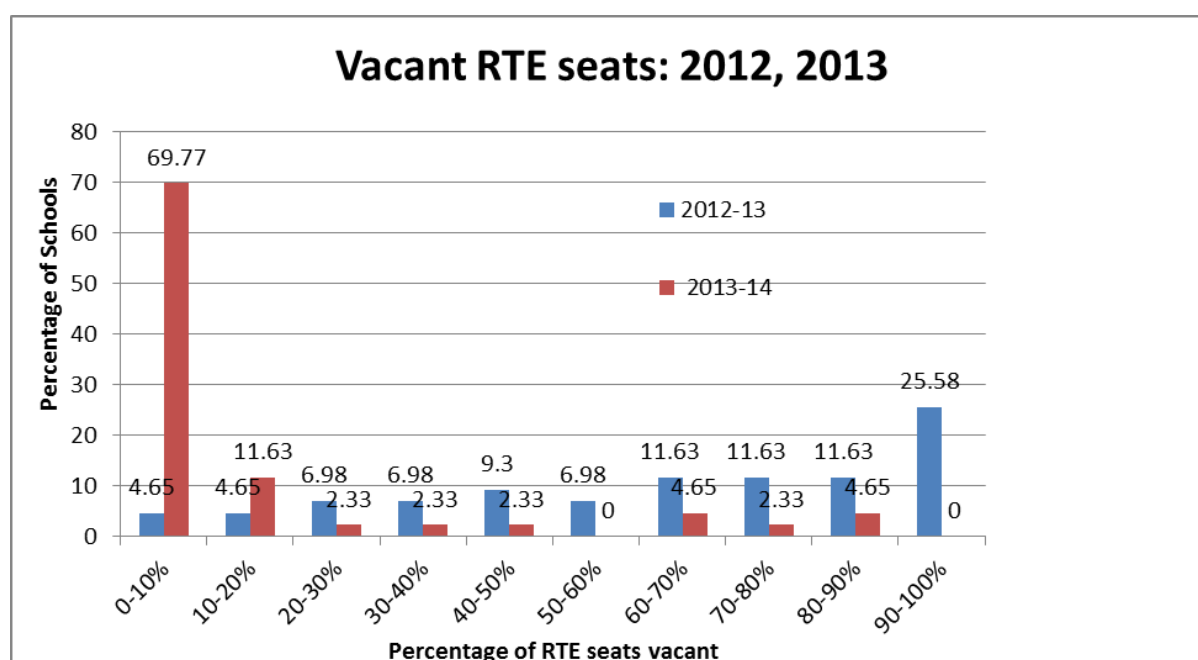
Source: Compiled from primary data collected

Whilst School Managements tended to cite the non-receipt of eligible applications as the main reason for low enrolment under 12(1)(c) in 2012-13, the justiciable status accorded to RTE in 2013-14, clearly leveraged the visibility of, and improved accountability to the clause by all concerned stakeholders, including Managements, this year. This is reflected in the increase in the number of seats filled this year (2013-14), as compared to last year, as captured in the table below.

Table 15: Seats not filled under RTE 12(1)(c) in sample schools in 2012-13 and 2013-14

	2012-13	2013-14
Total No. of RTE seats in sample schools	1,195	1,195
Total No of RTE seats vacant	860	267
% of RTE seats vacant in sample schools	71.97	22.34

Source: Compiled from primary data collected

Figure 12: Vacant RTE seats in 2012-13 and 2013-14

Source: Compiled from primary data collected

Despite schools in the sample claiming to have undertaken preparatory work as detailed in subsection (b) above, as of July 2013, 22.34 per cent or one-fifth of the RTE seats have not been filled. School 1 in Block E (which also did no preparatory work, had hidden costs being passed on to RTE parents, and where the Management told the study team “Frankly speaking, we are very glad that as few as possible people got to know, and only these many seats are filled”) has the dubious distinction of being the biggest defaulter. Allocation had been for 160 seats but only 54 (about 34 per cent) of them were filled, while School 5 in Block C admitted students to only 7 out of 40 (17.5 per cent) RTE seats. Among the schools in the sample, 7 per cent were found to have 70 per cent seats vacant.

By way of explaining vacant seats, some school managements mentioned that they had enrolled more students but one or two of them did not take admission. Indicating concern about the phenomenon, some suggested that a centralised system of admission at the Block level, with the oversight of the concerned BEO's office will ensure that one child secures admission in only one school and there will be no more vacant seats due to some children securing a seat in more than one school.

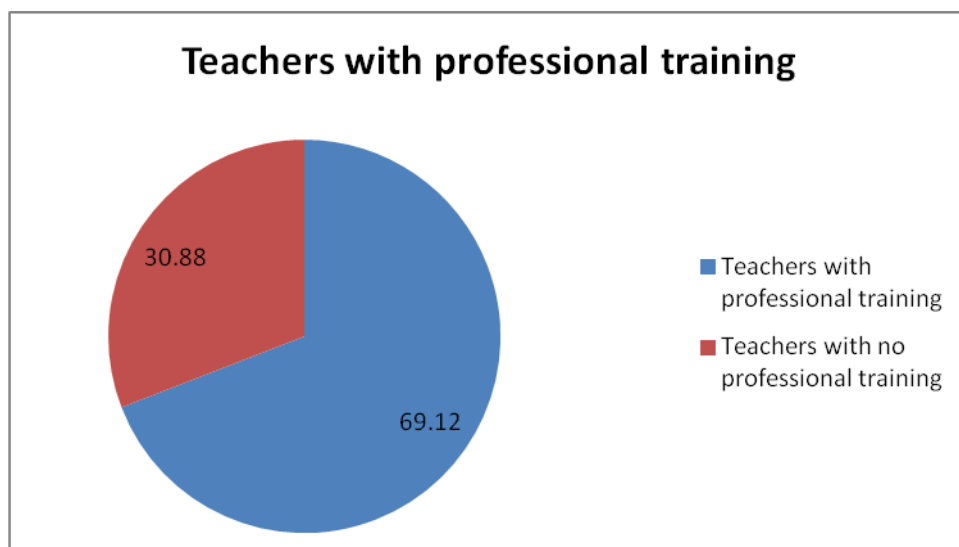
3. The School Experience and QoA

I. Teachers : making or breaking quality of acceptance?

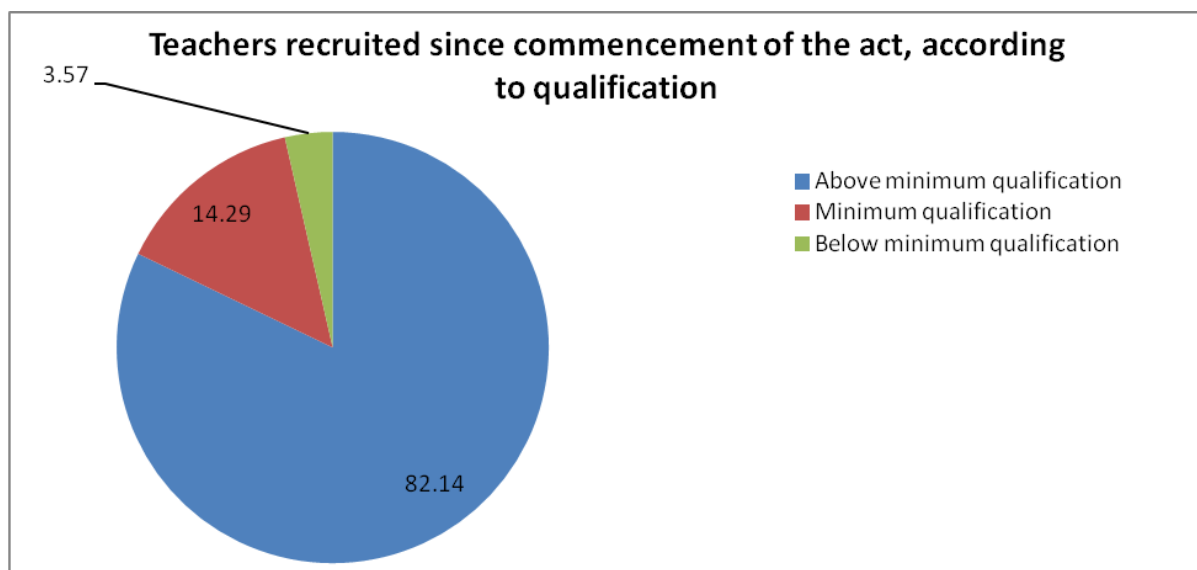
3A. Trained but not aware

Part VI (Teachers) of the model rules under RTE lays down the minimum qualifications for persons to be eligible for appointment as a teacher in an elementary school. Under this, no appointment can be made by the school after six months of commencement of the act, in respect of any person not possessing at least a higher secondary school certificate. Of the 217 teachers interviewed in 43 schools, 19 (around 9 per cent) have been recruited in the last 12 months (i.e. six months from the commencement of the act in 2012). All the 19 were found to satisfy the criteria laid down by the act, with all but 2 appointees having more than the stipulated minimum of a higher-secondary qualification. Among the new recruits, 11 (58 per cent) possess a professional qualification (NTT, TCH, Diploma, etc) in teachers' training. The total number of teachers in the sample with professional qualifications was 150 (around 69 per cent).

Figure 13: Teachers with professional training



Source: Compiled from primary data collected

Figure 14: Teachers recruited since commencement of the act, according to qualification

Source: Compiled from primary data collected

When asked if they knew about the RTE Act, 45 teachers (21 per cent) replied they did not and 171 said they did (79 per cent) (including those who had only heard of it). Of the 171 teachers who said they knew about the Act, only 87 (40 per cent) were able to mention at least one provision of the act. The most common response to what they knew about the Act was that a poor child could be admitted to a private school under this act. Notably, most teachers did not know that the RTE makes it the fundamental right of every child between 6 and 14 years of age to attend a neighbourhood school and enjoy schooling with certain quality parameters, including a 1:30 teacher-pupil-ratio, no corporal punishment and continuous and comprehensive evaluation of his/her scholastic progress.

The lack of awareness about the Act, even when over 72 per cent of those interviewed were trained teachers, has implications for the quality of acceptance of children admitted under RTE 12(c) as it implies that most teachers do not even know what their commitment to these students in particular and all students in general are, in the light of the act, and this was substantiated by other findings discussed below.

3B. Neither aware nor committed to their role as facilitators for every child's learning

When asked to list out the challenges/difficulties that teachers face in the classroom, 171 teachers or around 79 per cent of those who were interviewed did so. A common difficulty, cited directly by 20 out of these teachers (12 per cent), was that the parents were illiterate/uneducated, and not offering enough support and guidance to the child at home. Several others also ‘problematized’ a less-than-ideal home environment, or less-than-ideal child by citing as their challenge non-English speaking children (around 7 per cent), slow-learners/ special children (14 per cent + 5 per cent respectively), poverty among students (5 per cent), diverse backgrounds (3 per cent) of students, and the child having no previous schooling (2 per cent).

While the difficulty/challenge of having such children, especially when the class size is large, is a fact, what was revealing is that most teachers responded to the question of how they would deal with this challenge by stating that they would talk to the parents to make sure they helped their child, and if that was not possible, that they arrange tuitions. More than half the teachers in the sample (57 per cent), were thus of the opinion that providing the requisite support to a child who was lagging behind, for whatever reason, was not their job. The extent to which ‘educated parents’ and their involvement in the child’s schooling was taken to be the norm, was quite revealing.

Table 16: Common challenges teachers said they faced in the classroom

Challenges	No. of times stated
Slow learners	31
Illiterate parents/lack of parental support at home	20
Indiscipline	20
Language problem (not all children understand English)	16
Special children/ having to be an inclusive school	11
Poverty among students (not having computers, ability to bring all necessary items to school)	10
Diverse background of students	5
Unsatisfactory quality of or no previous schooling	5
Hyper active children	5

Source: Compiled from primary data collected

However, there were also a few teachers who shared their challenges and their approach to these challenges in a more sensitive manner though the number was fewer as the cases in the boxes reveal.

Box 2: *In school 4 in Block B , a teacher with many years of experience behind her, indicated how increased classroom diversity was a challenge. A homework assignment on colouring the objects in a colouring book page that began with the letter 'A' came back with all the objects (including many not beginning with A) coloured. She pointed out that the parent had insisted that the child do this, in spite of the child explaining to the parent that Apple, Arm, Axe etc were the ones to be coloured. The teacher spoke to the parents about listening to and trusting the child more, when he was trying to communicate something regarding school work. She also meets with this parent when she comes to pick up her child to explain the days homework assignment in vernacular.*

Box 3: *In School 4 in Block J, a teacher spoke with conviction against promoting tuitions as the 'solution' for children who were lagging behind in school work, owing to a home-environment where parents could not support them in their learning. She stated that it involved more out-of-pocket expenditure for poor parents and just offered the child a place to finish their homework in a mechanical fashion, seldom checking for the child's understanding, very often with distractions like a television or conversations going on in the background, and did not add value for the child. Homework assistance after class was something that she offered children, although it was not required of her as part of school policy.*

Diversity in the classroom was specifically probed in relation to the possible challenges that teachers faced in the classroom and 45 teachers (21 per cent) in the sample reported that their class is more diverse this year than in previous years for various reasons as listed below.

Table 17: Reasons cited for diversity

Reason for diversity	No of times stated
Better class (faster learners than last year)	8
Illiterate parents/lack of parental support at home	7
Different socio economic/ religious background	6
RTE students	4
Unsatisfactory quality of or no previous schooling	4
More slow learners this year	3
More poor children	3
Wider difference in abilities	3
Language problem	2

Source: Compiled from primary data collected

3C. CCE: Still a distant reality

Continuous and Comprehensive Evaluation (CCE) was endorsed by the National Curriculum Framework, 2005 (NCF 2005), and has been highlighted in Section 29 of the RTE Act emphasizing child-friendly schooling as an imperative of elementary education in schools.

The ‘continuous’ dimension of CCE requires that assessment is ongoing (rather than one-time). It implies a feedback mechanism both for the student and the teacher entailing suitable changes in instructional methodology and technique of teaching so as to facilitate the child learning the topic or concept better i.e. remediation (Karnataka Elementary Teacher Education Curriculum 2012, p. 31). Unlike conventional assessment through examinations, the focus of this dimension is to assess the child in a non-threatening and non-stressful manner, through systematic observation of the child’s performance in carefully planned classroom/extra-curricular activities. As against ‘testing’ the child, the focus is on facilitating learning through remediation if required.

The ‘comprehensive’ dimension emphasises the 360 degree nature of this evaluation. It seeks to, gauge student’s progress in attainment of the desirable cognitive, affective and behavioural attributes associated with the learning of conventional age and stage-appropriate subjects. It also seeks to do the same with regard to psycho-motor and inter-personal skills and capacities developed through activities like art, performing arts and sports and games (ibid). Evaluation emphasising Formative Assessment (FA) as against exclusively

Summative Assessment (SA) is the defining characteristic of CCE. CCE thus presumes a high degree of professionalisation of teachers.

The table below indicates Teachers responses to the question “Do you know about Continuous Comprehensive Evaluation” or CEE. Among the majority who said No (67 per cent) there were a few who were of the opinion that it was something that only CBSE schools had to follow.

Table 18: Knowledge about CCE among teachers

Knowledge about CCE	Number of Teachers interviewed	%
Yes	68	31.34
No	149	68.66
Total	217	

Source: Compiled from primary data collected

Among the 68 teachers who said they knew about CCE, 57 said their school follows CCE.

Table 19: Knowledge of CCE

What are the key elements of CEE? (as stated by teachers)	Number of respondents who stated this
All kinds of tests – oral and written/ Unit test, Monthly test, Round tests/ Class tests -every week	23
Class projects and activities/ Ask the child to make charts/ Exhibitions, excursions, more practical work.	17
Periodic Evaluations	6
Extracurricular activities and competitions (singing, dancing, poetry recitation, etc.)	5
<i>Maintaining records of children’s improvement</i>	4
<i>Establishing progress of the child against subject/age appropriate benchmarks (which they were able to describe)</i>	4
Observation of children	4
Grading	6
Monitoring behaviour	6
Revision after every lesson	4

Source: compiled from primary data collected; **Note:** Responses in italics denote correct answers

The handful of teachers, who did know what CCE was, and what it meant in terms of their work, explained it sometimes in terms of *sutras* like LSRWT. One teacher said “It is LSWRT. We have to evaluate the child in Listening, Speaking, Reading, Writing and Thinking and fill the columns in the progress report card”. Another said it was “basically

ensuring that every child achieves the stage appropriate benchmarks. They should for example (by end of LKG) know 50 sight words, know numbers till 100 etc.’’. It is noteworthy that NONE of the responses (while they may have been implicit in 4-5 cases) referred to the teacher’s role in remediation, or approaches by which they would help a child achieve the bench-marks. One teacher also pointed out the CCE meant “heavy administrative and clerical work for us - observation records have to be maintained and updated’’.

3D. Training and handholding: where Management needs to go the extra mile

The study-findings reveal that at the level of School Management too, there exists a gap in understanding RTE in its entirety and imbibing commitment to TPR, trained teachers, CCE in a proactive manner. Part IV of the Karnataka State Rules on RTE, concerning Teachers specifies that teachers shall provide special training support to those children who require it, and that training programmes will be organised by CRC, BRC, DIET and other academic agencies. Managements are seldom tapping into these provisions, or demanding support from the Education Department. When the Act is applicable to both government and private schools there is no reason why handholding support ought to go exclusively to the government schools.

Studies have shown that a large number of students in a classroom results in less personal attention by the teacher to the child’s learning. RTE specifies Teacher-Pupil Ratios (TPR) of 1:30 for primary and 1:35 for upper primary that needs to be maintained to ensure minimum standards for classroom teaching. Only 10 or around 23 per cent of the sample schools in the study followed the TPR specified. Almost half the schools (20/43 or 46.5 per cent) had more than 30 students in a single classroom (managed by a single teacher).

Table 20: Teacher-Pupil Ratio in Sample Schools

Number of Pupils per teacher	No. of Schools	%
10 to 20	2	4.65
20 to 30	8	18.60
30 to 40	20	46.51
40 to 50	11	25.58
> 50	2	4.65
Total	43	100

Source: Compiled from primary data collected

Knowledge that Teachers have about the RTE Act and its provisions (CCE, no corporal punishment, child-friendly and child-centred pedagogy) also, in theory, can impact the quality of education, and the quality of the child's classroom experience. Among the teachers we interviewed, 77.88 per cent of them said they were aware of RTE. However, what they knew about it was limited to the provision of free education for the poor. The majority, 66.82 per cent of these teachers knew less than three provisions of the Act. Only one teacher knew that it prohibited corporal punishment.

Managements of 24 schools visited (almost 56 per cent of the sample) stated that they had prepared their teachers about RTE admissions through circulars, meetings, workshops and informal information sharing. Only 87 of the teachers interviewed, spoke of having received any in-service training in the last year, and the foci of most of these was neither RTE nor CCE as the table below captures.

Table 21: Focus of in service training in the year 2012-13

Focus of in service training in the last year (2012-13)	Number of Schools who offered these trainings
RTE	1
CCE	2
Smart Class	8
Computer Training	4
Classroom management	9
Subject-specific	17
General (teaching related)	24
General (non- teaching related)	13
No in-service Training	9

Source: Compiled from primary data collected

Quality of acceptance of children admitted under RTE is determined largely by the day-to-day classroom experience, the behaviour of the teachers towards children and the degree of support they offer. Existing gaps between knowledge of RTE provisions and what they mean for processes within classrooms seems to have an adverse impact on the quality of acceptance of children admitted under RTE. For quality of acceptance on the part of teachers to be improved, their sensitisation is imperative. Incidents of the teacher singling-out the child admitted under the relevant clause in class, and make cause-effect connections between RTE and slow-learning, or pointing to children and referring to them as RTE students (as opposed to by their names) were observed by the study-team and are captured in some of the case studies shared.

II. Acceptance by other parents: Majority uninformed/ in favour

Out of the total 298 parents in the sample who pay school fees, only 133 knew about/had heard of the RTE act. Of the 133 parents who knew about the act, only 92 knew at least one of the criteria that make a child eligible for admission under the act. Around 36 per cent (49 respondents) among these parents stated that the tuition fee had been waived, and knew nothing more related to the Act. The majority who knew nothing about the act, were told about its key provisions in the course of the interview and asked for their opinion about it.

Table 22: Fee paying parents' knowledge on RTE

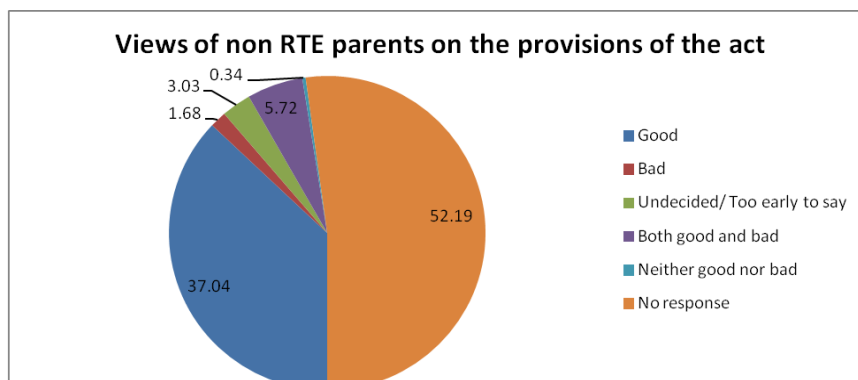
What fee-paying parents knew about RTE	Number of Parents who knew about RTE
They could avail of a fee-waiver (most thought it was only the tuition fee)	49
25per cent seats were set aside for marginalised groups	18
Having a low income (most thought less than 1lakh) is an eligibility criteria	15
Other criteria – SC/ST, HIV affected-infected, special needs, street children, even children of migrants domiciled in the state	9
Free uniform and books were to be provided by schools	1
Total	92

Source: Compiled from primary data collected

Table 23: Fee paying parents' views regarding RTE

Parents' views regarding the provisions of the act	Number of parents	Percentage of parents
Good	110	37.04
Bad	5	1.68
Undecided/ Too early to say	9	3.03
Both good and bad	17	5.72
Neither good nor bad	1	0.34
No response	155	52.19
Total	297	100

Source: Compiled from primary data collected

Figure 15: Views of non RTE parents on provisions of the act

Source: Compiled from primary data collected

A common reason cited by the parents as to why this was a good act, was that it made ‘education in private schools, which charge hefty fees’, accessible to the poor. There is a high aspiration among all categories of people for private education.

Of the 110 parents who were of the opinion that the provisions of this act were generally good, a large number had suggestions which they believed, if implemented, would make the act even better.

- Decrease information asymmetry by promoting awareness through dissemination of information in languages other than only Kannada
- Admission process to be handled entirely by the school, where administrators of the school carry out verification of the RTE applicants in order to check misuse of the provisions by people who are not truly deserving of the benefits of the act.
- Since the demand for RTE seats exceeds the supply in most schools, there must be more seats set aside in schools so that the act has greater reach and more students are able to enrol.

There were two parents who said that although they were not among the people who would benefit from the provisions of this act, they would not mind it even if they were cross subsidising fees for people from less fortunate families.

Among all the parents who had a completely negative opinion of the provisions of the act, or were undecided, the most common reason cited was that there was not enough awareness created about the act, and this would lend the act to great misuse on various kinds. Another reason cited was that it would subject the students from backward sections to greater discrimination than already, because as they grow up and are more aware of the status of their family, they would compare themselves with those who are better off than them. In addition, the well-to-do students would also discriminate against students who did not come from similar backgrounds as them.

Some parents felt that by making it mandatory for private schools to have a 25 per cent reserved quota, the government was shifting its responsibility onto the private schools,

shirking responsibility and not doing anything to improve the conditions in government schools. There was one parent who was opposed to the Act on the ground that it would bring in children from slums to share an environment with his children, and this would be a bad influence on them. When asked whether the reverse also was not possible – could the peer influence and school environment not be a good influence on children from disadvantaged home environments – this person refused to see reason. He felt the 25 per cent quota was too high and proceeded to compare the process to one that destroyed the purity of gold by adding too much copper.

Four Cases indicative of Poor Quality of Acceptance

Case 1: Multiple ways in which poor acceptance can be conveyed

School 1 in Block D has a student-body numbering less than 500 and follows the state syllabus. Nine students were admitted in the current academic year under clause 12 (1)(c), and seven in 2012-13. The principal expressed the view that students admitted under the clause had difficulties in coping with the syllabus and parents were ‘unable to cooperate’, implying that they could not tutor their children in school work. She stated that some of those admitted last year ought to have been retained in the same class as they were unable to demonstrate age-appropriate learning for promotion to the next class. She also stated that two students admitted under the relevant clause in this batch were “slow learners”, did not understand English, and needed to go to a different school, more suited to their “learning abilities”. She referred to the parents as “uneducated” and therefore unable to help their children with their homework or any other work assigned to them from school.

Five teachers who teach the classes where the concerned students are present were interviewed. Most teachers stated that they knew about the Act and were also aware that there were students admitted under the relevant clause in their class. Four of them observed that their class was mixed in terms of the socio-economic background of the students, and that they perceived diversity in their classrooms with regard to “some parent’s (being) illiterate and unable to take care of their wards”. One teacher described the RTE parents as “careless” and “incapable” of taking care of their children on account of having no education.

Parent interviews of those who had admitted their children under clause 12(1)(c) revealed that they all had to pay as much as Rs 10,000 for which no receipt was given to them. The parents mentioned that the school management made it clear to them at the time of admission that the inability to pay this fee would result in cancellation of admission. The school did not provide free uniforms or books resulting in even more out-of-pocket expenditure for parents. Out of the 10 RTE Parent’s three sent their children for private tuitions, as they were unable to assist their children with English.

The school was extremely hesitant to call the non-RTE parents to be interviewed by the study team, as a result of which the turn-out was very low. Only 4 non RTE Parents met with the team. The principal also insisted that they not be given any information on the RTE Admissions in their school. Out of the 4 non RTE parents, only 3 knew about the Act and 2 expressed deep concerns about admissions under clause 12(1)(c). They felt admissions under the clause would deter the progress of their child in school as the teacher would have to divert more attention towards those children. They also expressed concerns about the children being poor and from the slums which would affect the socialisation of their children. A lot of concerns about “slum” and “street” children being admitted were voiced, and that such children would “spoil” the education of their children.

Classroom observations brought to light the fact that the students admitted under RTE were not comfortable in their surroundings. They could be easily identified because of the way they conducted themselves in class – in a manner which suggested that they were ill-at-ease. They did not try to initiate any conversation with the teachers or the other students in class. They had difficulty in understanding the lessons taught in class which was visible from their written work. The note books of one of the RTE child had lots of remarks by the teacher, asking the parents to help their child with the work. It also had negative and strongly worded (rather than constructive) comments like “careless work”, “dirty handwriting” etc.

During classroom observations, Naveen Kumar (name changed to protect identity), a child admitted under the clause in standard I was clearly bullied by the other children on account of not being able to understand English. During the introductory session with the children, Naveen Kumar was unable to introduce himself in English or respond to the study-team member when she asked ‘What is your name?’ Seeing this, the other children went running towards him, laughing and pointing at him. The other children while making fun of this child, also told the researcher that this child was “slow” and did not understand English at all. Students admitted under the relevant clause in the other sections of standard I and II were also found to be low in confidence and isolated in class.

Case 2: Child with special needs and no parental support ‘a big problem’

Clause 12(1)(c)’s reading of disadvantaged and weaker sections encompasses children with special needs, and the rights of such children also are to be protected by the State Commission for Protection of Child Rights. Among the sample schools in the study, only two schools had admitted one special child each. Of the two, only one of them had been admitted under the concerned clause.

This child, Manoj (name changed to protect identity) was one among the two students admitted to School 3 in Block A in 2012-13 and was now in UKG. In the course of the study-team’s interview with the Principal she started saying ‘I will show you’ the ‘big problems’ that the Act had caused for schools and teachers. She then proceeded to take the two researchers to the UKG class and called out for Manoj saying ‘See, these people want to talk to you’. Manoj came promptly when called. He was taller than his classmates and lean, with downcast big brown eyes that did sometimes make and retain eye-contact, and a shy smile.

The Principal said ‘See, you can make out from his eyes itself that there is something abnormal.’ She also stated that Manoj was 7 years and too old to be admitted in LKG when he was, last year, but because he had special needs, he could still not cope with what was being taught in class. She made references to how distracted he was, and his low attention span, and told us that it was getting increasingly ‘difficult to deal with him’.

During classroom observations, it was found that Manoj was frequently, and more often than others, shouted at by the teacher, when a couple of other students who were also not prompt in mimicking her actions (of making a school diary entry after finishing a practice exercise of writing Kannada alphabets on a page) seemed to be outside her field of vision or mental scanner. The teacher also shouted at the boy sitting behind him (who spoke only Hindi as he had recently moved from Delhi), and told him in Hindi ‘You have become great friends with Manoj and also started acting like him. If this continues, you are also going to get beaten up badly like he does’.

While Manoj did seem to be slow and distracted in finishing his work, he was not disturbing anyone and was attending to the task, albeit at a slow pace. The teacher, on her part, appeared hassled and quite low on patience, wore a tense and at times rather fierce expression, and

seemed to be shouting out instructions interspersed by admonitions to children, without reprieve, in the class with over 40 students.

The Principal lamented that Manoj would never have got admission into the school if she had been around at the time of admissions. She said an agent had informed Manoj's father and arranged for this in her absence. She told us that she had threatened this particular agent that his leg would be broken if he ever entered the school again. She also shared that Manoj came from a broken home – his mother had recently left home after repeated abuse by her husband, who was an alcoholic. According to her, Manoj did not know the complete truth about the situation; he believed that his mother had merely gone out of town and would be back soon. Her major disappointment was that she could not get the father to agree to take his child to a special school. She wanted to know if the study team knew of an appropriate special school.

The team's response to this was to inform her about the provision of the Act which made inclusive education in regular schools a fundamental right for children with special needs. Acknowledging that it was a challenging task for all schools and teachers, the researchers also suggested that a Special education teacher and room would suffice to help Manoj with the extra attention that he needs for guided and gradual improvement. The Principal dismissed this suggestion as financially not viable for the school, but proceeded to discuss another child in Grade 7 who also had special needs.

As this child's Mother was a doctor and Father a psychologist, they have employed three tuition teachers, and school 'had no problem'. The researchers discussing education of the child as the work of schools, and not parents or tuition teachers, only served to make the Principal glum and silent. Perhaps adding to the poor acceptance she felt for Manoj was the fact that, last year, they received fee reimbursements for only one student. When asked why this was so, she said she did not know, and that reason given by the concerned official was that the school's balance sheet indicated that the school had more income than expenditure.

In her interview, the teacher complained several times about Manoj and compared him with his classmate who availed of admission under the same clause, who was doing very well in class. The second child was considered the 'ideal child', because he was doing well

academically despite being admitted under the concerned clause. It is worth pondering if doing well academically is the one thing that helps these children gain acceptance in schools.

Case 3: Differentiated classroom experience in the same school

School 4 in Block H presented a curious case of providing a differentiated classroom experience to their students admitted under RTE 12 (1)(c). This CBSE school has 31 admissions under the clause in Grade 1 this year. However, it has 4 sections of Grade 1, and two of these have 26 students each while the other two have over 40. When asked why children admitted under the clause were divided among classes with 26 and 40-plus children each, the Principal of this school became quite defensive and hostile at first. No direct answer was provided initially, only irrelevant questions like “Why, should I put them all together in one class?” were offered.

Only after evading the question for a while, and the study team persisting in trying to know how allocation of different children to the 4 sections were made, did the Principal answer the question. The answer was that the school was till recently a state syllabus school that had ‘upgraded to’ CBSE, with both State and CBSE syllabus offered from class VII-X. As many parents opposed the fee hike that the said shift resulted in, the Principal’s solution to the quandary was to have those who paid the higher fee in the class with lower strength, and the others in the classes with 40-plus students each. Regarding how students admitted under RTE 12(1)(c) had the fate of which was to be their class decided, while he did mention ‘ability’ at one point, he quickly stopped himself and insisted that it had been a random allocation.

The classrooms with 26 children each had non-standard size, small desks and benches which could comfortably accommodate only two children, even if they were aged 5-7 years. All but one bench in each class however had three children sitting on them without an inch of space to spare. When the two children on either side open their textbooks, the middle child’s open book got completely covered by the other two books. The classrooms with more than 40 children had 5 or 6 children on long wooden benches and desks, in two rows. Though the PTR was unfavourable, these children seemed better-off with regard to the seating arrangements.

Fee-paying parents in this school reported paying varying amounts as fees, ranging from Rs6000-18000 annually, over and above the tuition fee which was Rs14,500.

Case 4: Sub-standard teaching makes a mockery of RTE

School 4 in Block J is a medium sized CBSE school with 655 students on the rolls. The number of children admitted under the concerned clause was 14 in 2012-13 and 16 this year. The intake under clause 12(1)(c) was in Grade 1. The annual fee (for fee-paying parents) is Rs 14,500, including for 2 sets of uniform, books and school transport. There were two sections of Grade 1 and Grade 2, and of the 6 teachers handling the various subjects in these four classes, 4 were graduates and 2 had completed PUC. Three of the graduates and one PUC qualified teacher also had B.Ed or TCH. The quality of teaching that was observed in these classes was quite revealing. While what transpired in this schools classrooms are presented here as a case, what was witnessed within them was in no way unique among the sample of schools. The language the teachers used, and the attitude revealed in their interactions with students, encourages questioning of what quality of education Private Schools offer to make them such a sought-ought option. The issue becomes even more pertinent when constitutional mandate causes children to enter such teaching-learning environments.

In Grade 1 Section A, a science class on ‘Food We Eat’, was in progress. The class went like this:

Teacher: Food means what children? (This was a prompt for students to list in a chorus, the various food-types listed in the lesson)

Students: Grains (which they pronounced ‘gr-eye-ns’, like the teacher), Pulses, Vegetables, Meat, Fruits and Dairy

(The teacher listed these on the board. She also read them out loud as she wrote, and prompted for the next word to be supplied by the children. It went like this:)

Teacher: Gr-eye-ns. Gr-eye-ns after what is? Pulses. Pulses after? Vegetables. Vegetables after what is?....

(The text listed examples for each. Eg: Grains such as rice and wheat, Vegetables include carrot, beans, tomatoes and radish so on. The teacher tested for recall of all this information. The text also stated rice and wheat were eaten in the form of pulao and chappatis. The classroom interaction went like this:)

Teacher: Rice what is children?

Children: no response

Teacher: Rice means what you'll do?

One boy: Pulao

Teacher: yes, what is?

Children (in chorus): Pulao

(The same continued for all the food types)

Only the names of food items listed in the text were repeated by the teacher and the children. Nothing outside the textbook that the children possibly knew about (like local vegetables or a seasonal fruit) were asked for or mentioned. Even when the textbook listed all the words, the teachers spelt 'pomegranate' as 'pomogranate' and 'guava' as 'gova' on the board.

In Grade II A, a Social Studies class was in progress. The lesson had to do with clothes people wear. Some of the sentences that the teacher spoke are reproduced verbatim below:

- a. Which day which uniform wearing?
- b. (About a caveman depicted in a picture) He don't know wearing. Not educated person
- c. (About clothes to be worn on special days) Wear is all the new dresses. Where keep? Wash it, after, neatly iron, after, go to cupboard, keep it neat and clean there.
- d. (About uniforms) Year-full wear uniforms.

In 3 out of the 4 classrooms, the teacher singled out one child to the study-team to say things like "She doesn't know anything", or "He is abnormal". One of these children was not admitted under the RTE clause. A girl child admitted under 12(1)(c) in IA, when she was asked to introduce herself, was very shy and quite. The teacher said to the researcher: "Oh Maya (not her real name), she don't know anything", and exchanged a smile with a teacher from the next class who had come in to watch the proceedings. When the researcher held the child's hand, told her to not be scared, and asked her a few questions like 'Which flower do you like?' 'Do you like flowers?' Maya repeated the last two words 'you like'? 'like

flowers?’ in the same intonation in which it had been asked to her. She did make eye contact, and smile a little, but seemed very nervous and conscious of everyone, including the researcher looking at her. When the researcher said ‘Good girl Maya, don’t be scared, you can go to your place’, the teacher also made an attempt to pat the child on the shoulder, but Maya ducked like she was about to be beaten.

The boy child, Govind (not his real name) who was pointed out and introduced by a smiling teacher as ‘’abnormal’’ in IB, was able to give his name, locality where his house was, fathers and mothers name, all at the teachers behest. However, he did this in a low voice, and shifted his gaze between looking down and looking at the teacher.

During the one-on-one teacher interviews, the concerned teachers were asked why they applied their chosen descriptions/labels to the concerned children. Maya was allegedly having difficulties remembering and retaining any information. The teacher stated that she spent time trying to explain things to her slowly, but by the next day she would have forgotten. Govind, according to the teacher, ‘did not understand anything taught in class,’ but when asked what the language he spoke at home was, or whether he had done kindergarten in an English medium school, the teacher did not know. It was as if these as reasons to explain his difficulty had never occurred to her. Though both these teachers stated they knew about RTE, they also did not know that the act entitled children with special needs to be integrated in regular schools.

In the light of all the findings of the study, the report analyses certain key issues and offers recommendations in the section that follows.

IV . Policy and Implementation Gaps and Issues that need to be addressed:

Based on the above analysis, we found that there is a general lack of awareness and/or information on RTE: when, what, how, who and where --- some of the aspects parents struggle to answer while applying for these seats. Another major finding is that schools do not adhere to the norms prescribed by the Act, with respect to physical infrastructure, CCE, PTR norms, teacher qualification, no school fees and provision of free uniform and textbooks to children admitted under RTE. Based on these findings, five basic recommendations/suggestions are derived. They are:

1. A ward-level information fair
2. Homogeneity in and transparency of information that is handed down to the Schools from the BEOs as well as from schools to parents.
3. Sensitizing teachers towards inclusive education, CCE, RTE (need, norms and implementation)
4. Grievance Redressal mechanism: approachable and effective RTE Adalats.
5. Overall monitoring of private schools for ensuring delivery of quality education.

Based on these recommendations, we also suggest further studies to be conducted based on the findings of this study for in-depth exploration.

These findings and recommendations are explained in details below:

Finding 1: Lack of Awareness/Information on RTE

There seems to be a general lack of awareness about the RTE provisions even among parents who had procured admission under the Act. Out of 375 parents in our sample who were successful in admitting their children under clause 12(1)(c), while 81.60 per cent stated that they knew about the RTE Act, what they knew about was most commonly limited to that they could free education for their children in a private school. Only 44.78 per cent of the fee-paying parents in the sample knew anything about RTE, and these included parents who had applied and not been successful as well as eligible parents who did not know of the eligibility

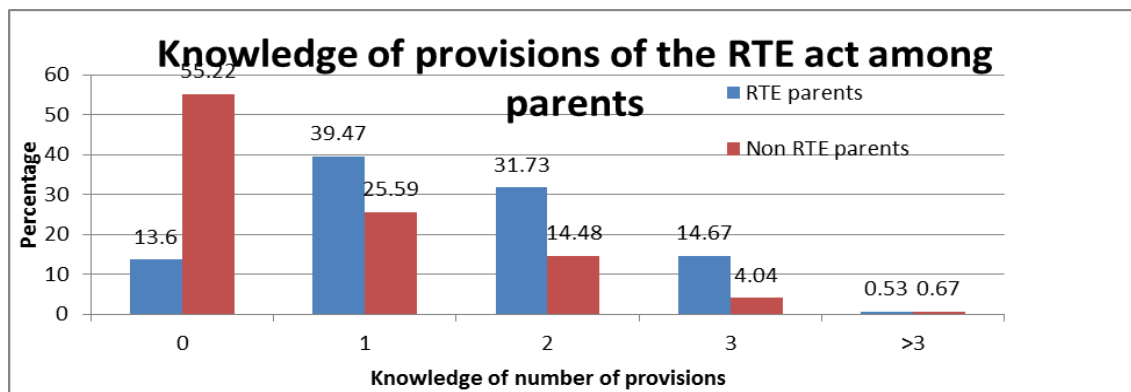
criteria to apply. In our sample of RTE parents 71.2 per cent knew less than three basic provisions of the Act.

Table 24: Number of RTE provisions known by parents

No. of Provisions	No. of RTE Parents	Percentage of RTE parents	No. of Fee-Paying Parents	Percentage of fee-paying parents
0	51	13.60	164	55.22
1	148	39.47	76	25.59
2	119	31.73	43	14.48
3	55	14.67	12	4.04
>3	2	0.53	2	0.67
Total	375		297	

Source: Compiled from primary data collected

Figure 16: Knowledge of Provisions of RTE Act among parents



Source: Compiled from primary data collected

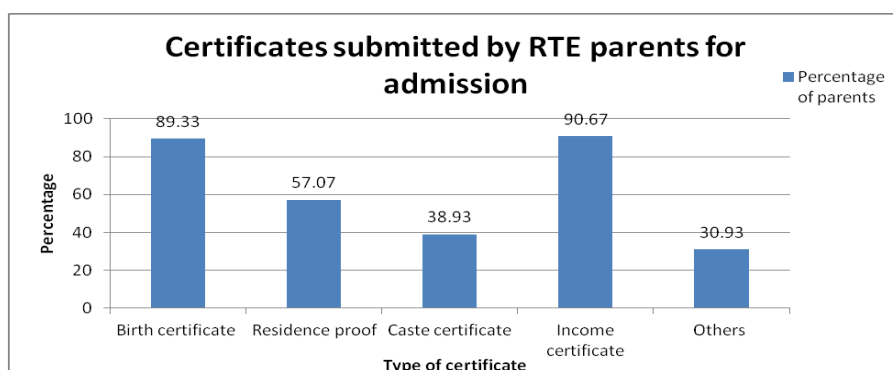
Asymmetric information about the RTE provisions and the admission process that is followed acts as a barrier to effective implementation of the Act. The lack of general lack of awareness about the RTE provisions among eligible applicants could be attributed to a number of factors.

Language posed to be one of the first barriers to correct and consistent information. Among the RTE parents interviewed, 46 per cent were non-Kannada speakers. Hence they did not have access to any information published in local newspapers/news channels related to RTE. Circulars available in the state government website are in Kannada. One migrant parent from Odisha, interviewed in School F4, was unaware of the RTE eligibility criterion for the state

and its applicability to migrant families. Due to this, he missed the RTE admission procedure. School C1 mentioned that many eligible parents missed the RTE admission as they did not submit the documents within the timeline specified by the BEO.

Even among the 54 per cent Kannada speakers, there were illiterate parents who did not have access to information given in local newspaper, could not read the circulars and gain access to correct information. Many indicated that they were informed about the admissions through their friends and relatives. Although 60 per cent of the schools said that they had displayed notice on their bulletin boards with respect to RTE admissions, these were accessible to only those who visited the schools or/and could read and understand English and/or Kannada. These notice bulletins were concerned about the admission in the respective schools and did not give information about eligibility based on their ward. Detailed information was also made available in the BEO's office. However, awareness about the information and access to them (due to language restrictions, lack of knowledge about existence of BEO offices and its whereabouts, general perceptions about hostile government offices) acted a barrier to utilisation of the provisions under RTE.

Another crucial factor restricting the effective implementation of the provision was the submission of documents related to caste, income, residence and age of the child. Access to the government offices to obtain the required documents was itself a restricting factor for effective utilisation of the RTE provisions. Parents spoke about repeated visits to the Tahsildar's office and paying a bribe (ranging from Rs 300 for income certificate and Rs 3,000 for caste certificate, for which some had to take loans) to get documents ready on-time. Inability to pay these amounts automatically pushed the most-needy out of the bracket of RTE beneficiaries.

Figure 17: Certificates submitted by RTE parents for admission

Source: Compiled from primary data collected

Key Recommendation 1: In order to benefit from the provisions enshrined in the Act, active steps need to be undertaken by the Government to ensure that relevant information is available through varied channels, ensuring that all intended beneficiaries (including migrants/illiterates/ those with no access to newspapers etc.) are reached. A ward-level information fair could be organised which would inform intended beneficiaries which schools were undertaking RTE seats in that particular ward, what documents were required, identify the deadlines in advance and help the parents prepare the necessary documents. Multiple applications for RTE seats (by parents) beyond the definition of the neighbourhood school increase the workload of schools. (School managements mentioned that they had to sort out all the applications and select those that were eligible. Some schools had only 50 per cent eligible applications.) Ward-level information fair will lessen the work-load to establish the ward-wise eligibility. Conducting such fairs will also mean that the intended beneficiaries will have access to information, criterion and means to gather required documents in the same location. This process will also increase transparency and accountability.

Finding 2: Addressing School level deficits through Enforcement/ Handholding to facilitate RTE compliance

Awareness raising on RTE and 12(1)(c)- Integral connections between the two

The essence of clause 12(1)(c) is much more than just whether a school admits the requisite number of students and fills a quota– the quality of acceptance is determined by the children’s interaction with the teachers and their peers, the treatment meted out to these

children by the teachers and the management, whether they are being given special care and attention where necessary, etc. This requires greater commitment to understanding the Act in its entirety by managements and teachers, and better mechanisms to hold them accountable in relation to what then ought to translate into practice.

In terms of gaps caused due to a lack of awareness of the provisions in the act, the most prominent one is the misinterpretation of what is ‘free’ education as mentioned in the act. This clause was subject to several misinterpretation and distortions, often with the knowledge/approval of the BEOs. Since the act does not specifically prohibit the collection of special fees, the majority of sample schools took advantage of this loophole and waived only the tuition fees, and collected other kinds of fees – admission/miscellaneous, smart class, activities, etc.

Key Recommendation 2: There is not enough clarity at two levels: the information that is handed down to the Schools from the BEOs, and the homogeneity in and transparency of what the latter follow. This needs to be addressed through improved transparency and governance mechanisms, possibly including NGOs and representatives of people organisations, and clear and transparent accountability-responsibility relationships.

Infrastructure:

The act lists out the following as mandatory infrastructure requirements for all schools:

An all-weather/ Pucca building consisting of

- at least one classroom for every teacher and an office cum store cum Head Teacher’s room
- barrier free access
- separate toilets for boys and girls
- safe and adequate drinking facility to all children
- a kitchen where mid-day meal is cooked in the school (not applicable for private unaided schools)
- playground
- arrangements for securing the school building by boundary wall or fencing

Our study has found that of all the schools in the sample, none had ramps in any part of the school to provide barrier free access to those who are physically challenged, but 4 (9 per cent) of the schools had elevators to serve the same purpose. It was noticed that school 4 in Block G, located in a slum, did not have separate toilets for boys and girls. Instead, there was only one common toilet and it was under the staircase. Although the school had a Pucca building, all classes were being conducted in one single large hall with makeshift partitions to separate classrooms.

Teacher Pupil Ratio

Maintaining a TPR that is not too high is an important aspect of achieving minimum standards of classroom teaching. While the Act specifies a TPR of 1:30 for primary and 1:35 for upper primary classes, the ground reality is far from achieving this ideal. Of the total schools in our sample, only 10 schools were observed to have followed the TPR as specified by the Karnataka State Rules for the Act. School 2 in Block B had the highest TPR, of 1:68, for class 1. The greater the number of students in class per teacher, lower is the personalized attention and care that individual student gets from the teacher – this has a negative impact on the learning outcomes of the students, aside from making it that much more difficult for teachers to give special attention to students who require it.

Teacher Training

Teachers' knowledge about the RTE act and its provisions also impacts the quality of teaching-learning and the quality of the child's experience in class. Among all the teachers interviewed, while close to 78 per cent said that they were aware of the Act, very few knew anything beyond the provision of free education (to the poor). Only a handful of teachers were aware of the exact definition and aspects of CCE, while only one teacher knew that the act prohibited corporal punishment. Among the 24 schools whose managements had said that they had prepared their teachers about RTE admissions, only one had conducted formal trainings; all the other schools received nothing more than communication (formal or informal) about the RTE admissions, and not the act itself.

These gaps in training and information dissemination have had a negative effect on the quality of the child's classroom experience and interaction with the teacher, and have resulted in the child not getting adequate support from the teacher. Not knowing that the act allows for overage and special children to be admitted to mainstream schools, teachers have deep resentment for these children as they are not 'up to the mark'/'as smart as the other children', and suggest that they be sent to special schools. Several instances of teachers singling out children who have gained admission under the quota and referring to them as RTE children, or 'abnormal' children, have been observed in the course of the classroom observations of this study.

CCE

Of the 217 teachers interviewed across the sample schools, only two teachers knew what it meant and how it had to be implemented. What is more worrying, and needs urgent attention, is the fact that of the 67 teachers who said they knew about CCE and what it comprised, 65 (97.01 per cent) had completely incorrect ideas, most of which went against the essence of CCE and the purpose it seeks to serve. For example, 23 teachers stated 'more tests (written/oral, based on lessons taught)' as one of the components of CCE. Apart from being incorrect, having more tests as part of CCE would not only give a skewed picture of the child's abilities, but also not give the teacher any understanding of the holistic development of the child.

Key Recommendation 3: Sensitizing teachers, through (pre-evaluated and certified) training sessions, meetings and information dissemination, particularly about the provisions of / rationales for RTE, and CCE and its implementation, is absolutely integral to improving the experience of children in school, both in the class and outside of it. Sensitization process has to go beyond sporadic training sessions providing information – it needs to be more reflective and part of a continuous engagement process.

Irregularities in the system

The RTE rules in Karnataka confers a lot of power to the Block Education Officer (BEO), it defines the role of the BEO as the local authority therefore making it the responsibility of the

BEO to map the children who can avail the facility of the 25 percent reservations in the private unaided schools, visit schools for inspection to see the smooth functioning of the RTE and to act as the first level of grievance redressal. This has resulted in making the BEOs powerful agents of implementation of RTE at the local level, as the BEOs act as the bridge between the department of public instruction and the schools and parents. Consultations with the parents and schools revealed that this has led to increased bureaucratic control.

The grey areas present in the act make it easier for manipulations at the ground level. For example the social and economic criterion laid down for groups to avail the facilities of the 25 per cent reservations has been marked through an amendment to the act, but lack of clarity prevails related to priority and process. Fixed numbers of seats are allocated for SC, STs. However, one of the criteria is the household income as well. In our study we found cases where the caste has been taken to be the underlining criterion and the income has been ignored.

Misinterpretation and misquoting of the act is the second factor that has led to malpractices, for example the misinterpretation of “free entitlements” as tuition fees only by most private schools.

Another dimension of the increased bureaucratic control is visible in the lengthy admission process that the schools have to follow. This process requires parents to make multiple visits to the schools and submit multiple documents. The study revealed that most schools had very little information about the process of admission and they merely followed the directions given to them by the BEO office. This process also had implications on the number of times the parents had to visit the schools. Around 67 per cent of the respondents had to visit the school around 1-2 times during the admission process, while more than 30 percent of the respondents visited the school 2-5 times for admissions.

Demand for Certificates: another way of bureaucratic control

Although the spirit of act tries to make the process of admission simple and easily accessible, the process of admissions that is being followed is totally dependent of the submission of the required certificates by candidates seeking admission to respective schools. The parents have

to submit certificates like income, caste, residential proof etc. which makes the admission process lengthy and tedious. Around 90 per cent respondents have submitted birth certificates, and one-third in the study sample found the work related to procuring and submitting documents a bad experience. Many respondents claimed that they had to bribe their way through procuring the required certificates. On the other hand, a number of schools claimed that the certificates submitted to them were fake, this allegations was specially made in terms of income certificates. This situation is problematic on a variety of grounds; firstly, the act does not specify the need for certificates to seek admission under RTE, in fact in situations where the birth certificate is not available, the parent or the guardian of the child can simple declare the birth date of the child in writing. If the allegation made by the schools for fake certificates is found to be correct then it a serious concern as this practice would drive out the really deserving candidates from availing the seats.

Fees charged for uniforms and books/ other things with the knowledge and complicity of the BEO

Table 25: Free Uniform and Textbooks for RTE Parents

	RTE Parents who got free uniform and textbooks		Number of schools covering these parents	
	Number	Percentage	Number	Percentage
Yes	51	13.60	14	32.56
No	324	86.40	29	67.44
Total	375	100	43	100

Source: Compiled from primary data collected

About 67.44 per cent of the schools covered in the study did not provide free uniforms and text books to the RTE students. The schools mentioned that it was with the knowledge of the BEOs that the schools decided against providing free uniforms and text books, some schools also mentioned that the private unaided management associations had mutually decided not to provide free uniforms and text books. The out of pocket expenditure on uniforms incurred by the parents range up to Rs 500-2500 while parents paid in the range of 650-1500 for text

books. Parents also expressed concern on this being a recurring expenditure every year which burns a big hole in their pockets

Key Recommendation 4: Absence of a grievance redressal mechanism (for all the stakeholders) needs to be addressed

The Act has made provisions for the National Council for Protection of Child Rights (NCPCR) and the State Council of Protection of Child Rights (SCPCR) to exercise quasi-judicial powers as national and state bodies for compliance. It designates 'local authority' for compliance at local levels, and leaves it to state rules to decide who these would be at various levels. Karnataka has designated SDMC (School Development Management Committee - same as SMC), Gram Panchayat and Block Education Officer as local authorities. NCPCR and SCPCR are important but have a limited role and reach in their present capacities. They have small secretariats and RTE is only one of their mandates. They have to be dependent on the bureaucracy for support. Also, the respective jurisdictions of the SCPCRs and NCPCR are not very clearly defined leading to confusion. When it comes to private institutions, the respective state governments are the responsible institutions for compliance except when one chooses to go to a Court of Justice. District education authorities have been given powers relating to recognition and fulfilment of other clauses in private schools in most states including Karnataka. RTE Adalats at the block level itself could be a possibility to explore.

Decentralised-centralisation of the admission process through an RTE Secretariat at the ward or block level with the oversight of the concerned BEO's office could be a first-step to addressing all the key recommendations. I.e.:

1. Relevant information being made available to intended beneficiaries through varied channels, including ward-level fair. Significant first-steps are already underway, as for instance in the making of an RTE anthem.
2. Improving clarity at two levels: the information that is handed down to the Schools from the BEOs, and the homogeneity in and transparency of what the latter follow.
3. Enhancing accountability and sensitivity within schools and among teachers through policy and procedure; training, handholding and monitoring

4. Establishing a redressal mechanism closer to all the stake holders, like an RTE adalat at the block level

Centralised admission will ensure that one child secures admission in only one school and there will be no more vacant seats due to some children securing a seat in more than one school. The centralised admission systems will also lessen the workload at BEO's office, since the same child's file will not have to be processed for different schools repeatedly.

Key Recommendation 5: The RTE per se is about the right to an education that meets certain quality parameters. The wide variation in private schools makes the quality of education offered by some extremely poor as the case studies have documented. The demand for private school education is often nothing more than the demand for English medium education. Government policy and schools waking up to this fact and catering to public sentiment may serve the spirit of clause 12(1)(c) better in the long run, rather than leave children at the mercy of widely disparate quality of education in private schools.

Limitations of the Study

The major limitations of the study included:

1. Purposive sampling of schools: The list of schools for each block was decided by the BEO. Hence, this sample was not true representation of the schools in the block. There was also some element of bias in selection of these schools by the block office.
2. Time constraints: Given the different dynamics that the study tried to capture, the time allotted was a major constraint. The team spent two days in each school, however we felt that for a more detailed study, more time needs to be spent in the schools.
3. Outlier schools: Schools that opted out of the study were outliers and not captured in this study.
4. Timing of the study: The field work for this study was initiated in the beginning of the academic year. It was also the first batch of admissions under RTE for many schools. In order to capture the ease and comfortability of the students, this study should have been conducted in the latter part of the academic year.

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Annexure 1: Process of Primary Research Followed

On 28 January 2013, CBPS sent the signed MoU to SSA REMS Unit in Bangalore, followed by initiation of desk review of secondary materials. A consultative meeting with the SSA on 6 February 2013 was held to discuss the process of primary research to be conducted. In order to identify the schools in each range, we were asked to get in touch with the respective BEOs, who would in turn help us finalise the sample school list. Hence, a letter of introduction was given by SSA for this purpose, clearly indicating that the study needs to be conducted in private unaided schools. We compiled the names and contact details of the BEOs, fixed appointments spanning the last 2 weeks of February 2013 and started meeting them to select our sample schools and reference letters for the schools. The BEOs of North 2 and North 3 gave us more than five schools.

After the receipt of the signed MoU from SSA on 5 March 2013 (via email, followed by a hard copy) development of draft tools for the field work was undertaken and the Inception Report prepared.

Submission of the Inception Report on 11 March 2013 was followed by compilation of contact details of schools with correct address and exact location. Desk review of secondary materials (RTE Act, Karnataka State rules, Notifications by Government of Karnataka regarding RTE, media coverage, studies conducted with RTE as its main focus etc) continued simultaneously. Since the schools selected closed for summer holidays in mid-March and re-opened in June, the field work was deferred till mid-June, in consultation with SSA.

In May, detailed field work plan was developed, indicating exact dates for field visits to each school. In the last week of May, CBPS sent letters to schools, informing them about the study, its requirements and indicating two fixed dates when the teams would be visiting their schools. BEO letter of the respective range was also attached. This was followed by a preliminary school visit by a CBPS team member to explain the study in more details, clarify doubts and list the process that will be followed (i.e. examine relevant records, and conduct classroom observations, interviews with management, teachers, and parents of RTE and non-RTE students).

Field work began on 20 June 2013 and was scheduled to end on 8 August 2013 (i.e. three CBPS teams visiting three separate schools simultaneously and spending two days in each school). However due to certain hurdles faced (listed below), it was delayed till 14 August. Data entry and compilation was undertaken simultaneously. The last two weeks of August were dedicated to cleaning, compiling and refining data, analysing the key findings and writing the final report.

Issues faced during the field work:

1. The South 4 BEOs office listed two schools that belonged to the minority category; hence they did not have any admissions under clause 12(1)(c). This was discovered during the preliminary visit. A second visit to the BEO office was undertaken to get replacement school names followed by the procedure of sending permission-letters etc to these schools.

2. The North 2 BEOs office gave a list of seven schools at the first instance, foreseeing the possibility of non-cooperation by the schools with the study-team. One of the schools included was Air Force School. When CBPS team member visited them for a preliminary visit, they explained that they have applied to the Central Government for exemption from 25 per cent reservation under RTE. The case for exemption is under consideration at Ministry of Defence (MOD) and Ministry of Human Resource Development (MHRD) and final decision is awaited. The replacement school (from the same list) was Brigade School. They also refused to adhere to the request letter given by the BEO on the grounds that they do not have admissions under RTE for the academic year 2012-13 and hence the study cannot be conducted in their school. CBPS team member visiting their school explained to their RTE in-charge about studying admissions and processes related to 2013-14 admissions, and how other schools have complied with the request. However, they still refused to cooperate.

Brigade School was replaced by the last school available on the list: Vani Girls School. On the preliminary visit by the CBPS team member, to seek permission for the study, the Principal verbally abused the BEO and the Government, accusing them of corruption and interference. When it was explained to him that the study was being conducted by an NGO and that we did not represent the BEO's office or the government, they agreed to participate,

only to later refuse on the grounds that the BEO's letter stated RTE admissions for the academic year 2012-13. During the course of follow-up efforts through email and phone calls, we explained that the study was initiated last academic year and all other schools have agreed to include 2013-14 admissions also in the sample, where relevant. The field work for this school was scheduled for 5th and 6th August 2013, as requested by them. However three days before the visit, they refused to comply.

These two schools had zero admissions under RTE 12(1)(c) in 2012-13. Their attitude to the study-team and 12(1)(c) in general, was hostile and reflected very poor quality of acceptance for the clause, at least on the part of the school Managements. Quality of acceptance of children admitted in both these (affluent and high-fee charging) schools, while it was not open to our scrutiny, is suspect, given the attitude of management that was revealed. Number of schools in which field work could be carried out in this range was four.

3. The entire list of six schools provided by the North 3 BEO's was invalid for the purpose of the study. Five of them were aided schools and one was a minority institution. The minority school indicted no admission under RTE during the preliminary visit, while the aided schools mentioned admitting students under RTE (with no mention of being aided). Since the list had an additional name, it was replaced immediately. However, during the management interviews of three schools (whose field work was conducted simultaneously), it was realised that all five schools were aided. Their field work was scheduled in the first week of July 2013. The BEO office was contacted immediately and another list of private unaided schools was received. Their field work was scheduled after the completion of the initial field work planned. One of the schools in the new list also turned out to be a minority institution. Hence only 4 schools were covered in this range.

4. School 2 in Block A required as many as 4 visits just to make preliminary contact, and gain permission. That notwithstanding, the designated 'President' of this school, and also of the Karnataka State Private School Managements Forum, decided to chastise the study team and ventilate his views against the clause on the day of the study-visit.

In all, the study team had to visit 3 of the 9 BEO offices more than once, and over 50 schools; incurring considerable travel expenditure, delays and loss of staff-time that could have been

deployed more meaningfully in other study-related tasks, in order to undertake fieldwork in 43 schools. A number of schools wanted a change in the dates of the scheduled school visits citing various reasons. Some of this resulted in delaying the originally planned field work schedule but all requests were accommodated.

Annexure 2: Final Sample School List

Block	Sample Schools for which data was used
North 1	Goutam School
	Indian High School
	Sri Aurobindo Vidya Mandir
	Kadambi Vidya Kendra
	VLS International School
North 2	Premier High School
	Vidyanjali Academy for Learning
	MES Kishora Kendra Primary & High School
	BES School
North 3	Metropolitan School
	St Rocks Girls High School (AIDED)
	R.T Nagar Public School
	SJR Public School
	CMR National Public School
North 4	Vivekananda School
	MEC Yelahanka
	Sheshadaripuram Public School
	Amrutha Public School
	Shree Vidyaniketan School
South 1	Prarthana School
	Mahila Seva Samaja High School
	St Philomena English Primary & High School
	S J R Kengeri Public School
	Hrishikesh Vidyapeeta
South 2	Siddaganga Public School
	RNS Vidyaniketan
	St Anthony's Public School
	Isaac Newton English School
	Holy Angels High School
South 3	Cambridge School
	AVS Convent School
	Satya Bhama Gopal English High School
	Cephas Memorial School
	Vivekanada HPS
South 4	ITI Vidya Mandir
	Royal Concord International School
	Sharada Vidya Madir
	SJES
	Madona School
Anekal	Indus Internationals School
	Royal Public School
	St Philomina's School
	SVET School
	St Mary's School

Annexure 3: Tools Used for the Field Work

A. QUESTIONNAIRE FOR PARENTS OF STUDENTS ADMITTED UNDER RtE 12 (C)

Section 1: General Information

A1.1	Name of School	
A1.2	Name of Respondent <i>Nimma hesaru yenu?</i>	
A1.3	Your (respondent's) relationship to the child admitted under RtE? <i>maguvige nimma sambhandda yenu?</i>	1) Mother 2) Father 3) Guardian (specify) 4) Not related
A1.4	Place of residence (locality) <i>Mane yellide</i>	
A1.5	Age of the child <i>Maguvina vayassu</i>	
A1.6	Sex of the child <i>Maguvina linga</i>	1) M 2) F
A1.7	Class in which child sought admission to the school under RtE <i>Yava tharagathige magu RTE adiyalli schoolige pravesagondithu?</i>	1) LKG 2) 1 STD
A1.8	Class the child is presently studying in <i>Maguvu iga yava tharagathiyalli odhuthide</i>	1) LKG 2) UKG (this parent to answer Section 3 also) 3) 1 Std 4) 2 Std (this parent to answer Section 3 also)
A1.9	(Only for option 3 above. Go to Section 2 for others) Did the child do UKG in the same school last year? <i>Magu kaledha varsha ide shaleyalli UKG madithaa?</i>	1) Yes (this parent to answer section 3 also) 2) No
A1.10	If No to question 8 above: what kind of school did the child go to, and what informed the decision to change schools? <i>Magu yava rithiya schoolige hogitthu, matthu yava maahithi inda shaleyannu bhadalayisalu nirdhara madiddira?</i>	1) Government school 2) Other private school 3) Anganwadi 4) Did not go to any school Reason for change (if 1 or 2):

Section 2

A2.1	Do you know what RtE act is? <i>Nimmage RTE act bagge gothaa?</i>	1) Yes 2) No
A2.1.1	Can you tell us what you know regarding the RtE act? <i>Nivu RTE act bagge eenu gothu?</i>	1) 25% seats set aside for those from weaker sections 2) Income being less than 3.5 lakhs p.a is one criterion, 3) Weaker section include– SC/ST, HIV affected-infected, special needs, street children, even children of migrants domiciled in the state 4) No fee to be paid 5) Free uniform and books 6) No corporal punishment, detention, donation 7) Any other (please specify).....
A2.2	You have admitted your child under RtE in this school, so how did you find out about this provision? <i>RtE act bagge hege gothaithu</i>	1) News 2) Friends 3) School approached you 4) Anganwadi centre 5) Any other (please specify) source.
A2.3	How did you decide on this particular school as the one that your child would attend? <i>Nivu nimma maguvannu ee schoolige serisalu hege nirdhara madidiri?</i>	1) Reputation 2) Proximity 3) Child did UKG here last year 4) Child's sibling studying here 5) Got admission hence 6) Recommended by social circle, 7) Any other (please specify)
A2.5	What were the formalities/ paperwork required at the time of admission? <i>Praveshadha samayadalli dhakalathi (documents) eenu kodthira?</i>	1) Birth certificate 2) Income certificate 3) Residence proof 4) Caste certificate 5) Don't know 6) Any other (please specify)
A2.6	What was your experience with regard to arranging this paperwork? <i>Ee dhakalathi arrange maadoke nimma anubhava enu?</i>	1) Good (how) 2) Bad (how) 3) Nothing out-of-the ordinary 4) Don't know 5) Any other (please specify)
A2.7	Did you pay any kind of fee to the school (e.g. for uniforms, admission). <i>Nivu schoolige yavudhe ritiya shulkavannu/ dhuDDu pavathisiddira?</i>	1)Yes 2) No. (Skip 2.8) 3) don't know

	(<i>udhaharaNege: uniforms, shaley praveshakke</i>)	
A2.8	If yes, for what and how much? <i>howdu yendare, yenu mattu yeshtu?</i>	1) Donation/capitation fee 2) Library fee 3) Computer fee, 4) Lab fee, 5) Personality development fee, 6) Sports fee, 7) Any other (please specify)
A2.9	Did school provide you with free uniforms and textbooks? <i>Shaleyu nimage uchitha/nishulka uniforms mattu pusthakavannu koTTira athva illva?</i>	1) Yes 2) No 3) Don't know
A2.10	Have you had to meet the teacher/ management at any instance since admission? <i>Praveshada nanthara yavudhe karanakke nivu shikshaka /(teacher) /management annu beTi (meeting) madidira?</i>	1) Yes (go to 2.11) 2) no (go to next section)

A2.12 Family's SES

	A2.12.1 Highest qualification attained (<i>garishta arhathe</i>)								
	No schooling	4 th pass	8 th pass	10 th pass	High school	Diploma/vocational training	Graduate	Postgraduate	Other (specify)
1)Father <i>Thande</i>									
2)Mother <i>Thayi</i>									
3)Paternal grandfather <i>Thande kadeya thatha</i>									
4)Paternal grandmother <i>Thade kadeya ajji</i>									

5) Maternal grandfather <i>Thayi kadeya thatha</i>									
6) Maternal grandmother									

2.12.2	Language spoken at home <i>Maneyalli mathaduvu bhashe?</i>	1) Kannada 2) Tamil 3) Telugu 4) Other (please specify)
A2.12.3	Asset ownership (Read the options out) <i>Asthi Nim hatira en enu idemaalikathva</i> Cycle Bike/scooter/auto Car/taxi <i>Swantha mane?</i>	1) Non-motorised two wheeler (bicycle) 2) Motorised two or three wheeler (bike/auto) 3) Four wheeler 4) Own house 5) None of the above

A2.12.4 Details of employment/ What do you do? *Nimma kelasa yenu?*

	Mother (1)	Father (2)
1) Daily wager		
2) Salaried income in private		
3) Salaried income in public		
4) Business		
5) Not gainfully employed		
6) Other (please specify)		

A2.12.5	Which community do you belong to? <i>nimma jaathi/samudhaya eenu?</i>	1) SC/ST 2) OBC 3) Muslim 4) Christian 5) Other Religious Minority (please specify) 6) Hindu General 7) Any other (please specify)
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A2.12.6 Income (*Aadhaya*)/*shambala eshtu?*

	Mother	Father
1) Less than 1 lakh p.a		
2) 1-2 lakh p.a		
3) 2-3.5 lakh p.a		
4) More than 3.5 lakh p.a		
No Income		

A2.13	When did your child start coming to this school Nimm amagu ee schoolige yavagininda bharalu prarambisithu? (thingalu+isvi)	1) (Month + Year)
A2.14	Did you approach any other school for admission? Nivu bere schoolige apply madiddira?	1) Yes (please specify) 2) No
A2.15	How do you feel about your child being in this school? Nivu nimma maguvannu ee schoolige serisiruva bagge yenu anisuthadhe?	1) Good (why?) 2) Bad (why?) 3) It's ok 4) Mixed (why?)
A2.16	How, in general is your child's experience with going to school? schoolige hoguva nimma maguvina anubhava hegide?	1) Good (how/why?) 2) Bad (how/why?) 3) It's ok 4) Mixed (how/why?)
A2.17	Does your child take tuitions outside school? Nimma magu tuition siktaa??	1) Yes (amount) 2) No

Section 3 (only for children who have been in the school for at least one year)

A3.1	Does s/he talk about school? School sambandavaagi Makalu maneli mathaduthara?	1) Yes (what about school does s/he say?) 2) No 3) Don't know
A3.2	Has s/he made friends? makaluAvaru shnehitharannu madikondidara?	1) Yes 2) No 3)Don't know
A3.3	Does your child comprehend/ follow lessons taught in class? nimma maguvige tharagathiyalli kalisalu paaTa artha aagatha?	1) Yes 2) No (any idea why?) 3)Don't know

A3.4	Is there any critical incident you recall associated with your child's going to school? Nimma magu shaleginda bandha mele yavudhe nirnayaka /ghatana gamanisiddira?	
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B. QUESTIONNAIRE FOR TEACHERS

Section 1: General and Background Information

B1.1 General background information of the teacher

Name	Age	Sex	No. of years in this school	No. of years in profession	Class that you teach	Highest academic qualification (with the name of the college)	Professional qualification (with the name of the college)	Subjects that you teach	Any in-service training done in the past year?		Community you belong to
									Yes		No
									No. of days	Focus of the training	

B1.2 What is the total number of students in your class?

B1.3	What are the major challenges that you face in classroom teaching? Please list and rank them	
B1.4	How will you define your class in terms of the child's socio-economic background?	1) Homogenous (Which SES?) 2) Mixed (What is the composition?)
B1.5	Is your class more diverse this year	1) Yes (How?)

	than in previous years?	2) No (Go to B1.11 directly)
B1.6	Does this pose a challenge?	1) Yes (How? Describe) 2) No
B1.7	List and rank the challenges	
B1.8	How do you deal with these challenges? Please describe	
B1.9	Has your training helped you deal with this challenge?	1) Yes (How? Please describe) 2) No
B1.10	Has anything else helped you?	1) Yes (How? Please describe) 2) No
B1.11	This year have the teaching methods you employ, changed in anyway?	1) No change 2) Slower pace 3) Bilingual 4) More TLM 5) Any other (please specify)
B1.12	What is the language of instruction in your class? Please specify	
B1.13	Do you know what CCE is? If no go to question B1.17	1) Yes 2) No
B1.14	Does this school follow Continuous Comprehensive Evaluation (CCE) for students?	1) Yes 2) No
B1.15	What all does CCE as practiced in this school involve? (5 points)	
B1.16	How do students in your class fare in the CCE and in acquiring age-appropriate skills and competencies?	1) Very well 2) Generally good, some face difficulty 3) Mixed 4) Generally poor, some doing well 5) Very bad 6) Too early to say

		7) Any other (please specify)
B1.17	Have you had interactions with the parents and how have they been?	1) Had no interaction 2) Had interaction and it has been (after ticking option, describe) 1) Good 2) Satisfactory 3) Poor 4) Any other (please specify)

Section 2: RtE related Questions

B2.1	Do you know what RtE is?	1) Yes 2) No
B2.2	How many were admitted under the RTE clause of seats for children from disadvantage sections?	1) Number 2) Don't know
B2.3	Did the School Management prepare you in any manner with regard to admitting these students?	1) Yes 2) No
B2.4	If yes, what was the nature of this preparation?	1) Circular with information 2) Meeting/ two-way communication on the issue 3) Training or workshop 4) Any other (please specify)

B2.5	What, in your understanding, are the key provisions of the RTE Act? If option 2 in question B2.1 then skip this question	1) 25% seats for marginalized groups 2) Income less than 3.5 lakhs p.a, is an eligibility criterion 3) Other criteria – SC/ST, HIV affected-infected, special needs, street children, even children of migrants domiciled in the state 4) No fee to be paid 5) Free uniform and books 6) No corporal punishment, detention, donation 7) Remedial teaching for those who require it 8) Any other (please specify)
B2.6	What are your views or suggestions regarding this 25 per cent quota?	

C. QUESTIONNAIRE FOR MANAGEMENT/PRINCIPAL OF PRIVATE UNAIDED SCHOOLS

C1.1	Name of the school	
C1.2	Locality	
C1.3	School size (in terms of student strength)	1) Small (<500) 2) Medium (500-1000) 3) Large (>1000)
C1.4	Syllabus followed	1) State 2) CBSE 3) ICSE
C1.5	Designation of the Informant(s)	1) Principal

		2) Manager/Administrator 3) Designated RtE In-charge 4) Other
C1.6	Name of the Informant(s) and designation	
C1.7	How many seats were set aside for admission under RtE?	
C1.8	What is the number of applications received by the school?	
C1.9	Of these, how many applicants were eligible?	1) Number 2) Don't know
C1.10	How many children have been enrolled under the RTE reservation for this academic year?	
C1.11	In which class?	1) LKG 2) 1 STD
C1.12	Have you filled in the 25 percent quota under RtE for your school?	1) Yes 2) No (Why) 3) Don't know
C1.13	What is the total strength of that class?	
C1.14	How many were enrolled last year?	1) None 2) Less the five (.....number) 3) More than five (.....number)
C1.15	Was any preparatory work undertaken to have these children?	1) No/Nothing in particular 2) Informed the intended beneficiaries (advt/ bulletin board etc) 3) Teachers informed and prepared (how.....) 4) Other parents informed 5) Existing students given any information/sensitization 6) Any other (please specify)
C1.16	What is the background of these children? Please tell us how many (Read the options)	1) Economically Weaker Section (how many) 2) SC/ST/OBC(how many) 3) Children with special needs (how many) 4) Girls: boys(ratio)
C1.17	What is the process of admission of these children?	1) Lottery 2) First come first serve 3) Admission test 4) Personal Contacts/ Known people 5) Preference given to children of the staff 6) Preference given to children who have previously studied/have been studying in the school

		7) Preference given to parent's who can pay at least some amount of fee 8) Preference given to children with similar background as other children in the class. 9) Any other (please specify)
C1.18	How did you decide on this process/the rationale for the process of admission?	
C1.19	What was your experience of the process of admission?	1) Difficulty in filling the quota 2) Demand for seats exceeding supply 3) Parents not responding to summons to take admission once they have got the seat 4) cost covered by the government (upper limit of Rs 11,848 and lower limit of Rs 5,924) being inadequate) 5) Delays in fee-reimbursement by government 6) Identification of the children to be covered under the reservations (eg: forged documents/ RtE students are better-off than fee-paying students) 7) Behaviour of parents whose children are already enrolled with the school towards these reservations 8) Any other (please specify)
C1.20	How many times, on an average does an RtE parent have to visit school related to the enrollment process?	1) 1-2 times 2) 2-5 times 3) More than 5 times
C1.21	Did you supply free uniforms and textbooks?	1) Yes 2) No
C1.22	Did you hike the fee this year? By how much?	1) Yes (.....) 2) No
C1.23	Is there any special fee that you charge to all students? (Eg: for Smart Classrooms etc?) How much is it?	1) Yes (.....) 2) No
C1.24	Do you maintain separate bank accounts for RTE admission-related cash transfers?	1) Yes 2) No
C1.25	Did you get the first and the second installments on time last year (if applicable)? (First installment which is 50 per cent of the amount needs to be reimbursed by the month of September every academic year and the second installment by the month of January)	1) Yes 2) No (details if any) 3) Not applicable
C1.26	Have you filed the compliance report on form III? How was your experience of filling the form? (Only schools that had RtE students last year)	1) Yes (describe) 2) No

C1.27	Have you completed the certification process for the school?	1) Yes 2) In process 3) No
C1.28	Have you got the certificate of approval?	1) Yes 2) No
C1.29	Prior to RtE did your school make any special provisions/ offer scholarships or fee concessions to those from weaker sections?	1) Yes (describe) 2) No
C1.30	Does the building that houses the school belong to school?	1) Yes 2) Partly (describe) 3) No
C1.31	Do you have any suggestions/changes with regard to the 25 per cent seats being set aside?	

D. QUESTIONNAIRE FOR PARENTS OF FEE PAYING CHILDREN

Section 1: General Information

D1.1	Name of School	
D1.2	Name of Respondent <i>Nimma hesaru eenu?</i>	
D1.3	Your (respondent's) relationship to the child studying in this school? <i>Maguvige nimma sambhanda yenu</i>	1) Mother 2) Father 3) Guardian (specify) 4) Not related
D1.4	Age of the child <i>Maguvina vayassu</i>	
D1.5	Sex of the child <i>Maguvina linga</i>	1) M 2) F
D1.6	Class in which child is studying? <i>nimma magu yava tharagathiya alli odhuthide?</i>	1) LKG 2) UKG 3) 1 STD 4) 2 STD

D1.7 Respondent's SES

	D1.7.1 Highest qualification attained (<i>garishta arhathe/ Nivu eenu (or eshtu thanka) odhidhira</i>)
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	No schooling	4 th pass	8 th pass	10 th pass	High school	Diploma/ Vocational training	Graduate	Postgraduate	Other (specify)
1)Father <i>Thande</i>									
2)Mother <i>Thayi</i>									
3)Paternal grandfather <i>Thande kadeya thatha</i>									
4)Paternal grandmother <i>Thade kadeya ajji</i>									
5)Maternal grandfather <i>Thayi kadeya thatha</i>									
6)Maternal grandmother <i>Thayi kadeya ajji</i>									

D1.7.2	Language spoken at home <i>Maneyalli mathanaduvu bhashe</i>	1) Kannada 2) Tamil 3) Telugu 4) Other (please specify)
D1.7.3	Asset ownership (Read the options out) <i>Asthi maalikathvaCycle idheya?</i> <i>Bike/scooter/auto idheya?</i> <i>Car/ swantha taxi idheya?</i> <i>Svantha mane idheya?</i>	1) Non-motorised two wheeler (bicycle) 2) Motorised two or three wheeler (bike/auto) 3) Four wheeler 4) Own house 5) None of the above

D1.7.4 Details of employment (*Nimma kelasa eenu?*)

	Mother (1)	Father (2)
1) Daily wage		
2) Salaried income in private		
3) Salaried income in public		
4) Business		
5) Not gainfully employed		
6) Other		

D1.7. 5	Which community do you belong to? <i>Nivu yava jathi/ samudhayake seruthira?</i>	1) SC/ST 2) OBC 3) Muslim 4) Christian 5) Other Religious Minority (please specify) 6) Hindu General 7) Any other (please specify)
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D1.7.6 Income (*Aadhaya/shambala esthu?*)

	Mother	Father
1) Less than 1 lakh p.a		
2) 1-2 lakh p.a		
3) 2-3.5 lakh p.a		
4) More than 3.5 but less than 6		
5) More than 6 lakhs p.a		
6) No income		

Section 2: RtE related

D2.1	Do you know about the Right to Education Act? <i>Nimage RTE act bagge gotha?</i>	1) Yes 2) No (Go to D2.5)
D2.2	What do you know about it? <i>adaralli yenu gothu?</i>	1) 25% seats for marginalised groups 2) Income less than 3.5 lakhs p.a, is an eligibility criteria 3) Other criteria – SC/ST, HIV affected-infected, special needs, street children, even children of migrants domiciled in the state 4) No fee to be paid 5) Free uniform and books 6) No corporal punishment, detention, donation 7) Remedial teaching for those who require it 8) Any other (please specify)
D2.3	What are your views regarding the provisions of the act? <i>RTE Act bagge nimma abhipraya eenu?</i>	1) Good 2) Bad 3) Undecided/ too early to say 4) Both good and bad 5) Neither good nor bad

D2.4	What is the quality of education that your child receives in this school? <i>Nimma magu ee shaleyalli paDeda shikshaNada guNamaTTavenu?</i>	1) Good 2) Bad 3) Can't say
D2.5	What is the quality of socialization for your child here? <i>nimma maguvina samajikaranada(samskruthikarana/ anavarana) guNamaTTavenu?</i>	1) Good 2) Bad 3) Don't know/ Can't say
D2.7	Do you know if you pay a higher fee? <i>Nivu hechchu shulka kottidhira gothidiya?</i>	1) Yes (by how much?) 2) No
D2.8	What do you think explains the difference? <i>Vyathyasa vivarisuva bagge nivu yenu thiLididira?</i>	1) Rte admission 2) Other non-Rte admission reasons (.....) 3) Can't say/don't know
D2.9	Any suggestions/changes regarding RtE? <i>Samanyavagi, RTE act na bagge nimma abhipraya enu</i>	

E. Observation Check-list

1. Range *
2. School Code (as per CBPS coding) *
3. Date of observation *
4. Research Team *
- ☐ T1
- ☐ T2
- ☐ T3
5. Total no. of classrooms observed
6. Can you easily identify the children admitted under RTE, as being different from the others in the classroom?
- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No
7. Are these children seated separately in the classroom?
- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No
8. Do these children share desks with/ have similar seating arrangements as the other children?
- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No
9. Do these children have the same uniforms as the other children?
- ☐ Yes
- ☐ Somewhat Yes

- ☐ Somewhat No
- ☐ No

10. Are there any evident/subtle markers identifying these children (slightly different uniforms, some mark on their uniform etc)

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

11. If yes/somewhat yes, then what kind of markers did you observe?

12. Do they mingle with other children during lunch-time ?

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

13. Is there anything that teachers/ other students do to encourage/discourage such mingling

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

14. If yes/somewhat yes, then what?

15. Do they mingle with other children during play-time?

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

16. Is the teacher aware that these children have been admitted under RTE?

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

17. Is s/he ensuring that these children are able to understand the lessons?

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

18. Is s/he ignoring these children?

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

19. Does s/he engage these children in classroom discussion?

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

20. What appears to be general attitude of the teachers towards these children?

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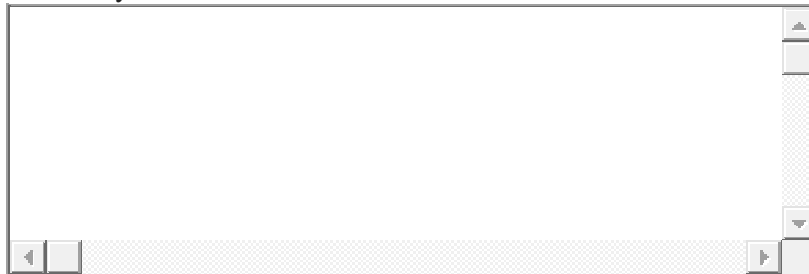
21. Are the other students aware of the admission of other children under Section 12 (c)

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

22. Do the other children behave differently with these children?

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

23. If yes/somewhat yes for the above question, then how do the other children behave differently?

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24. Do the children admitted under RTE appear comfortable in their surroundings?

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

25. If no/somewhat no, then what indicates that they are not comfortable or are fearful?



26. Do these children try to initiate interactions with other children?

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

27. Do these children approach the teacher/ interact with him/her like other children?

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

28. Are the quality of their uniforms same as other children?

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

29. Is the quality of their books similar to that of other children?

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

30. Is the quality of their stationary similar to that of other children?

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

31. Is the quality of their school bags similar to that of other children?

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

32. Do they have access to the same drinking water facility?

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

33. Do these children have access to the same toilets as other children?

- ☐ Yes
- ☐ Somewhat Yes
- ☐ Somewhat No
- ☐ No

34. Other observations
