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Discussion Paper

Implementing the Right to Education Act 2009: the Real Challenges

**(Based on a study on Financial and Governance Challenges in
Karnataka and Odisha)**

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List of abbreviations

ACR	Additional Class Rooms
B.Ed.	Bachelor of Education
BRC	Block Resource Centre
CAL	Computer Aided Learning
CBPS	Centre for Budget and Policy Studies
CCE	Continuous and Comprehensive Evaluation
CRC	Cluster Resource Centre
CYSD	Centre for Youth and Social Development
D.Ed.	Diploma in Education
DISE	District Information System for Education
HS	Higher Secondary
LEP	Learning Enhancement Programme
MDM	Mid Day Meal
MHRD	Ministry of Human Resource Development
NCPCR	National Commission for Protection of Child Rights
OoSC	Out of School Children
P	Primary
PBA	Programme Approval Board
PIL	Public Interest Litigation
PTR	Pupil Teacher Ratio
RTE	Right to Education
S	Secondary
SCPCR	State Commission for Protection of Child Rights
SDMC	School Development and Monitoring Committee
SMC	School Management Committee
SSA	Sarva Shiksha Abhiyan
TLE	Teachers' Learning Equipment
TPR	Teacher Pupil Ratio
UP	Upper Primary
UT	Union Territory
ZP	Zilla Parishad

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1. Introduction

The Right of Children to Free and Compulsory Education Act or Right to Education Act (RTE), which was passed by the Indian parliament on 4 August 2009, made India one of 135 countries to make education a fundamental right of every child. The 86th Constitutional Amendment was first introduced in Parliament in 2002 and took more than 6 years to be passed and finally receive presidential assent in 2009 to be notified as an Act on 1st April 2010. The Indian Constitution included this intent right since independence in the form of a Directive Principle (Article 45) that aimed at guiding governance. This meant that the country aspired to achieve universal elementary education for all children up to the age of 14 years from the time of independence, and successive Indian governments also adopted policies that could facilitate this aspiration. However, it was still not a justiciable right. By moving this provision to Article 21 (inserted as Article 21A) and converting this to a fundamental right, the new Act has converted this aspiration into a commitment. The Act, however, has excluded the 0-6 year age group who continue to figure in the Directive Principles.

The Act defines the schooling-related entitlements of a child: they include the norms for physical infrastructure and teachers, and the responsibilities of the school in terms of making the child free from fear, trauma and anxiety and helping the child to express her/his views comprehensively. All these norms, standards and provisions are applicable to each and every school providing education from grade I to VIII whether run by government or private entities. Considering that a large number of schools, majority of them being located in the state sector, do not currently fulfil these norms, this is indeed a huge thrust for accountability on the part of the State. The State here includes both central and state governments. The Act has serious implications for private schools as well. All private schools need recognition from the designated authority and all recognised schools must fulfil the norms for physical infrastructure, teacher-pupil ratio, and learning processes as specified. A large number of private schools in India screen children as young as four or five years old for admission; RTE has made it illegal. RTE has also made the charging of capitation fee illegal. All this implies that the governments face the challenge not only of upgrading their own schools to fulfil the RTE norms but also of having an appropriate governance structure to be able to regulate the private schools as envisaged by the Act (Annex 1 provides some basic facts about the Act).

The federal nature of Indian polity and diversity of educational structures meant that though the Act is applicable for the entire country, the state governments needed to frame their own rules for its implementation. The central government framed model rules and made it available to states for guidance. Different state governments took their own time in framing

the rules, and while some have retained more or less all the feature of the model rules, some have modified them to suit their specific situations and interests.

The implementation of the Act involves serious financial and governance challenges. Considering that different Indian states are at different stages of development both in terms of economic and educational indicators, these challenges are also likely to manifest differently. There are wide differences in total and per capita expenditure in elementary education across states, and states with low expenditures would need to garner additional resources to meet the RTE requirements. On the other hand, even those states that do not face major financial challenges need to put systems and processes in place to improve their delivery and meet the RTE expectations in true spirit. Keeping these in mind, CBPS undertook a study to estimate and analyse the financial and governance challenges for attaining universal elementary education following RTE norms in Karnataka and Odisha. Although each state has its own specific character and therefore it is difficult to generalise, to an extent the analysis in these two states provide signals for the issues that could be true for other resource rich and resource poor states as well. Karnataka has been a relatively richer state with greater investment towards education as compared to Odisha where the investment for education has been one of the lowest in the country.

The study used a combination of qualitative and quantitative methods. A detailed desk review was conducted of specific documents, and analysis of secondary literature and statistics was undertaken. Consultation with a wide range of stakeholders/ key individuals was carried out. Comprehensive field visits and consultations were carried out in both the states. Financial estimations follow the norm-based approach where revised SSA-RTE guidelines were used for the financial norms and DISE and other standard data sources for the physical numbers. District level data and growth rates were used for estimations wherever possible to take the large inter-district variations into account. Consultations with the respective department officials served the purpose of arriving at cost norms for interventions that are new and therefore data on cost norms are not available.

The study clearly revealed that while states like Karnataka are fairly well-placed in meeting the RTE norms in terms of financial requirements, states like Odisha face huge challenge of bridging the gaps that exist in its current expenditure pattern and the estimated financial requirements for meeting the RTE norms and goals. Both states face major governance challenges: some are similar in nature but many are different in nature. In some cases, it is possible for one to learn from the experiences of others. While Odisha is struggling with the major challenge of training, recruitment and placement of a large number of teachers, Karnataka found a solution for this issue a few years ago in allowing private colleges to run

these courses. However, Karnataka is now facing newer challenges in this respect pertaining to the quality of such professional degrees, and states going for similar model may be forewarned. With a significant population already in private schools, Karnataka faces more complex issues when it comes to addressing the issues of recognition and reserving 25 per cent seats in private schools for the weaker/ disadvantaged section children, made compulsory by the RTE.

Our study led to a number of issues and inferences that we present here in this discussion paper. We hope to use this paper to raise the issues for further discussions and also to draw the attention of states to the challenges that they face. This paper is not exhaustive in terms of addressing all RTE related issues, including its limitations. The focus here is on discussing the challenges that states are facing in implementing what RTE demands.

2. Financial resources required: Are states prepared?

Using the situation as it existed in 2010-11 as base and revised SSA-RTE financial norms, we estimated the financial requirements for meeting RTE mandates for the two states: Karnataka and Odisha. Although the time limit provided by the Act for different interventions vary, we took the period of 2011-12 to 2013-14 as the three year period for fulfilment of the mandatory requirements. We are fully aware that all estimates are in the end only approximations and therefore have limitations yet we feel that they are a good indicator to gauge the size of the requirements and examine how they compare with current levels of expenditures.

Table 1: Total financial requirement - Karnataka and Odisha (2011-14) in Rs Crores

Total Financial Requirements (2011-14) Rs. Crores		
Head	Karnataka	Odisha
Physical Infrastructure	1,392	8,142
Teacher Salary	21,049	15,581
Inclusion and Quality	5,060	6,714
Research, Monitoring and Evaluation	141	296
Total	27,642	30,733

Note: Annex 2 provides detailed tables and explains the assumptions.

Source: CBPS estimates

Our estimates revealed that Karnataka would require to invest about 27642 crore rupees as against Odisha where the requirements are higher at 30,733 crore rupees (Table 1). This is despite the fact that Karnataka has a higher child population in the 6-14 age-group (more than 72 lakhs) as compared to Odisha (nearly 60 lakhs). Even this is likely to be an underestimated figure for Odisha. The estimates for the number of additional teachers in both the states are based on district-wise growth rate for the age-group population and the existing TPRs. Most districts in both the states have negative age-group population growth

rates and TPRs within the limits set by RTE, and therefore the requirement for additional teachers is low. However, the school-wise reality could be very different, especially in Odisha. Karnataka has been implementing a policy for placement and transfer that takes school-wise enrolments and vacancies into account for more than ten years now. The practice uses a computerised database and the process is transparent. Odisha does not have any such policy and therefore school wise requirements are estimated to be much higher than what emerges from the district-wise estimations. According to the Government of Odisha's own estimates it needs nearly 30,000 more teachers. If we take this into account, it would further push up the total finances required.

Odisha needs to invest more than eight thousand crore rupees on physical infrastructure whereas Karnataka needs to invest only a little more than one thousand crore rupees. This is because Karnataka has already attained 100 per cent access ratio meaning all habitations have a primary school within a kilometre. Odisha has an access index of 0.528 and ranks 19 out of the 35 states and UTs in India. Existing schools in Odisha also need much more investment in facilities as compared to Karnataka. Table 2 shows the position of physical infrastructure in schools in these two states and it is clear that the need for upgradation is much higher in Odisha.

Table 2: Proportion of schools covered by Basic Infrastructural Facilities in Karnataka and Odisha (in percentage terms)

S. No	Facility	Karnataka	Odisha
1	Common Toilets	91.35	47.23
2	Girl's Toilets	91.55	54.18
3	Electricity	91.81	20.40
4	Play Ground	61.59	29.32
5	Ramps	60.94	38.14
6	Library	76.57	28.18
7	Compound Wall	69.10	58.79
8	Drinking Water	98.56	88.92

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

The inclusion and quality head includes aspects of teacher training and support, and direct provision for meal, uniforms, textbooks, etc. for students. All teachers in Karnataka are trained and regular; it does not hire untrained teachers and therefore the backlog is not there. Odisha has five categories of teachers¹: Gana Sikshakas, Siksha Sahayaks, Junior teachers, ZP teachers, and regular teachers. This classification is highly stratified in terms of the teacher's qualification, training and salary. Following RTE norms, the state needs to

¹ The Gana Sikshakas, the Siksha Sahayaks and junior teachers are untrained and para teachers while, ZP Teachers, and the regular teachers are permanent trained teachers. There is hierarchy in terms of the salary structure also, where a trained Gana Sikshaka gets a meager salary of 3,200 rupees per month, a regular teacher gets the salary of 20,000 per month depending on the seniority of post.

resolve this anomaly and this has implications for finances, both in terms of salary and investment on professional degree. This is also a major governance challenge that we are going to discuss in the next section.

The main question in this context is whether the states are prepared to meet these expenditures. A comparison with current level of expenditure can be a good indicator of the state's preparedness. Table 3 shows that Karnataka's expenditure on elementary education is close to our estimates while Odisha's falls short by more than 14000 crore rupees. Karnataka's expenditure in Table 3 includes expenditure from all the departments while for Odisha it includes only education department's expenditure. However, this is going to make only marginal difference for the state, as the expenses from other departments are not very high. These figures include the states' share of SSA but do not include central government's SSA transfers. This implies that Karnataka should not have any major problem in meeting the financial requirements for meeting the RTE norms. This holds true even if one takes the wage component separately. Wages constitute about 70-80 per cent of the total recurrent expenditure and a rough estimation for the future indicates that this component would remain either in the same range or would go down to about 68-70 per cent of total expenses (Annex Tables). Odisha, however, faces a major challenge of mobilising additional resources.

Table 3: Elementary education expenditure and CBPS Estimates: Karnataka and Odisha (Rs. Crores)

Year	Karnataka		Odisha	
	Total expenditures in elementary education (Nominal)	CBPS Estimates for RTE implementation	Total expenditures in elementary education (Nominal)	CBPS Estimates for RTE implementation
	a	b	c	d
2010-11	5,371	-	2,902	-
2011-12*	6,403	7,057	3,171	11,561
2012-13**	8,155	7,840	4,264	11,227
2013-14	-	7,707	-	7,944

*Revised estimates; **Budget estimates (Education Department only)

Note: Colum 'a' 2010-11 and 2011-12 figures include expenditure by education and other departments on elementary education. Column 'c' includes only education department expenditures. Both columns 'a' and 'c' do not include central government SSA transfers.

Source: CBPS Study on Public Expenditure Analysis on Education in Karnataka for column 'a'; CYSD study on Educational Finance in Odisha for column 'c'; CBPS estimated for columns 'b' and 'd'.

Sarva Shiksha Abhiyan (SSA) has been the main source of investments supporting expansion as well as quality improvement activities. The central SSA annual outlays for these two states have been in the range of 1000-2000 crore rupees per year but expenditure levels are generally lower in Odisha (PBA reports from the MHRD website). The SSA

funding pattern has been such that both central and state governments share the responsibilities. The state share has gone up from 10 per cent to 35 per cent and was to go up further as per the initial SSA design and conception. However, in the wake of RTE, the Centre has decided to freeze the state component to 35 per cent, which means that the central government would continue to bear 65 per cent of total SSA annual expenditure. This means that the states have assured funding support to an extent, as the central budget is making increased allocations for RTE related expenditure. However, this is not going to be adequate for Odisha and the state will have to garner resources either by reprioritizing or looking for new sources of revenue.

What is true for Odisha is likely to be true for a number of resource-poor states that have not invested in elementary education and therefore have major gaps in physical infrastructure and teachers. Like Odisha, in order to fulfil the huge requirements for additional teachers in the wake of higher enrolment, a few other states had also chosen the para-teacher route where contract teachers were hired for lower salaries. These states will now have to rectify by investing on up-gradation of teachers' qualifications and bearing the enhanced costs of higher salaries. SSA can help in upgrading the physical infrastructure but the states will have to find ways to fund the additional burden of salaries on a sustained basis. Whether this should be entirely the state's responsibility or the central government should also have a role is a matter of opinion and resolve.

3. Institutional Reforms required: Are states prepared?

The need for money is only one aspect of implementing RTE. It also requires major institutional reforms to meet the challenges of quality and inclusion. These challenges pertain to both out-of-school and in-school children. The issues pertaining to out-of-school children (OoSC) are many and complex in nature. The definition itself is unclear as it includes both never-enrolled and drop-outs, and drop-outs include those who are on the rolls but never attend schools. It is also not clear who to count among drop-outs; the identification process is difficult as it includes children who are migrating seasonally and are enrolled in some other schools in some cases. Dalits, adivasis and Muslims are over-represented as compared to their population percentages among OoSC and to that extent the role of social structures and processes need to be understood. The issue of children being over-age for entry into grade one is also important and RTE has made a provision for 'special training for over-age children to prepare them for age appropriate classes. Important as they are, we are not examining these here directly just to retain our focus on issues that call for major institutional reforms and have significance for effective inclusion of children, including those coming through the special training route, in schools.

The states are better prepared when it comes to tasks that they have been performing for the last few years though there is still a lot of scope for improvements to make the delivery more efficient. This includes distributing free textbooks, serving hot midday meal and other tasks similar in nature. We are also not examining these issues although they are no less important. We, therefore, are confined to the following issues in this respect: (i) teacher education (pre service), (ii) teacher management, and (iii) redressal mechanisms.

Teacher Education

Teacher education is a major challenge in terms of both the number and quality. States such as Odisha require a supply pool of thousands of professionally trained teachers for which the seats in existing teacher training institutions are highly inadequate. In addition, these states usually also have a backlog of serving teachers without the required professional qualification. In the wake of RTE, the states now have the responsibility of assisting these teachers as well in getting the requisite professional qualifications within a stipulated time frame of five years since the law came into force. Odisha and a number of other states in eastern India provide primary teacher training diploma only through state-run institutions which have very limited seats and therefore they need to look for solutions to deal with this challenge. Although 96 per cent of regular teachers in Odisha are trained, regular teachers constitute only about 60 per cent of total serving teachers.

Table 4: Percentage of Professionally Trained Teachers among Regular Teachers across Schools under different Management

Management	Karnataka	Odisha
All Schools	97.49	82.82
Government Schools	98.36	96.48
Aided Schools	98.47	85.80
Unaided Schools	92.89	53.84
Unrecognised Schools	77.78	49.14

Source: DISE Flash Statistics 2010-11

Karnataka has a policy of hiring only regular teachers with stipulated minimum educational qualification and pre-service training. Hence, though the state has a backlog of about one-fourth teachers who do not fulfil the requisite educational and professional qualifications, majority of them are likely to retire in the next five years. The state should be able to fulfil the RTE requirement of having qualified and trained teachers by 2015. Karnataka also faced a paucity of trained teachers and found a solution in privatising the system. Till 2003, only state-run teacher training colleges were imparting the primary teacher diploma courses and the universities were imparting the B.Ed. courses in the state. But these were not able to meet the growing requirements for teachers. During 2003-04, a new policy gave permission for the opening of private D.Ed./ B.Ed. colleges leading to a surge in the number of private

colleges imparting these courses. This meant an increase in the supply pool of teachers in the state. However, no mechanism exists for maintaining the quality of these courses, which is generally perceived as being widely uneven, and in some cases, questionable. This is not to undermine the fact that the teacher training courses even in state-controlled institutions are old fashioned and the quality suspect, but consultations with a cross section of stakeholders indicate that the quality in private colleges, barring a few exceptions, could be worse.

Although the government regulates the fees charged by these private colleges, they are widely reported as charging higher fees and are perceived as being concerned only with making profits. The demand for such courses is high as the expansion of the system has led to creation of high number of positions for teachers in government schools. Public sector jobs in India continue to be more secure and stable, and therefore highly desirable. Fifty per cent of the weightage is given to marks secured in the D.Ed./ B.Ed. programme for selection of teachers. Most of the private colleges, especially in the North eastern Karnataka are believed to be inflating the marks of their students to ensure selection in government schools. The recruitment of teachers without credible pre-service training is one of the biggest and the most critical challenge for quality of teachers in the state. There is also a lesson to be learnt for other states that are thinking of allowing private colleges to enter. They should try to have regulatory mechanisms for quality in place before allowing the colleges to start the courses.

Distance education is widely seen by states as another viable option. The states find it attractive because of the low costs and potential for training large numbers in a short span of time. However, serious doubts have been expressed regarding its efficacy in preparing teachers. The concern about quality of training and teacher preparedness is not new and the RTE has only brought it to the surface. The issues relating to teacher training and teacher preparedness are important for private schools as well. Table 4 clearly reveals that a good proportion of regular teachers in unaided private schools are also not trained.

Children's learning depends to a large extent on the quality of teachers and the issue of quality encompasses issues of equity and inclusion. Although RTE has been critiqued for not mentioning critical pedagogy overtly, the clauses relating to child-centred learning, discrimination-free environment, no corporal punishment, children's all round development, continuous and comprehensive evaluation, use of mother-tongue to the maximum extent possible in view of the diversity of home languages (especially in tribal areas and in urban locations that receive immigrants from various parts of the state / neighbouring states) coupled with emphasis on inclusion through various means including 25 per cent seats in

private unaided schools and focus on getting all OoSC including those who are over-age through special training translate themselves into serious challenges for the teacher for effective inclusion and learning.

Children coming from poorer households with less education, resources and exposure do not have the wherewithal to deal with the requirements of modern education and need much more support from the teacher and school. Teachers not only need to know about educational theories and approaches to learning but also to understand the issues of exclusion, discrimination and socio-economic hierarchies, and the critical role that the teacher has in shaping the child's experiences. In other words, these children do not have the social and cultural capital, apart from not having financial resources, to cope with their counterparts coming from middle and upper-class households, and therefore the school needs to realise that and create an enabling environment for learning that helps them overcome these gaps. Teachers need to have appropriate knowledge and skills, and the right attitude to be able to achieve the desired kind of learning and development among all children including those coming from poorer and marginalised sections. In some cases, teachers own beliefs and stereotypes regarding children coming from poorer backgrounds need to be questioned. Most teacher training courses do not prepare teachers for these challenges and the training colleges, more often than not, are poorly equipped in terms of physical as well as human resources.

Poor quality of school and university education coupled with poor quality of teacher training generally result in poorly equipped teachers. This also leads to a mechanistic interpretation of clauses such as Continuous Comprehensive Evaluation (CCE). Our interactions in Karnataka and Odisha suggested that though the states are making big efforts, the understanding of the very concept requires a perspective of learning that most players lack. CCE is an integral part of the approach that allows for varying pace of learning taking individual student's needs and backgrounds into account, and one that also does not take only academic achievements as learning outcomes. In-service teacher training has become regular under SSA and a number of issues get covered. But in most cases, as evidenced by various evaluation and Review Missions' reports, they have had only limited impact on teaching and learning. Therefore, teacher education reform is one of the biggest institutional challenges for all states.

It is important to build on the good examples that the country has and also allow spaces for others who have potential. For instance, the University of Delhi is running a four-year graduation course with elementary education teaching degree, which is widely recognised as a major shift from the usual approach and offers a perspective of learning that integrates

quality and equity issues. They are taking the lead in assisting some states but it is not enough. It is also important to recognise efforts outside the state sector and provide opportunities to credible non-government / private institutions that demonstrate that they can also develop and deliver. The present state of regulation through the national body is often questioned for allowing sub-standard institutions following archaic rules that pay little or no attention to academic considerations and disallowing innovative yet credible models. It would be important to reconsider these processes as well to enable the reforms in the states.

The situations relating to teacher education in these two states also represent the issues existing in other states in various forms, and therefore are not unique. The challenge of number and quality cannot be seen in isolation. Whatever route is chosen to address the issue of number, be it expansion through private system or distance education, the issue of quality needs to be superimposed to determine the choice. Merely fulfilling the requirement for a professional degree will not serve the real objective intended by the clause: to raise the quality of teachers and teaching / learning. A differentiated approach with regard to the time frame allowing states to fulfil the teacher training clause may be necessary for states with huge backlogs.

Teacher Recruitment and Management

The overall TPR is 26 in both Karnataka and Odisha if one takes the state average into account. But the situation changes if one looks at the disaggregated data (Table 5). Almost 22 per cent of both primary and upper primary schools in Karnataka and 46 per cent of primary and 35 per cent of upper primary schools in Odisha respectively have TPRs above 1:30 and 1:35. Government are in much better position as compared to private schools in Karnataka, as only 8 per cent of primary and 14 per cent of upper primary schools have higher than 1:30 or 1:35 TPRs. The situation is much worse in Odisha where a large proportion of both government and private schools have TPRs higher than the RTE mandated norms. About 40 per cent of government schools fall under this category for both the stages and nearly 18 per cent of schools in the state are single teacher schools(DISE, 2009-10).

Table 5: Proportion of Districts and Schools with Teacher Pupil Ratios (TPRs) above RTE mandated norms, Karnataka and Odisha

State	Districts where PTR > 30	% schools PTR > 30 (p)	% schools PTR > 35 (UP)	% Government schools PTR > 30 (P)	% Government schools PTR > 35 (UP)
Karnataka	3	22.76	21.80	8.04	13.98
Odisha	3	46.00	34.62	39.87	41.11

P: Primary; UP: Upper Primary

Source: DISE flash statistics, 2010-11

Table 6: Distribution of teachers by appointment type at Elementary Stage, Odisha (2011-12)

Number of teachers									
Regular Teacher		Siksha Sahayak		Junior Teacher		ZP Teacher		Gana Sikshakas	
Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
66,482	45,734	24,222	20,358	3,017	2,268	3,742	2,534	14,246	7,184

Source: State Level Report on Types of Teacher, OPEPA website

(<http://www.opepa.in/EPIS/TypeOfTeachers.aspx>)

Table 7: Distribution of teachers by highest academic qualification in Different types of Schools in Karnataka (2008-9, 2010-11)

Type of School	2008-09				2010-11			
	Below S (No.)	Secondary (No.)	Below HS (No.)	% of teachers below HS	Below S (No.)	Secondary (No.)	Below HS (No.)	% of teachers below HS
Primary (P)	840	14,791	15,631	25.85	867	13,775	14,642	24.17
P +UP	1,667	51,322	52,989	29.07	2,108	52,315	54,423	24.94
P+UP+HS	200	2,107	2,307	12.03	384	3,498	3,882	11.14
Total	2,707	68,220	70,927	27.08	3,359	69,588	72,947	25.13

P: Primary, S: Secondary, UP: Upper Primary, HS: Higher Secondary

Source: DISE 2010-11

Teacher placement, transfer and redeployment become important issues in such situations. Karnataka State Civil Services (Regulation of transfer of Teachers) Rules, which was passed in 2007, provides for a software-based system of transfers. This is indeed a transparent system based on objective criteria that helped in streamlining a process that used to be opaque and often guided by political considerations. However, the state needs to implement the transfer policy more vigorously. The state also has a clear recruitment policy where the qualification requirements are the same as RTE norms. Karnataka already has a system of conducting examination for selecting teachers and placing them through a process of counselling. Odisha does not have these systems in place. The state governments also need to develop mechanisms to check the fulfilment of academic and professional qualification as well as TPR criteria in private schools.

The situation in Odisha becomes more serious if one considers the fact that about 40 per cent of teachers in Odisha government schools at elementary stage are not regular (Table 6). We have already discussed the financial implication of this fact but finance is only one side of the story. The state also needs to evolve a more institutionalised system for recruitment to get away from its present system where five kinds of teachers with different salary structures are present. This also adversely affects teacher morale and motivation, something important for teacher performance. Karnataka does not face any such problem but a significant proportion (nearly one fourth) of teachers still does not fulfil the educational requirements (Table 7). Although the proportion is coming down due to retirements, it would be important for the state to have a clarity regarding the age and attrition profile of these teachers.

Teacher is central to teaching and learning, and therefore it is important to have mechanisms that address their grievances. Most states do not have any system of decentralised tribunals to address various teacher related issues including placement and transfer to ensure faster disposal of such cases. Teacher accountability is another side of teacher motivation. A number of studies from 2001-2005 show the rate of teacher absenteeism in Karnataka to be around 20-22 per cent, i.e., on a given day, nearly 20-22 percent of teachers are not present in the school.² This could be a mix of authorised and unauthorised absence. Absenteeism is even higher in Odisha, especially in tribal concentrated districts. The RTE forum in Odisha claims that about 40 per cent of working days are lost on an average because of non-teaching responsibilities.³ This is despite the fact that RTE bars assigning non-teaching duties to teachers except for elections and national census. Odisha RTE rules state that teachers have to perform 'other such' duties as may be specified by government from time to time but do not define these 'other' duties. This clause can also be manipulated and used for making the teachers perform other duties than that stated and accepted in the RTE.

The issues that surfaced about teacher education, recruitment and management in these two states are fairly common for other states: again Odisha somewhat representing the resource-poor and Karnataka the resource-rich states. What is very clear is that while the issue of quality is near universal states such as Odisha face additional challenges of weaker institutional processes for recruitment, management and education. It is high time that states initiate a process of institutional reforms with long-term goals in view rather than looking for short-term solutions and short-cuts. We need to learn from past experiences that so called

² Please refer to 'Teacher Absenteeism' in Karnataka State' a study sponsored by Sarva Shiksha Abhiyan, Karnataka and Chaudhury, N. and J. Hammer (2005) "Teacher Absence in India: A Snapshot." Journal of the European Economic Association as cited by Sharon Barnhardt, et al

³ Based on a presentation in a workshop on RTE held in Bhubaneswar on 26 and 27 April, 2012.

short-term solutions are no solutions: they neither provide relief nor succeed in transforming the quality of education delivery.

Monitoring and Compliance Mechanisms

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. While Karnataka has designated SDMC (School Development Management Committee – same as SMC), Gram Panchayat and Block Education Officer as local authorities, Odisha rules are unclear about defining local authorities. Although RTE does not demand it, Karnataka has made the SDMC a part of the local elected bodies, which makes it possible for the SDMCs to play a more important role in leveraging the resources for school development as they have more reach in terms of funds and legitimacy. This is not true for Odisha and most other states.

The SMC has been given important roles: developing the School Development Plan and overseeing its implementation as well as acting as the first-level compliance institution in states such as Karnataka. Three-fourths of the members are parents, half of them being mothers. Places are also reserved for disadvantaged social groups. This obviously is aimed at allowing women and other members coming from disadvantaged groups to be able to participate in school monitoring and related decisions. Past experiences clearly reveal that it is important to give representation but representation alone does not help in breaking the power relations and traditional roles. Therefore, it would be important to treat the SMC training as a process of empowerment through information, skill and attitude building; something that most training modules do not necessarily aim at. It would help if perspective building on the SDMC's role and rationale for that role is part of teacher training processes as well. The teacher has to accept her/his accountability towards SDMC to make it a more meaningful body.

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 on most states including Karnataka and Odisha.⁴ This raises some issues regarding the possibility of bureaucratic control and corrupt practices. We discuss this issue in the next section.

4. Provisions pertaining to private schools: Infringement of autonomy, road to greater accountability or opening ways for increased commercialization of education?

As discussed earlier, the RTE brings private schools into its fold through four measures: (i) compulsory requirement of recognition based on prescribed norms, (ii) 25 per cent seats at entry stage should be set aside for children coming from weaker section/disadvantaged groups,⁵ (iii) no screening for admission, and (iv) no capitation fee. The opposition to these provisions is much more vociferous in Karnataka than in Odisha, and continues in some form or the other even after the Supreme Court judgment. A perusal of newspaper articles and interactions with a number of private school stakeholders in these two states reveal that the private schools are against all of these – quite openly about the first three and not so openly about the fourth one.

Infringement of autonomy is the biggest and the most important argument cited against both the first and the second provision. Imposition of norms in a strict manner is viewed as an infringement of their ‘fundamental right to do businesses’ and it is feared that the process of recognition would promote corruption, often the parallel being drawn to the license raj days. While it is important to make private schools more accountable, it would also be important to make the process of monitoring more transparent. One way could be to make the process more broad-based with representation from civil society and elected local governments so that all powers are not vested in the hands of the educational bureaucracy. This would ensure transparency from the side of the government and mean a shift from the ‘fear of government’ to the ‘fear of governance’.

The government is expected to compensate private schools for each child that they admit without charging any fee. This is to be determined by the respective state governments based on the per capita expenditure that they usually incur in running the state system of schools. There are a number of arguments in opposition, one being economic in nature. It is being pointed out that the state compensation for children from marginalised groups will not

⁴ Gujarat has made this process more broad based by making a body with representation from civil society responsible for the recognition of private schools.

⁵ As per the Act, a child belonging to disadvantaged group means a child belonging to the Scheduled Caste, the Schedules Tribe, the socially and educationally backward classes or such other group having disadvantages owing to social, cultural, economic, geographical, linguistic, gender, or such other factor as may be specified. A child belonging to weaker section means a child belonging to such parent or guardian whose annual income is lower than the minimum limit specified by the appropriate government. A later Amendment has added children with disabilities to the disadvantaged group.

adequately cover the cost in many cases and may push up the fees for the rest of the students. This is especially cited as the case for small private schools that cater to children from middle class with low profit margins. Although no comprehensive information on fee charged by private schools exists, various estimates and consultations suggest that small private schools would have no problem, as the compensation would be sufficient to cover the costs. Elite schools charging very high fee would also not face much problem though the provision may cut some of their profits. There could be a small percentage of schools where the margin is not very high, and they may find it difficult to sustain, and therefore may be either forced to increase the fee or exit that market.⁶In absence of any reliable data, it is not possible to surmise how significant or insignificant this number could be. Nevertheless, as long as the students have access to schooling within neighbourhood, this should not be a major issue in a macroeconomic frame.

The acceptance of reimbursements is also viewed as 'compromise with independence of unaided schools' and therefore unacceptable. Direct cash transfers to students is often suggested as an alternative to this where parents could pay full fee and admit their children to whichever school they want. What this argument ignores is that education is not necessarily a highly valued choice, especially when it comes to girls or cash-starved, very poor families. In such cases, the risk of diverting the cash for other purposes would be high. If the cash transfer were conditional, the costs as well as institutional challenges of monitoring would be very difficult. Also, if the right to education has to be a fundamental right, providing direct access to schooling and not cash is the answer.

However, the most common argument used by the private schools against reserving 25 per cent seats for children from weaker section and disadvantaged groups is not economic. It refers to sociological aspects and is more complex in nature. It is feared that mixing of children from poor neighbourhoods and low-income, low-educated families with those coming from highly educated, high-income families would create problems for both kinds of children. While on one hand it is argued that children from poorer families would not be able to cope and would develop an inferiority complex, parents of children from richer families have been openly expressing their fear regarding their wards being subjected to 'bad influences'⁷. A perusal of research across the globe suggests that though it poses a challenge for the school to effectively deal with the situations where children from diverse backgrounds are attending together, the diversity in reality acts as major learning

⁶ The absence of data on private schools and their fee structures makes it difficult to have any position with certainty. However, our position here is based on consultations with a cross section of stakeholders, and also with some officials who presented the Government of India's case in the Supreme Court.

⁷ Based on newspaper clippings, talks being organised on RTE and consultations.

opportunity.⁸ The US and UK experiences of common state schooling, despite their limitations and challenges, have indeed helped in changing the inter-racial relations for ever. It is important to view this measure as a desirable one not only for poorer children but also for those coming from relatively richer backgrounds, as the presence of children from diverse backgrounds is going to widen their understanding of the socio-religious-linguistic-economic realities of India. We have one successful example from Loreto Convent located in Sealdah, West Bengal that has been successful in integrating students from different socio-economic groups for more than 20 years. Going by usual indicators of success, students from all groups have been successful in completing their school education well and find the experience enriching in other ways as well.⁹

In view of widespread belief among parents and private education providers regarding the ill effects of having diverse group of children together, it is important to give wider publicity to such information and knowledge, emanating from research studies as well as the experiences of the other countries. A number of private schools are advocating for running evening classes for this group in order to save the costs and safeguard the homogenous nature of students. They go to the extent of claiming that that would be able to teach much larger number of children by running evening / separate classes for weaker / disadvantaged section as against they have to be integrated in the regular school. It is ironical that low costs 'alternatives' and informal arrangements are considered adequate for children from weaker sections, while high investments are tried-and-tested formal arrangements are considered necessary for children who are already privileged. This is not to undermine the challenge that the school faces in getting children from mixed background in terms of choosing pedagogic practices, providing psycho-social support and judging learning achievements. This is a challenge not only for private but also for the public schools. Given the current orientation of teachers and ethos in a large number of schools both in private and public schools, this is a major trial for both the systems.

While private schools are opposed to this measure on the basis of the arguments cited above, there is another school of thought that claims that the measure is going to benefit the private and kill the public sector in the long run. The country has witnessed an increased demand for private schools by all sections including the poor in the last decade due to two

⁸ See Karla Hoff and Priyana Pandey (2004), *Belief systems and Durable Inequalities, An Experimental investigation of Indian Caste*, <http://sticerd.lse.ac.uk/dps/bpde2004/hoff.pdf>; Rupa Subramanya, *Will India's Right to Education Act Upset Stereotypes?* Economics Journal (http://blogs.wsj.com/indiarealtime/2012/05/02/economics-journal-will-indias-right-to-education-act-upset-stereotypes/?mod=wsj_share_twitter); Karla Hoff, *Equilibrium fictions, societal rigidity, and affirmative action*, <http://www.voxeu.org/article/why-economists-should-not-ignore-affirmative-action>

⁹ Please refer to Nalini Juneja, *Exclusive Schools in Delhi and Their Law*, Economic and Political Weekly, Vol - XL No. 33, August 13, 2005

reasons: (i) the low quality – either real or perceived – of education in state schools, and (ii) the desire for English medium school which is the language of power and an agent for class mobility. Available evidences are not conclusive about the difference in quality between public and private schools, but private schools are indeed more responsive to parents' aspirations for their wards. Therefore, the argument is if the public funds are diverted to pay for private schools in a situation where public schools are failing people's aspirations, in the long run it would mean closing down of the public schools rather than improvement in the public service delivery. Parents from weaker /disadvantaged sections will send their children to private schools even if they fail to get a seat under 25 per cent category in order to ensure 'better quality education'. Once the public schools are very few in number and private schools are the main providers they would be guided by the objective of maximising the profit and start charging very high fee. This would lead to commercialisation of education where a section of children would neither be covered by the provisions such as 25 per cent seats paid by government in private schools nor can afford to pay for private school education. State schools will no longer exist to cater to this group.

At present, one fifth of the school-going children go to private schools at elementary level in India. Considering that nearly 80 per cent of children are still going to public schools, this argument may seem a little far-fetched. The RTE applies to all schools and if state governments seriously follow all the norms leading to an improvement in the quality, this situation may not arise. However, if the states do not succeed in making their delivery more responsive and if the quality does not improve significantly, privatisation may take place more rapidly than imagined with a number of undesirable consequences in the long run, and the argument may not turn out to be so far-fetched. Hence, it deserves attention.

5. Private School as non-profit institutions

In the context of private school, it is important to raise a very pertinent issue about the law that guides their institutional status. Indian legal system does not allow any educational institution at any level to run on a profit basis. All fee-charging private schools operate under the Acts that guide non-profit Trusts or Societies, and therefore cannot have any declared profit. In reality, a number of loopholes in the legal system allow them to pay any dividend or make profit without declaring them as profit. Based on their non-profit status, they also access a number of subsidies and concessions such as prime urban land owned by state at less than market rate for lease and often do not fulfil the necessary requirements that make them eligible for such concessions. For instance, even before the RTE was enacted, the Delhi state law required all private schools and hospitals that had received land from the state at concessional rates to admit certain proportion of students or patients from

disadvantaged sections without charging any fee. Most institutions were not practicing this till a Public Interest Litigation (PIL) brought this to light leading to a High Court judgment making it compulsory and legally binding.

While encouraging corrupt practices on one hand, the non-profit clause also acts as a deterrent for genuine investors. The requirement for compulsory affiliation / accreditation to/by national bodies also acts as deterrent for genuine players because of lack of clarity regarding what is allowed and what is not. Running private educational institutions at all levels has become a profitable business in India for those who can circumvent the laws; it is cumbersome and unattractive for others because of absence of any comprehensive regulation and lack of clarity regarding tax liabilities. Informal enquiries have also shown that local politicians own majority of these institutions and therefore vested interests play a major role even in state assembly/parliamentary debates on this issue. Any educational reform involving private institutions needs to look into this aspect of legal reform but the problem is that the law makers themselves are often guided by vested interests.

A number of these issues apply to all levels of education, and therefore are outside the remit of RTE. However, these are wider issues with significance for attaining the goal of free and compulsory education for all, which we are now also talking of extending to secondary level, and therefore critical to any serious discourse.

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- Newspaper clippings were used widely to understand the issues and positions.

Annex 1

Right to Free and Compulsory Education Act 2009: Some basic facts in brief**1. What is RTE?**

The RTE needs to be viewed from the perspective of the entitlements of the child and the institutional arrangements made to ensure that these entitlements are met.

Child Entitlements: Child entitlements can be divided into three main groups: Access related, school facilities and teachers related, and learning process related.

Access: Every child between 6 and 14 years of age has a right for admission to a neighbourhood school (respective states to define neighbourhood) including a private unaided school subject to the limit of 25 per cent seats at the entry level for which the state would be compensating the school. The child would also receive free midday meal, textbooks and notebooks, and if necessary uniforms and transportation costs. Out of school children who have crossed the entry age have a right to special training to be able to admit in age-appropriate grade and be at par with others.

School facility and teacher related: Each primary / upper primary school must have an all weather-proof building complete with a boundary wall, separate toilets for boys and girls, facility for clean drinking water, library, and a student classroom ratio not exceeding 1:30 or 35. Each school also must maintain the teacher pupil ratio of 1:30 for primary and 1:35 for upper primary grades. All teachers teaching primary grades must have at least twelve years of general education followed by a diploma in education, and those teaching upper primary grades a graduate degree followed by a degree in education. The RTE also defines the daily working hours and the annual number of days for which the school should function. These norms are applicable to all schools, including private ones.

Learning environment and process related: Every child has a right to an environment free from discrimination, harassment, fear, trauma and anxiety. The RTE bans corporal punishment. The Act promises the use of mother tongue as medium of instruction to the extent possible. In order to ensure all round development of a child, the Act makes the use of No detention policy and Comprehensive Continuous Evaluation (CCE) compulsory.

Institutional Arrangements: One School Management Committee (SMC) constituted largely of parents and representation from panchayat, school and other local institutions, has been made mandatory for every school and been given the responsibility of planning as well as monitoring at that level. State governments are supposed to the local authorities at various levels. National Commission for Protection of Child Rights (NCPCR) and State Commission for Protection of Child Rights (SCPCR) are responsible for acting on violations while National and State Advisory Councils are responsible for ensuring the adequate measures for compliance.

2. What is new about it?

Justiciability: RTE was brought through by a Constitutional Amendment to Article 21 by inserting Article 21A and was enacted on 1st April 2009. This has made the schooling of children between the age group of 6 to 14 years of age in a neighbourhood school a fundamental right in India. Fundamental rights are justiciable rights meaning one can go to the Court of Justice in case of denial. India became one of the 135 countries to make basic education a fundamental right when the Act came into force.

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

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

Clear and uniform norms / entitlements: Norms and entitlements vary from one state to another, and in many cases not strictly adhered to. The RTE has defined them clearly and made them uniform for all schools (public or private) in all states. The norms largely follow the internationally established principles as basis. The Act has made capitation fee and screening of students for admission illegal.

Compulsory recognition of private schools: All private schools need recognition from the designated authority within a specified period. All recognised schools must fulfil the norms for physical infrastructure, teacher pupil ratio, and learning processes as specified. The recognition can be withdrawn if the norms are not being fulfilled. The act has laid down clauses for recognition and de-recognition of private schools. Provisions for appeal and penalty for non-compliance have also been included.

Seats for children from weaker /disadvantaged section in private unaided schools: The RTE has made it compulsory for all private schools to allocate one-fourth of the total seats at entry stage for children from weaker section / disadvantaged groups.

Financial Estimates

Annex Table 1: Total financial requirement - Karnataka and Odisha (Rs Crores) (2011-14)

Head	Karnataka				Odisha			
	Financial (Rs Crores)				Financial (in Crores)			
	2011-14	2011-12	2012-13	2013-14	2011-14	2011-12	2012-13	2013-14
Physical Infrastructure	1,392	373	414	606	8,142	4,464	3,391	287
Teacher Salary	21,049	5,180	5,335	5,495	15,581	4,935	5,083	5,562
Inclusion and Quality	5,060	1,461	2,040	1,559	6,714	2,068	2,650	1,996
Research, Monitoring and Evaluation	141	43	51	48	296	95	102	99
Total	27,642	7,057	7,840	7,707	30,733	11,562	11,226	7,944

Note:**Karnataka:**

1. Physical Infrastructure = Civil Works + Maintenance and Repair
2. A 10 % increment per annum is allocated to BRC/CRC/MDM Salaries
3. A 3 % increment per annum is allocated to teacher's salaries (Based on consultations with SSA Karnataka).
4. School to be converted = School with (Partially Pucca + Multiple Type)
5. School to be constructed = School with (No building + Kuchcha+Tent)

Odisha:

1. Regular Teacher's salary is assumed to be Rs 16000 per month at 2010-11 (CYSD). A 3 % increment is included, beginning from 2010-11, for all teachers (based on consultations with the Department of Education, Odisha).
2. And all teachers are assumed to be regular teachers
3. School to be converted = School with (Partially Pucca + Multiple Type)
4. School to be constructed = School with (No building + Kuchcha+Tent)
5. The cost of converting a school is assumed to be same as cost of constructing a school
6. Majority of civil work activity is assumed to be completed by the end of 2012-13 given the RTE norm which clearly states that states must ensure the physical infrastructure requirements are met by the end of 2012-13

Annex Table 2: Physical Infrastructure: Requirements for Karnataka and Odisha (Rs Crores) (2011-14)

	Karnataka		Odisha	
	Total physical gaps	Total financial requirements (Rs Crores)	Total physical gaps	Total financial requirements (Rs Crores)
1. School				
Toilet	5,242	13	10,129	71
Electricity	1,893	1	13,105	7
Play Ground	20,822	208	41,092	274
Ramps	12,356	17	28,584	28
Library	3,718	2	1,617	0
Compound Wall	15,252	38	4,018	40
Drinking Water	2,926	4	6,088	62
Major Repairs	0	0	45,651	368
New School Buildings	5,566	501	9,049	1,034
Schools Renovation	6,511	452	35,124	5,257
Additional Classrooms	571	21	13,521	556
Furniture	3,050	0	2,260,418	113
Fire Extinguisher	31	0	-	-
HM Room	0	0	4,503	184
2. Other Institutions				
BRC Furniture	0	0	316	3
CRC Furniture	483	0	4,806	5
Total	-	1,259	-	8,002

Notes:

1. Major repair includes classrooms and other rooms. And the gap and financial requirement is calculated for all primary and upper primary schools
2. RTE specifies that each school should have a fire extinguisher. And the cost is calculated assuming that the existing schools do not have fire extinguisher in place.
3. A onetime grant for furniture is provided per child in every upper primary government school
4. ACR (2011-12) = 121 LPS are to be upgraded based on the Appraisal Report of Karnataka - 2010-11, which in turn is supposed to cater to 3050 children. Now, with the one class per teacher and the 1:35 TPR. The number of classrooms required is rounded to 88. And out of 571, 483 classrooms need to be built for the CRC purposes
5. New school Buildings Primary/Upper Primary = For the year 2012-13, the figure consists of existing schools of type - No building; Kuchcha; tent for which new building has to be constructed. And it is calculated for primary and upper primary schools
6. School renovation includes primary and upper primary schools
7. HM rooms includes primary and upper primary schools
8. The unit cost for a Playground has been assumed at the rate of Rs one lakh

Annex Table 3: District wise - Requirement of Teachers (Karnataka)

Karnataka (Rs Crores)							
District	Estimated Total population of Children (2010-11)	Teachers Required in the system (PTR) (2010-11)	Present number of teachers in the system (2010-11)	Additional Number of Teachers Required (2010-11)	Estimated Salary (Rs Crores) (2010-11)	Estimated Teachers in the system (2013-14)	Estimated Salary (Rs Crores) (2013-14)
Bagalkot	252,265	8,682	9,408	0	158	9,408	173
Bangalore Rural	352,644	12,148	15,115	0	254	15,115	277
Bangalore North	106,078	3,466	5,589	0	94	5,589	103
Bangalore South	570,372	17,513	20,972	0	352	20,972	385
Belgaum	231,808	8,312	9,863	0	166	9,863	181
Chikkodi	316,489	10,756	11,485	0	193	11,485	211
Bellary	323,479	10,075	10,549	0	177	10,549	194
Bidar	372,751	12,158	12,265	0	206	12,265	225
Bijapur	95,591	3,323	4,227	0	71	4,227	78
Chamarajanagara	133,897	4,590	7,036	0	118	7,036	129
Chikkaballapura	96,701	3,587	6,974	0	117	6,974	128
Chikkamangalore	388,405	11,828	12,027	0	202	12,027	221
Chitradurga	199,393	6,464	8,781	0	148	8,781	161
Dakshina Kannada	235,936	7,791	8,014	0	135	8,014	147
Davanagere	228,416	7,807	9,923	0	167	9,923	182
Dharwad	228,615	7,719	8,402	0	141	8,402	154
Gadag	140,701	4,688	5,208	0	87	5,208	96
Gulbarga	498,013	13,840	13,829	11	232	13,840	254
Hassan	174,780	5,910	10,017	0	168	10,017	184
Haveri	192,550	6,567	7,838	0	132	7,838	144
Kodagu	59,175	2,058	2,913	0	49	2,913	53
Kolar	165,360	5,735	8,671	0	146	8,671	159
Koppal	202,724	6,663	7,136	0	120	7,136	131
Mandya	95,697	3,440	5,242	0	88	5,242	96
Mysore	181,872	5,930	8,231	0	138	8,231	151
Raichur	315,709	10,561	13,085	0	220	13,085	240
Ramanagara	215,084	7,879	11,281	0	190	11,281	207
Shimoga	107,993	3,559	5,730	0	96	5,730	105
Tumkur	210,373	6,714	8,909	0	150	8,909	164
Tumkur Madhugiri	168,766	5,707	8,972	0	151	8,972	165
Udupi	113,163	3,793	4,683	0	79	4,683	86
Uttara Kannada	144,315	5,111	8,236	0	138	8,236	151
Yadagiri	101,981	4,703	5,526	0	93	5,526	101
Total	7,221,094	296,148	296,137	11	4,975	296,148	5,436

Note

1. Teachers include regular teachers as provided by DISE – 2010-11(P)
2. Salary of regular teachers is fixed at Rs 14000 per month (2010-11) as per the consultation with Government officials. A 3% annual increment is included to the teacher's salary
3. Uttara Kannada = Uttara Kannada + UttarakannadaSirsi - was used for the purpose of calculating additional requirement of teachers

Annex Table 4: District wise - Requirement of Teachers (Odisha)

District	Odisha (Rs Crores)						
	Estimated Total population of Children (2010-11)	Teachers Required in the system (PTR) (2010-11)	Present number of teachers in the system (2010-11)	Additional Number of Teachers Required (2010-11)	Estimated Salary (Rs Crores) (2010-11)	Estimated Teachers in the system (2013-14)	Estimated Salary (Rs Crores) (2013-14)
Angul	155,963	4,943	8,434	-	153	8,434	167
Balasore	354,267	11,249	14,305	-	166	14,305	182
Baragarh	137,887	4,334	7,964	-	253	7,964	277
Bhadrak	240,606	7,534	9,066	-	142	9,066	155
Bolangir	231,259	7,261	9,419	-	48	9,419	53
Boudh	43,259	1,378	2,862	-	162	2,862	177
Cuttack	190,926	5,979	13,984	-	256	13,984	280
Deogarh	61,717	1,928	2,709	-	43	2,709	47
Dhenkanal	162,519	5,168	7,554	-	135	7,554	148
Gajapati	198,643	6,285	4,280	2,005	70	6,285	114
Ganjam	619,109	19,273	15,416	3,857	285	19,273	385
Jagatsinghpur	182,112	5,685	8,054	-	149	8,054	163
Jajpur	279,229	8,738	11,543	-	212	11,543	232
Jharsuguda	64,699	2,035	3,643	-	65	3,643	72
Kalahandi	178,916	5,605	9,056	-	151	9,056	165
Kandhamal	164,963	5,286	6,292	-	112	6,292	123
Kendrapara	195,876	6,161	9,170	-	166	9,170	181
Keonjhar	252,301	8,034	11,465	-	209	11,465	229
Khurdha	327,107	10,269	10,075	194	188	10,269	209
Koraput	208,412	6,539	7,878	-	138	7,878	150
Malkangiri	101,314	3,188	3,849	-	67	3,849	73
Mayurbhanj	622,890	19,550	15,820	3,730	275	19,550	372
Nawarangpur	160,099	5,106	6,217	-	103	6,217	112
Nayagarh	105,751	3,352	6,297	-	113	6,297	123
Nuapada	114,562	3,598	4,452	-	72	4,452	79
Puri	166,499	5,218	10,351	-	190	10,351	207
Rayagada	162,087	5,159	6,936	-	118	6,936	129
Sambalpur	67,732	2,121	6,596	-	112	6,596	123
Sonepur	35,419	1,147	3,456	-	63	3,456	69
Sundergarh	153,578	4,876	12,420	-	209	12,420	228
Total	5,939,701	186,999	249,563	9,786	4,428	259,349	5,023

Note:

1. The teachers include regular and para-teachers
2. The state requires 9786 teachers to satisfy the PTR guideline laid down in the RTE Act. The state has decided to hire 17000 teachers by the end of 2012 as per the appraisal report 2012-13.
3. The number of children is estimated using the compound growth rate method. The district-wise child population is collected from 2006-2009 from the OPEPA website. While the district-wise teachers (regular and para) is sourced from the DISE – DRC raw data (2010-11(P))

Annex Table 5: Requirement for inclusion & quality related intervention - Karnataka & Odisha (Rs Crores) (2011-14)

Head	Karnataka		Odisha	
	Total physical gaps	Total financial requirement (Rs Crores)	Total physical gaps	Total financial requirements (Rs Crores)
Residential in-service training for all teachers each year at BRC level & above for 10 days	898,059	179.61	765,689	153.14
1 day monthly cluster level meetings & peer group training for all teachers for 10 months	898,059	89.81	765,689	76.57
Refresher Training for all RPs, Master Trainers, BRC & CRC faculty & Coordinators for 10 days	19,536	3.91	18,261	3.65
Residential in-service training of 10 days for all HM at BRC level	11,713	0.26	169,005	33.80
Training for untrained teachers	1,293	7.03	11,920	7.15
30 day induction training for newly recruited teachers	-	0.00	17,000	10.20
Salaries –BRC	9,627	168.25	10,650	87.51
Provision for furniture – BRC		0.00	316	3.16
Contingency Grant – BRC	606	3.03	948	4.74
Meeting/Travel Allowance – BRC	606	1.82	948	2.84
TLM Grant – BRC	606	0.61	948	0.95
Maintenance Grant – BRC	606	0.61	948	0.95
Augmentation of training infrastructure (one time grant)	-	0.00	316	15.80
Salaries –CRC	9,909	173.18	8,625	207.00
Provision for furniture – CRC	483	0.48	4,806	4.81
Contingency Grant – CRC	9,909	9.91	14,418	14.42
Meeting/Travel Allowance – CRC	9,909	11.89	14,418	17.3
TLM Grant – CRC	9,909	2.97	14,418	4.33
Maintenance Grant – CRC	9,909	1.98	14,418	2.88
LEP	99	90.59	90	205.54
Community Mobilization	99	17.21	90	51.35
Training of VEC/SMC - 3 days residential	820,584	49.24	1,014,030	60.84
Training of VEC/SMC - 3 days non-residential	820,584	24.62	1,014,030	30.42
SMC- Training of Local Authority - 3 days residential	75,264	4.52	37,404	2.24
Training of Local Authority - 3 days non-residential	75,264	2.26	37,404	1.12
Teacher Grant – Regular	898,059	44.90	765,689	38.28
School Grant - PS and UPS	178,377	159.01	196,604	140.52
TLE - New PS & UPS	152	0.67	1,617	4.62
MDM (PS & UPS)	23,991,490	1,613.81	17,280,150	1546.23
MDM Salary	178,377	48.71	-	-
Free Text book	23,991,490	203.93	17,280,150	327.02
Uniform	23,991,490	479.83	17,280,150	345.60
Transportation	94,152	28.25	-	-
Escorts	94,152	28.25	0	0.00
Sports Equipment & Maintenance	118,918	713.51	131,712	790.27
OoSC -Residential - 1 year	147,445	88.47	62,806	260.72
OoSC - Non-Residential - 2 year	297,591	595.18	146,307	1,866.81
Provision for Differently Abled Children	294,890	88.47	367,794	110.34
Residential schools for CWSN Recurring	15	1.05	-	-
CAL - Innovation Fund	99	49.50	90	45.00
Equity -Innovation Fund	99	49.50	90	45.00
NPEGEL	2,763	17.64	27	66.05
KGBV	213	5.79	1,001	124.43
Total		5,060.20	-	6,713.61

Annex Table 6: Financial Requirements for Research, Monitoring and Evaluation (Rs Crores) (2011-14)

Head	Sub-Head	Karnataka		Odisha	
		Total Physical Gaps	Total financial requirements (Rs Crores)	Total Physical Gaps	Total financial requirements (Rs Crores)
Research, Evaluation, Supervision and Monitoring and Management and MIS	State	178,377	35.68	196,604	39.32
	District	66	6.60	60	6.00
	Management & MIS	99	92.59	90	244.71
External Evaluation	Third-Party Evaluation	2	2.00	2	2.00
Media Campaign	Media Campaign	2	1.32	60	1.20
SIEMAT	One time grant	1	3.00	1	3.00
Total			141.19	Total	296.23

Annex Table 7: Elementary education expenditure & CBPS Estimates: Karnataka & Odisha (Rs Crores)

Year	Karnataka						Odisha					
	Elementary Education			CBPS Estimation			Elementary Education			CBPS Estimation		
	Wage	Non Wage	Total	Wage	Non Wage	Total	Wage	Non-wage	Total	Wage	Non-wage	Total
2010-11	5,015	357	5,371	-	-	-	2,348	553	2,902	-	-	-
2011-12	5,843	559	6,403	5,298	1,759	7,057	2,365	806	3,171	5,026	6,535	11,561
2012-13	6,624	1,531	8,155	5,465	2,375	7,840	2,719	1,545	4,264	5,182	6,045	11,227
2013-14	-	-	-	5,638	2,069	7,707	-	-	-	5,667	2,277	7,944

Note:

1. All financial values are nominal
2. For Karnataka: 2011-12 – Revised Estimate ; 2012-13 – Budget Estimates (Education Dept only)
3. For Odisha: 2011-12 and 2012-13 are allocations