

CHAPTER 1

INTRODUCTION

1.0 BACKGROUND

The British laid the foundation for modern education in India. The educational organization that emerged gradually was classified into primary education (taught in the vernacular language) and higher education (taught in English). Primary education remained neglected while higher education gained all the focus under the British. This continued to be so till education became a provincial subject. Also due to this disparity, formal education was mostly accessible to the upper caste and affluent families. With India gaining independence, the Government attempted to extend the reach of primary education to the masses, particularly in the rural areas. Thus Universalisation of Elementary Education (UEE) became a well accepted concept and national project.

The following measures from the Government have had an impact on the status of education in the country:

⇒ Article 45 of the Directive Principles of state policy which was committed to ensuring free and compulsory education for all – though it did not

translate into significant action nevertheless it triggered the whole process of transformation in the education sector

- ⇒ National Policy on Education (1986) and Programme of action (1992) – aimed at improving access to schools, reducing dropouts and improving the learning.
- ⇒ Mobilisation of external funds, Public private partnership, operation blackboard (1986), Non formal education scheme (1986), the Shiksha Karmi Project (1987), Mahila Samakya (1989), Lok Jumbish (1992), the District Primary Education Programme (1994), the Mid Day meal Scheme (1995) and the Sarva Shiksha Abhiyan (2001) have a deep impact on the status of primary education.

1.1 SARVA SHIKSHA ABHIYAN (SSA)

Sarva Shiksha Abhiyan is an effort to universalise elementary education by community-ownership of the school system. It is to provide useful and relevant elementary education for all children in the 6 to 14 years age group by 2010. It is a response to the demand for quality basic education all over the country. This is also in line with the second Millennium Development Goal

related to achieving universal primary education, which states that –

‘Ensure that by 2015 children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.’

The SSA programme is also an attempt to provide an opportunity for improving human capabilities to all children, through provision of community-owned quality education in a mission mode.

1.2 OBJECTIVES OF SARVA SHIKSHA ABHIYAN

- ⇒ All children to be in school, Education Guarantee Centre, Alternate School, or Back-to-School' camp by 2003;
- ⇒ All children complete five years of primary schooling by 2007
- ⇒ All children complete eight years of elementary schooling by 2010
- ⇒ Focus on elementary education of satisfactory quality with emphasis on education for life
- ⇒ Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010
- ⇒ Universal retention by 2010

1.3 NEED FOR THE CURRENT STUDY

There have been various studies undertaken by research organizations as well as SSA on several aspects of SSA

initiatives¹ Some of these focus on the qualitative aspects and some on the quantitative aspects.

The aspects/indicators used for assessment in most of these studies are more objective like access to schools, number of teachers in schools, availability of classrooms, toilets, presence of learning teaching material etc. But the tangible aspects which are more subjective in nature like usage of toilet, usage of classrooms for teaching, efficiency of teachers, usage of the learning teaching material etc are not dealt with in most of these studies.

There is thus a need to undertake a comprehensive study which covers both the qualitative and quantitative aspects of the initiatives to understand their success in a better way. The current study is an attempt to address this gap.

This study being carried out by Public Affairs Centre (PAC), an NGO working towards improving good governance is

¹ Surveys by NSSO, NFHS and NCERT

All India Sample Survey to estimate the number of Out of school children in the age group 6-13. (2005)

Study of factors affecting achievement of students at the end of primary level

Study of Teachers' absence in primary & upper primary schools in 5 states

Study of Students' attendance in primary and upper primary schools in 21 states

based on the Citizen Report Card (CRC) approach, which is a simple but powerful tool to provide public agencies with systematic feedback from users of public services. CRCs elicit feedback through sample surveys on aspects of service quality that users know best, and enable public agencies to identify strengths and weaknesses in their work.

1.4 OBJECTIVES OF THE STUDY

Using the CRC approach as a base and other approaches to support the project, PAC carried out an extensive assessment of the SSA programme with a view to achieve the following objectives:

1. Obtaining feedback from children in school and their parents on the quality of schooling in terms of accessibility, reliability and satisfaction with the services delivered particularly in relation to the quality of education received and in meeting the equity goals.
2. Obtaining feedback from teachers on their assessment of the quality of services they provide, the efficacy and helpfulness of the training imparted to them in improving the quality of their performance, in increasing retention and preventing dropouts and the challenges and problems they face in delivering the services.

3. Assessment of the schools in terms of adequacy and quality of infrastructure provided and their utilization.
4. Carrying out an assessment of out of school children especially in those districts where the number of out of school children is high with special reference to equity. After extensive discussions with SSA, this objective was modified and it was decided that out of school children would be included in the study as and when cases were found in households covered in the survey and case study research.
5. To suggest measures to improve the ongoing initiatives in the direction of equity and quality of Sarva Shiksha Abhiyan (SSA) in Karnataka.

1.5 METHODOLOGY

1.5.1 The Research Design

The research strategy for the study comprised of the following modular steps:

- 1.5.1.1 *Preparatory activities* This included drawing up an Advisory Committee² comprising of experts from

² The members comprising of –

- a. Mr. S.K. Ghosal, I.A.S, former Additional Chief Secretary of Karnataka, who is also the Project Advisor from PAC.
- b. Dr. Vinod Vyasulu, Consulting Economist, Centre for Budget and Policy Studies (CBPS), Bangalore.
- c. Mr. Gurumurthy Kasinathan, Azim Premji Foundation, Bangalore.

the education field who could provide guidance and support through the course of the study. Meetings were held at various stages of the study to discuss and finalise aspects such as sampling design and the data collection instruments.

A brief but comprehensive literature review was carried out which looked at the history of the SSA programme, its implementation strategies and studies that have assessed this implementation in various settings in the country, with a view to understanding the gaps that may exist and the role that the CRC approach can play while assessing the same³.

For a better understanding of issues that are related to implementation of SSA programmes, preliminary field visits and observations were carried out of regular as well as mainstreaming schools in and around Bangalore. PAC also observed the KSQAO (Karnataka School Quality Assessment Organisation) assessment processes, participated in training programmes promoted by SSA among

SDMC (School Development and Management Committee) and CAC (Civic Amenities Committee) members and held discussions with teachers, DIET (District Institute for Education and Training) principals, local SSA and Education Department officials (CRPs/BRPs (Cluster Resource Persons/Block Resource Persons), BEOs (Block Education Officers), DDPI (Deputy Director of Public Instruction), etc at individual and group levels.

These activities helped PAC to develop an appropriate strategy that would address all the objectives of the study. The CRC approach that had hitherto focused on user feedback was widened to include feedback from implementers as well. This included not only those executing the programme at the ground level such as head teachers and teachers but also those who influence programme-related decisions such as SDMCs and CACs as well as public officials from SSA.

The scope of the study also included a micro-level observation and interviewing exercise that would help understand the undercurrents and underlying nuances of issues related to the impact of the SSA programme in various settings. Case study research methods such as observation, in-depth interviews were

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- d. Ms. Piyush Antony, Programme Monitoring and Evaluation Officer, UNICEF, Hyderabad.
 - e. Dr. Aarti Saihjee, Project Officer – Education Specialist, UNICEF, Hyderabad.
 - f. Mr. M. Vivekananda, Senior Consultant, Public Affairs Foundation.
 - g. Dr. Samuel Paul, Founder Chairman, PAC.
 - h. Dr. Gopakumar K. Thampi, Director, PAC.

³ Annexure IV.

identified as tools that would highlight those nuanced variations and explanations.

1.5.1.2 Questionnaire design

Data collection thus encompassed a wider set of stakeholders and the instruments were accordingly designed to suit the purpose. Seven sets of data collection instruments were designed, which included observation schedules and interview schedules. These were:

- i. Observation Schedule for Mainstreaming Programmes /schools
- ii. Observation Schedule for Regular schools
- iii. Interview Schedules for Head Teachers
- iv. Interview Schedules for Teachers
- v. Interview Schedules for SDMC and CAC members
- vi. Interview Schedules for Public Officials
- vii. Interview Schedules for parents and children

For carrying out the case study research, observation and interview checklists were developed and piloted by the researchers who were engaged to carry out the case study research.

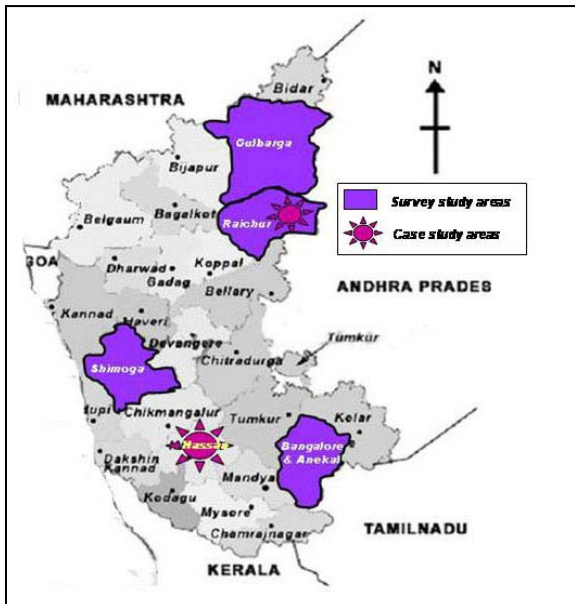
All the data collection instruments adapted the aspects that are covered in a CRC, which are:

- i. Availability, access and usage
- ii. Service quality and reliability
- iii. Problem incidence, responsiveness and problem resolution
- iv. Costs, including Corruption
- v. Satisfaction and suggestions for improvement.

1.5.1.3 Sampling design

The scope of the study was limited to three districts in Karnataka -Bangalore urban, Gulbarga and Shimoga. These were selected based on indices such as access rate, net enrolment ratio, out of school children and geographical location. With UNICEF expressing interest in the same assessment being carried out in a district where it was actively involved, Raichur district was also eventually included in the exercise for both the survey and the case study research.

Map1: Map of Karnataka showing sample districts



In each district two talukas (zones in the case of Bangalore Urban) were selected based on the same above-mentioned criteria, though changes were also made with suggestions from SSA on selection of other talukas. From each taluk, 5 Gram Panchayats (wards in Bangalore Urban) were selected using random sampling. All villages in the Gram Panchayat / ward were covered in the survey.

For interviews with parents and their children, from each Gram Panchayat / ward, 100 households were selected. The number of households to be covered from each village/locality in the Gram Panchayat/ward was calculated using the

PPS method⁴. However, as per SSA's recommendation of selecting those households, where at least one child was studying in a government regular school, a comprehensive listing exercise was carried out in each study area and the final sample size for each Gram Panchayat was selected from the final list generated.

All government and aided schools located in the Gram Panchayat / ward were selected for observation and interviews with the head teacher and one teacher from each school. Two SDMC members of every school observed and covered in the survey were interviewed.

Public officials working at the taluka and district level for SSA and the education department were covered under the public officials segment.

The **sample size** thus covered is as follows:

Sample Type	Sample size
Observation of mainstreaming schools/programmes	79
Head teachers - mainstreaming schools/programmes	73*
Teachers - mainstreaming schools/programmes	79
Observation of regular schools	229
Head teacher - regular schools	228

⁴ Refer Annexure I

Teacher - regular schools	222
SDMC members	442**
Household interviews	4000
Public Officials	90

*In 6 schools, head teachers and teachers were the same person.

** The number of SDMC members is not adding to 458 (2 per school) because, the schools observed also include aided schools.

To carry out the case study research, in the case of Hassan, two separate Gram Panchayats from each taluka and two villages from each of the selected Gram Panchayats were selected based on their distance from the Gram Panchayat headquarters. However, in the case of Raichur, as per UNICEF's recommendation, the same talukas and Gram Panchayats were selected for in-depth observations and data collection. Details of the study areas have been provided in Chapter 2.

1.5.1.4 Fieldwork and quality assurance

Since professional survey agencies for carrying out fieldwork indicated high expenses, local teams were selected from the concerned districts.

For carrying out fieldwork in the districts of Shimoga and in Bangalore Urban, an NGO Samanvaya was identified which works in the field of research and development and located at Shimoga. In the case of Raichur and Gulbarga, UNICEF provided help to PAC Research Team by

recommending independent local teams who were also found to be qualified and well-experienced in carrying out research. For carrying out the case study research, two Ph. D Research Scholars from Institute of Social and Economic Research (ISEC) in Bangalore were identified and selected.

Training Programmes were carried out at two centres for the selected teams and investigators.

The first Training Programme was conducted over a period of four days for the Raichur and Gulbarga teams at Raichur at the Zilla Saksharta Building (ZSS) Yarmars, between 26-29th May 2008.

The second Training Programme was conducted over a period of three days for the Shimoga and Bangalore teams at Bangalore at the YWCA between 2nd & 5th June 2008.

Fieldwork was carried out in two phases – Phase 1 consisted of observation of mainstreaming programmes / institutions, interviews with teachers and Head teachers regarding the mainstreaming programme.

Phase 2 consisted of observation of regular schools / activities in regular

schools, interviews with Head teachers and Teachers of regular schools, interviews with SDMC members and CAC members, interviews with public officials and interviews with children studying in Government schools and their parents.

Feedback received from some of the regular schools while covering mainstreaming programmes indicated that the first week of July would be ideal to initiate the second phase of the fieldwork, by which time enrollment and drop out figures would also be compiled.

Accordingly, fieldwork for the second phase commenced in the second week of July, with another round of two-day training programme at each centre.

The PAC Research Team and the Project Advisor as well, consistently monitored the fieldwork through field visits and carried out spot checks, back checks and on-site scrutiny of the interview schedules. The Team members also kept in contact with the supervisors for updates on a daily basis. Another round of random scrutiny was carried out once the questionnaires were received at PAC, before sending them for data entry.

1.5.1.5 Data entry and analysis

Data entry for the data collection instruments is being carried out by Global Marketing Data Solutions, a Bangalore-based organization, with whom PAC has

already had good working experience. Data entry for Phase I commenced with the sending of the first set of scrutinized data, while data entry for the second phase started once questionnaires of one district was sent from the respective field management team.

1.5.1.6 Presentation of findings

The findings from the study were presented to senior officials of SSA and the Commissioner of Public Instruction department on 30th April 2009. A half-day workshop was held at SSA office, which involved a detailed presentation of the findings from the study as well as the case study research which was followed by discussions and feedback from the CPI and the SSA team present in the workshop.

1.5.1.7 Report writing and submission

The draft final report is being submitted to SSA subsequent to the presentation of the findings. Feedback in the form of comments and suggestions from SSA would then be quickly incorporated into the report and submitted to SSA by end of May 2009.

1.6 STRUCTURE OF THE REPORT

The report has seven sections. The Current Section, Section 1 gives a brief introduction about SSA and the

methodology of the study. Section 2 presents the profile of the stakeholders and the case study areas. Section 3 gives the findings on quality of education under SSA, section 4 deals with the equity issues in elementary education, section 5 gives the key findings related to the grievance redress mechanism prevalent in SSA. Section 6 gives the broad findings on AIE programmes and section 7 gives the conclusions and recommendations based on the findings in the study.

CHAPTER 2: PROFILE OF THE AREAS & STAKE HOLDERS

2.0 Background

The stakeholders in the current study include not just the beneficiaries such as parents and children but also the implementers such as Head teachers and Teachers as well as the support system which comprises of SDMC and CAC members, Public officials at the District and state level. Thus the data collection for the current study encompassed a wider set of stakeholders and the instruments were accordingly designed to suit the purpose. Seven sets of data collection instruments were designed, which included observation schedules and interview schedules.

The current section of the report gives a brief profile of each of these stakeholders namely parents, Teachers, Head teachers, public officials and SDMC members. Apart from these, a brief description of the case study areas and the schools observed during the study has also been shared. This helps one understand the geographical context and the socio economic background of the stakeholders whose experiences with education services are the basis of the current study.

2.1 Profile of the Study Areas

2.1.1 Bangalore Urban District

The Bangalore Urban district is divided into three taluks: Bangalore North, Bangalore South and Anekal. It covers a total geographical area of 2190 sq. km. with a total population of 6,537,124 (3% SC and 1.3% ST population). The literacy rate in Bangalore Urban is 82.9% with 87.9% male literacy and 77.4% female literacy rate according to 2001

censusⁱ. The Human Development Index (2000 – 01)ⁱⁱ for Bangalore urban has been recorded as 0.99. Two of the taluks in the district namely Anekal and Bangalore south have been covered under the current study.

2.1.2 Shimoga District

Shimoga, a place known for its scenic beauty is located in the Malnad region in the western part of Karnataka. It is spread over an area of 10, 19, 845 sq.km with a total population of 1,642,545 (16.4% SC and 3.4% ST). The literacy rate in Shimoga District is 74.5% with 82.01% male literacy and 66.8% female literacy rate according to census 2001. The Human Development Index (2000 – 01) for Shimoga has been recorded as 0.71

The district is divided into two divisions and 7 talukas. The Sagar Sub-Division covers the Sagar, Sorab, Shikaripur and Hosanagar Talukas, whereas the Shimoga Sub-Division covers the Shimoga, Bhadravati and Thirthahalli Talukas. One taluk each in the two divisions namely Hosanagara and Tirthahalli have been considered for the current study.

2.1.3 Gulbarga District

Gulbarga district is one of the three districts that were transferred from the erstwhile Hyderabad State (now Andhra Pradesh) to Karnataka state at the time of re-organization of the state in 1956. The district has a total area of 16174 Sq. kms with a total population of 3, 130, 922 (22.9% SC and 9% ST). The combined literacy rate is found to be 50.01%. There is a considerable gender gap of 23.87% in literacy rates. The district is divided into 10 talukas out of which 9 have been declared as backward areas by the Nanjundappa Committee

ⁱ All details from Census have been extracted from the district profiles available on www.censusindia.gov.in

ⁱⁱ Karnataka Development Report , Government of India

report. The Human Development Index (2000 - 01) for Gulbarga district has been recorded as 0.08. Aland and Chittapur taluks have been covered in the current study.

2.1.4 Raichur District

Raichur district has five taluks: Raichur, Devadurga, Sindhanur, Manvi and Lingsugur. It covers a total geographical area of 6839 sq. km with a total population of 1,669,762 (19% SC and 18% ST). The literacy rate in Raichur district is 48.81% with 61.52% male literacy and 35.93% female literacy rate according to census 2001. The Human Development Index (2000 - 01) for Raichur has been recorded as 0.16. Two of the taluks in the district namely Devadurga and Raichur have been covered under the current study.

2.2 Profile of the Schools

A total of 227 regular schools and 80 schools where mainstreaming programmes were being conducted have been observed under this study. The regular schools observed included lower primary schools (class 1 - 5), primary schools (class 1-7) and some upper primary schools (class 1 - 8). The mainstreaming programmes observed were mainly Chinnara Angala programmes. Out of the 227 regular schools observed 223 were government schools and the remaining 4 were government aided schools.

- The lower primary schools (1-5 class) observed were mostly schools with an average of 3 -4 class rooms with an average strength of less than 20 students in each class (**Ref Table 2.1**)
- The primary schools (1-7 class) observed were mostly schools with an average of 4 - 6 class rooms with an average strength of more than 30 students in each class (**Ref Table 2.1**)

- The Upper primary schools (1- 8 class) observed were mostly schools with an average of 6 - 8 class rooms with an average strength of more than 30 students in each class (**Ref Table 2.1**)

Table 2.1 District Wise Class Rooms and Student Strengths per Class Room.

District	Primary (class 1 -5)		Primary (class 1 - 7)		Upper Primary (class 1 - 8)	
	No. of Class room	No of students in class room	No. of Class room	No of students in class room	No. of Class room	No of students in class room
Bangalore	4.5	18	4.1	79	6	69
Shimoga	4.8	5	5.2	16	7	19
Gulbarga	3.7	22	6.7	45	6.2	33
Raichur	6.2	12	5.7	35	8	33
Total	4.5	51	5	12	6	34

Note: All values are average numbers
 The averages are calculated based on the observation that in most schools every class / standard has only one section.

2.3 Profile of the Households

A majority of the houses surveyed were headed by a male member of the family (92%). The heads of the families were mostly middle aged with the average age being 43 years. Most of them (43%) were illiterates having agriculture as their main occupation as agriculture. In Bangalore the main occupation is found to be non agricultural labour.

(Ref Table 2.2)

Table 2.2: Details of the Heads of the families in study areas

	B'lore	Shi	Gul	Rai
Avg. Age (years)	40	44	42	45
Sex (%)				
Male	93	90	97	88
Female	7	10	3	12
Illiterates (%)	43	37	58	65
Cultivators	2	52	49	31
Main Occupation	Non Agri Labour	Culti - vation	Culti - vation	Culti - vation
Hindu (%)	92	93	85	92
Social Group/Caste (%)				
Forward caste	18.4	67.3	9.5	12.6
Backward caste	30.8	10.3	42.9	30.8
SC	33.7	10.2	20.1	18.3
ST	6.8	2.4	9.5	28.3
Minority	10.4	9.4	18.0	10.0
Others		0.3		

B'lore - Bangalore (U); Shi - Shimoga; Gul - Gulbarga; Rai - Raichur

A majority of the families that were interviewed were Hindus. In Gulbarga a significant number of Muslim families were also interviewed (15%). Families from forward caste and other backward caste communities were interviewed in almost equal proportions (27% and 29% respectively) while the other families interviewed included SC families (21%); ST families (12%); Minority (12%).

More than two thirds (81%) of the respondent families were from the same village who have been living in the villages for more than fifteen years. The houses where they lived were mostly semi pucca houses (57%) followed by kaccha houses (30%) and pucca houses (13%). The average landholding of the family varies from 5.09 acres in Gulbarga to 0.1 acre in Bangalore.

Most of the respondents have said that they have a good monthly income with some savings in Bangalore, Raichur and Shimoga Districts. However, in Gulbarga a majority of them have reported that they are able to just manage two meals a day. More than one third (35%) households had green ration cardⁱⁱⁱ, followed by yellow card (31%). On an average, a significant percentage of families did not have any ration card (28%).

Availability of Basic Services

Most houses use community taps for water supply. One third of the houses have toilets at home. The drainage system is bad in most places except in Bangalore. Education facilities, up till higher secondary education is available in most places.

ⁱⁱⁱ **Yellow cards** are issued to the below Poverty Line families living in rural areas and urban slums. **Anthyodaya Anna Yojana cards** are issued to the poorest of the poor families living in rural areas and urban slums. Saffron cards are issued to the rural Above Poverty Line (APL) families and photo cards to the urban APL families – As downloaded from www.ahara.kar.nic.in

The perception of respondents on the availability of basic facilities in their localities has been summarized in the table below.

Table 2.3: Perception of respondents on the availability of basic facilities in their localities

Availability of Basic Facilities (%)	B'lore	Shi	Gul	Ral
Drinking water supply - tap at home	18	39	37	24
Drinking water supply - public sources	91	75	73	94 ^{iv}
Sanitation - toilet at home	62	74	3	5
Sanitation - community toilets	22	2	5	38
Drainage	67	9	5	11
Garbage clearance	43.5	4	4	3
Electricity	95	96	96	95
Streetlights	90	55	85.5	93
Connecting roads	84	51.5	66	76
Govt. primary school (up to 5th class)	94	87	99	96
Govt. upper primary school (up to 8th class)	85	54	94	70
Govt. higher secondary school	66.5	21	60	41
Public transport (bus/van/Jeep)	85	71	97	89
Primary health care (PHC)	47	15	46	63

2.4 Profile of SDMC members

A majority of the SDMC members have had formal education with 19% having studied till SSLC, 18% upper primary, 17% lower primary and 8% having studied up till 12th Standard. Around 20% were illiterates and 9% were literates without formal education. Most of them (36%) were cultivators. Nearly one third (27%) of them were from the forward caste, followed by backward caste (20%), SC (20%), ST (11%) and others. Most of the members were in the age group of 36 to 50 years (56%)

^{iv} Use of Multiple sources of water

Surprisingly, few members of SDMC have reported that their children do not study in the schools where they are members (6% in Bangalore and 5% in Gulbarga). Even more surprisingly, in all four districts it was found that some of these members did not even have children in the age group of 6 – 14 years.

2.5 Profile of the Teachers

80 teachers^v from both government and aided schools together were interviewed to get their perspective on various aspects of Sarva Shiksha Abhiyan programme. Out of these 55% of the teachers were females and the remaining 45% were males. In Bangalore it was seen that 86% teachers were females.

A majority of the teachers (48%) were in the age group of 35 – 50 years. Half of them had cleared their pre university with TCH training. Many of them (60%) have more than 5 years of teaching experience. It is interesting to note that among those who reported having more than 10 years of teaching experience have taught in the same school for nearly 6-10 years without having been transferred to any other school elsewhere (25%).

More than half of the teachers (61%) reside outside the village and travel daily to the village for work. More than 50% of them commute by bus. One third of them travel a distance of more than 20Km every day.

^v Teachers include both volunteers and regular appointed teachers.

The teachers commute either from Dodda or Hassan daily to Honnavara School. They have only one bus in the morning that reaches Honnavara by the school time. However, for any reason if the teachers miss that bus or if there is no bus service on that day, either they have to walk down to Honnavara from Dodda or miss the school for the day.

- Observation during the case study of selected schools in Hassan Taluk.

Only 35% teachers reported that they had children in the age group of 6 – 14 years. Half the teachers reported that their children were studying in Government schools the highest being in Shimoga and the least in Bangalore. Among those teachers who send their children to private schools, 60% of them are aware of the qualification of teachers in these private schools. However 67% of them reported that the teachers in private schools were less qualified than those in Government schools.

Two main reasons cited for sending their children to private schools are -

- Medium of instruction not being English
- Proximity to private schools as compared to Government Schools;

Most teachers opine that in private schools the medium of instruction being English will help their children perform better in this highly competitive world. They also opined that this will boost the confidence of the children and give them better opportunities in terms of career growth. Some of the teachers also said that the absence of Government schools in close proximity to their residences was the reason for sending their children to private schools though it was hard to afford the expenses involved in private schools.

2.6 Profile of the Head Teachers

73 Head teachers from both Government and aided schools together were interviewed to get their perspective on various aspects of Sarva Shiksha Abhiyan programme. Nearly 62% of them were

males and the remaining 38% were females. In Bangalore it was seen that 86% head teachers were females.

A majority of the head teachers (47%) were in the age group of 35 – 50 years. One third of them had cleared SSLC with TCH training. Many of them (38%) had more than 20 years of teaching experience.

More than two third of them (66%) reside outside the village and travel daily to the village for work. 72% of them commute by bus. One third of them travel a distance of more than 10Km every day.

Only 28% head teachers reported of having children in the age group of 6 – 14 years. More than half them (57%) said that their children were studying in Government Schools; the highest in Shimoga and none in Bangalore. Among those teachers who were sending their children to private schools, 65% of them said they were aware of the qualification of teachers in these private schools however 64% of them said that these teachers were less qualified than the teachers in Government schools.

Similar to the response of the teachers, Head teachers also aid that the two main reasons for sending their children to private schools are Medium of instruction not being English and closer proximity to private schools as compared to Government Schools;

2.7 Profile of the Public officials

Public officials at the district level who are essentially responsible for implementation of the various SSA programs and officials at the state SSA office who are key formulators of the various programs under SSA have been interviewed to get their opinion on the SSA initiatives.

A total of 74 officials at the district level which included CRPs, BRPs, CAEOs, Planning officers etc and 16 officials including the SPD, Joint Directors, Advisors etc at the State office were included in the sample respondents.

CHAPTER 3 - QUALITY OF EDUCATION UNDER SSA

3.0 BACKGROUND

The main focus of the current study is to assess the impact of SSA initiatives based on the quality and equity indicators. This chapter deals with the impact of SSA initiatives in relation to quality of education.

The quality aspect is studied under four heads

3.1 - Quality of Infrastructure which includes physical infrastructure, human resources and financial resources

3.2 - Quality of education which includes quality of retention measures like mid day meals, free distribution of text books and uniforms, quality of classroom interaction, monitoring and grievance redress etc.

3.3 - Capacity building and involvement of stakeholders like teachers, public officials, SDMC etc in improving the quality of education

3.4 - Community participation and ownership of elementary education

3.1 - Quality of infrastructure

3.1.1 Physical Infrastructure

SSA has been focusing on providing eight basic infrastructure facilities like general toilets, separate toilets for girls, drinking water facility, library, play ground,

compound wall, electricity and ramps in schools. During our observation study in the 229 schools in four districts we found that,

1. Around 94% schools have pucca school buildings. Around 15% of these buildings are in bad condition with leaking roofs and some of the doors and window missing.
2. Nearly 71% schools have boundary walls around the school with the highest in Shimoga (98%) and least in Gulbarga (41%)

- Some of the schools located on the main roads did not have play grounds due to scarcity of land (Kalenahalli and sundenahalli in Hassan and Malkamdinni and Rangapur in Raichur)
- It was observed during the case study in both Hassan and Raichur, those schools having compound walls were cleaner than the schools without compound wall.
- In Anugavalli school, Hassan it was seen that though water tanks were available, it was not being used due to lack of water supply to the school

- 3.
2. About 69% schools had drinking water facility. Most of these were functional (96%) and were being used (97%) by children.

3. Many of these schools had toilet facilities. Some had stored water (81%) facility; some others had running water (39%) facility. However, 55% toilets were without water in these schools. Only (53%) of these schools had separate toilets for girls but half of them were without water facility.¹.

Sundenahalli village school toilets were found to be locked up and not being used at all. In Anugavalli village there are no toilets in the school.

4. More than half the schools had other facilities like playground, library, first aid kits and electricity supply in the schools.
5. Only half the schools (50%) are disabled-friendly schools with ramps provided for physically challenged children
6. Interestingly, most parents (>75%) have also reported the availability of infrastructure in line with those observed by the field investigators.
7. Around 16% of the head teachers have reported the availability of educational CDs and DVDs in the

¹ The responses on availability and usage of toilets are multiple responses with the same school having more than one toilet, some may be functional and some non functional hence the percentages do not add to 100.

schools though a lesser percentage (12%) of schools reported the availability of computers.

Table 3.1: Status of physical infrastructure in the observed schools

Sl. No	Physical Infrastructure	Status		
		Ava	Ope	Used
1	Pucca School Building	94		
2	Compound Wall	71		
3	Drinking water	69	96	97
4	Toilets in the school			
5	With out water	55	55	94
6	With running water	39	100	100
7	With stored water	81	91	98
8	Separate toilets for girls			
9	Without water	51	58	100
10	With running water	32	96	100
11	With stored water	76	88	99
12	Playground	62	97	99
13	Library	67	97	97
14	Ramp	50	99	97
15	Electricity	79	91	98
16	Fans	74	97	97
17	Play material & toys	58	94	98
18	Blackboard	100	100	100
19	Notice board	80	99	98
20	First aid kit	64	88	98
21	Computer	12	82	91
22	Radio	87	93	97

Note: All values in percentages. Ava - Available; Ope - Operational

The presence of these facilities is found to be less than 70% in the four districts as per the SSA Annual report 2006 -07

8. Around 29% schools have staff room facilities. Half the teachers (49%) have reported that they store their personal belongings in almirahs in the school, 51% have said that there is enough storage space to keep the notebooks.

However, availability of toilets seems to be a problem with 43% reporting that they share the toilet with the children.

Both in Raichur and Hassan, many schools do not have adequate number of benches and desks in class rooms.
 “We find it difficult to sit on floor for the whole day in school “
 – Students from Kalenahalli School , Hassan

3.1.2 Financial resources

SSA, with an intention to make the financing of elementary education sustainable, has planned for a long term financial partnership between the Central and the State governments. All funds to be used for the upgradation, maintenance, repair of schools and Teaching Learning Equipment and local management are transferred to the School Management Committee. Under SSA, all schools are to be provided with School grants, repair and maintenance grants and civil works grants. In addition, all teachers are to be provided with Teacher Grants for preparation of TLM. An attempt was made to understand the receipt and utilization of these grants in the current study. Accordingly,

☞ Most schools have received the grants for civil works, for maintenance as well as the school grants. Apart from this,

free uniforms, textbooks and grant for mid day meals have also been received from the state government.

☞ The utilization of each of these grants is found to be good with more than 90% of the schools reporting complete utilization of grants

The following table gives the details on receipt and utilization of grants as reported by the head teachers

Table 3.2: Details on Receipt of funds and their Utilisation

Sl. No	Grant Received	Complete Utilisation (%)
1	School Grant	97
2	Maintenance Grant	93
3	Civil Works Grant	96
4	Teacher Grant	94
5	Free Text Books	97
6	Free Uniforms	99
7	Mid Day Meals	98

☞ Most schools have submitted utilization certificates for the grants to the concerned authorities with 96% reporting that the certificates have been verified by the concerned authority.

☞ It is important to note that, though 94% head teachers have reported complete utilization of teacher grant for preparation of TLM, only 88%

teachers have reported the receipt of these grants.

☞ Out of those schools who have reported complete utilization of civil works grant, most of them have utilized it for construction of new class rooms (32%) and maintenance of existing school buildings (51%). And a few schools have used it for construction of rain water harvesting structures (5%) and public stage in the play ground (2%).

3.1.3 Human Resources

SSA through its initiatives has tried to provide good and efficient teachers and support staff to all schools under its purview. The quality and adequacy of these teachers play an important role in the success of achieving UEE.

☞ Around 43% teachers have reported that they teach for 8 periods in a day².

☞ 94% teachers have reported that they take remedial classes daily either before or after the school hours

☞ Around 97% parents have reported that the teachers are punctual.

Teachers come regularly and on time. By 10 a.m. they are in the school. They teach well and our children now know how to read and write, except English, because it is started in 5th class.

– Parents in Sundenahalli School during focus group discussion.

☞ Most of them (89%) have said that the teachers regularly check their child's note books. More than half of them (60%) have said that the teachers update them on their child's progress regularly with 50% of them reporting the frequency of such updates as every month.

☞ Nearly 80% teachers assist the mid day meal program, mostly by supervising the cooking (69%)

☞ Three fourth of the public officials interviewed at the district level are satisfied with the competence of the teachers. Though only half of them are completely satisfied.

☞ Only half of these officials think that the staffing within the department at the district and taluk level is adequate

² According to SSA guidelines, every class will have 45 periods of 40 minutes duration in a week which includes periods related to subjects as well as activities.

“It is very difficult to do all documentation work ourselves. We need support staff like clerk and also better office infrastructure facilities like computers, fax lines etc.”

- Interviews with CAEOs and CRPs in Hassan and Raichur

3.2 Quality of education

3.2.1 Quality of Retention Measures

a. Free distribution of uniforms and text books

The State government of Karnataka has been providing free text books (to girls and SC ST Children) and uniforms to all children studying in primary schools. Though this is not funded directly by SSA, never the less it has had an impact on the success of SSA initiatives by influencing the enrolment and retention of children.

☞ Almost all the parents have reported that they have received uniforms (97%) and text books (98%) from the school. More than 90% parents reported that stitched uniforms were given to them by the school and it was given on time. However, only 57% of them said that measurements were taken before stitching the clothes.

☞ Amongst the SC ST families 41% have received notebooks, 17% pencils and 24% school bags. Amongst the girl

children, 25% have received bicycles in class 8.

b. Mid day meals and health check ups

The SSA frame work clearly states that the National Program for Nutritional Support to Primary Education would remain a distinct intervention with cost of food grains and transportation being met by the centre and the cost of cooked meals being met by the state Government. This program also has been instrumental in retention and enrolment of children which is a primary objective of SSA³

☞ Most parents (95%) said that their children have the mid day meal in the school. Amongst the other 5% who said that the children do not have the meals in the school, the main reasons for doing so was the child disliking the food because of the presence of worms in the food. Some of the parents (24 HH) even said that they would discourage their children from

³ A survey carried out by pediatricians on mid-day meal programme in Karnataka on the nutrition value of this programme has revealed that though there is no significant difference in nutrition value of schools providing mid day meal and schools not providing the meals, it has brought out an important finding that, this programme has definitely had an impact on retention of children in schools.

having the meal because of the caste of the cook.

“Midday meal is good. They prepare pongal, chitranna, and saru-anna. Our children eat here only and they give enough food”.

– Parents in Sundenahalli School during focus group discussion.

☞ Only 42% parents said that the school has issued a health card for their child in contrast to 83% reported by Schools.

☞ Only 31% parents have reported that the school undertook a medical health check up in the past 6 – 12 months followed by 37% reporting a check up being done in the last more than 12 months time in contrast to a higher percentage (95% reporting less than 12 months duration) of schools reporting the same.

c. Co-curricular activities

☞ Around 69% parents reported of having conducted “Prathibha Karanji” in their school where as a higher percentage of schools (87% head teachers) have reported having conducted “Prathibha Karanji” in their schools.

☞ Only one third schools (34%) reported innovative activity being conducted in their schools.

3.2.2 Pupil evaluation and Promotion to higher classes

☞ Most schools (97%) have reported that they have prepared an academic plan which is mainly based on the school results.

☞ 93% schools have reported of conducting KSQAO exams during the year 2007 – 08

☞ Around 81% Head teachers opine that KSQAO exercise is good. Around 91% schools have said that the result of KSQAO matches with the annual / mid year exam results.

☞ Unit test is the most commonly followed means of pupil evaluation as reported by 57% schools

☞ Most schools (98%) reported that they maintain a progress card of every child and 96% of them said that they take signatures of parents on these cards

☞ Only 17% have reported that their children attend remedial classes. However, most of them (96%) opine that the remedial classes have benefited their child’s performance.

☞ Around 81% schools have reported the receipt of stipend / scholarship for students

☞ Most teachers (97%) have said that they are able to complete the syllabus during the academic year.

3.2.3 Class room interaction and learning experience

☞ On an average teachers have reported that every class that they teach has around 27 students and 90% teachers are comfortable with this strength for teaching.

☞ The usage of several teaching aids while teaching in the classes are given below

Sl.No	Teaching Aid	Usage reported
1	Black Board	98%
2	Cards	92%
3	Kits	92%
4	Charts	90%
5	Pictures/Maps	88%
6	Text Books	83%

☞ According to most teachers the ideal student - pupil ratio is 1:30 as reported by 28% teachers.

It is seen from the table that the usage of teaching aids is good across schools.

☞ 85% teachers have said that they do have slow learners in their classes. A majority of them recommend these children for remedial teaching to improve their learning abilities.

☞ All teachers pose questions to the students in the class, however, only one third (31%) teachers have reported that all students respond to the questions. Nearly 87% teachers have reported that the students stop them in between the sessions and pose questions whenever they have a doubt in the subject being taught. 77% of them have said that they do answer these questions.

☞ Around 72% teachers conduct multi grade teaching with on an average, two classes being taught simultaneously. However, 79% of them feel that they are able to give attention to every student in the class.

☞ Most teachers (91%) have prepared TLM in the previous academic year which were mostly charts (95%)

☞ Many of the teachers (98%) give home assignments to children and are able to check these assignments regularly. However, only 56% teachers reported that all the students would carry out the given assignments.

☞ Only 51% teachers said that all students in the class are able to understand what is taught in the class.

support from CRPs, BRPs and CAEOs in the last academic year. However, only 50 – 60% of them have rated it good.

Perception of children about their school

I like going to school	100%
My School building is in good shape	95%
My classroom is not crowded	58%
My school has playground, swings, toys and other play material	74%
My school has hygienic toilets	58%
I get drinking water in my school	73%
Teachers take classes regularly	98%
Mid day meals is good	95%
Teachers do not physically punish students	74%
Teaching is interesting	99%

☞ Almost all teachers (98%) have said that they get good support from head teacher in the school.

3.3 Capacity building Initiatives

One of the main objectives of SSA is to empower the teachers and SDMC members by enhancing their capacities to perform and implement the SSA initiatives effectively. SSA calls for institutional capacity building at national, state and district level institutions. Under its frame work, it is stated that every teacher shall be provided with a 20 days in-service training course every year, 60 days refresher course for untrained teachers already employed as teachers and 30 days orientation for freshly trained recruits

3.2.4 Monitoring and Redressal

☞ Most of the district officials (96%) visit the schools in their jurisdiction on a daily basis. During the visit they check and monitor various registers like SDMC resolution register, mid day meal register, bank accounts register etc.

☞ The number of teachers, head teachers and public officials who have attended the various training programmes is good (70 – 80%) for some of the programmes like remedial teaching training, subject training, Chaitanya etc while it has been less than 50% for many other programmes. Those who have attended the trainings have given a positive remark

☞ Most officials (97%) have reported that the teachers and head teachers approach them for assistance regarding academic issues (60%), salaries (23%), etc. around 68% of them have said that they are able to resolve these issues completely.

☞ Most of the teachers and head teachers have received academic

and most of them have been completely satisfied with the training programme as well.

- ☞ Less than one third (29%) of the teachers interviewed have undertaken any action research so far.
- ☞ Around 94% schools have received the Parihara Bodhana Kaipidi (remedial teaching hand book) and all of them have been using it while conducting the remedial classes.
- ☞ Around 77% SDMC members have received one day SDMC training and related literature.
- ☞ More than 90% teachers and head teachers have reported that regular staff meetings are held in the schools.

3.4 Community participation and ownership of elementary education

The programme calls for community ownership of school based interventions. The School Development and Management Committee (SDMC) acts as an inter-phase between the community at large and the school administration. Apart from this, every school also has the parents' teacher council which is a platform created for parents and teacher

interaction to monitor the progress of every child

- ☞ More than half of the schools (60%) reported the existence of parents' council in their schools, among them 93% has said that the council meets. However, only 56% schools have reported that the council meets every month. But it is very disappointing to see that nearly 65% of them have said that less than 50% of the parents attend the council meeting.
- ☞ Around 86% teachers have reported that the parents of the children meet them during the school hours to discuss the progress of their child.

My two children are studying in this school. There is good education. Parents cooperate with teachers and should take up responsibilities instead of always depending on teachers. We should at least enquire what our children are reading and writing. We should also keep an eye on their performance. Evening when children come back, we should ask them what was taught in the school and what work was given, etc?

– One parent during focus group discussion in Kalmala School, Raichur.

- ☞ Around 77% head teachers have said that all resolutions passed in the

SDMC meeting have been implemented.

(10%), regarding mid day meals (9%) etc.

☞ More than 90% head teachers say that the president of SDMC is cooperative while 84% teachers have said that SDMC has been supportive in the development and welfare of the school.

☞ Only 22% teachers are aware of the CAC and its members.

☞ Most teachers (94%) have reported that they participate in the preparation of academic plan.

☞ Only 3% parents said that they were members of the parents' council. Around 49% parents are aware of the existence of SDMC and 3% are aware of the existence of CAC

☞ The practice of discussing the progress of the children with SDMC members was reported by 96% schools.

3.5 Perception of impacts of SSA initiatives on the quality of education

☞ Most Head teachers (98%) opine that the quality of education has gone up with the implementation of SSA initiatives.

☞ Many of the SDMC members have reported that the SDMC meets every month regularly (89%). Among them 81% have said that they attend the meeting and sit through the complete session.

☞ More than two third (71%) of them opine that the retention of children in school has improved with SSA initiatives.

☞ During the meetings several important issues concerning the welfare of school is discussed as reported by SDMC members – Regarding student and teacher attendance (23%), Regarding school development (12%), regarding new rooms construction

☞ 82% of them feel that the community involvement and participation in elementary education has improved with the implementation of SSA initiatives.

☞ Many teachers (95%) and head teachers (97%) are satisfied with their job role under the SSA. Nearly 75% of them are completely satisfied.

☞ More than 50% teachers are either partly satisfied or dissatisfied with the support extended by the SDMC,

parents' council and the education department.

- ☞ Most parents (84%) are completely satisfied with the infrastructure facilities available and the teachers in the schools
- ☞ Around 90% SDMC members are satisfied with the performance of SDMC in their schools. Among them 87% are completely satisfied.

3.6 Suggestions for improved performance

a. SDMC - Some of the suggestions given by SDMC members to improve the functioning of SDMC include

- ☞ More training programs need to be conducted to empower the SDMC members (37%)
- ☞ Motivate and create awareness among SDMC members about their roles and responsibilities to ensure their complete participation in SDMC activities (34%)
- ☞ More authority and rights to be given to SDMC for better performance (11%)

b. To improve the initiatives of SSA - Some of the Suggestions given by the stakeholders include

- Increase the number of teachers in schools (31%)

- Provide more learning materials to children and teachers in the school (61%)
- Increase the number of Training and capacity building activities for teachers (27%)

3.7 Conclusions

a. Infrastructure

1. Availability of drinking water facilities and hygienic toilet facilities is a concern.
2. Many schools are not disabled-friendly schools. SSA has to pay attention towards ensuring the construction of ramps in all schools to enable physically challenged children to attend schools.
3. There seems to be a leakage in disbursement of grant for TLM to the teachers which is shown by the discrepancy in reporting the receipt of grants by teachers and complete utilization of grant reported by head teachers. One needs to probe further to understand the reasons for such discrepancies.
4. Many teachers are working for more than 5.5 hours a day (8 periods in a day) since 94% of them have reported that they take remedial classes every day. Apart from this, they also supervise the mid- day meals in the school.

5. Lack of sufficient staff within the department at the district and taluk level is reported.

parents about the remedial teaching classes with lesser percentage of parents report their children attending these classes.

B Retention measures

1. Distribution of text books, uniforms and mid day meals is found to be efficient across districts
2. The issue of health card issued to the children is reported differently by parents and by schools. This discrepancy in reporting could be because of lack of awareness among parents about the health card and the medical check up or it could be that the schools have issued cards but have retained them in the schools which the parents are not aware of.

c. Quality of education

1. Most children find the current teaching to be interesting
2. Multi-grade teaching is a common practice across most schools
3. The teacher pupil ratio is found to be within the norms, however many students do feel that the classrooms are crowded.
4. Most teachers are punctual and are taking keen interest in monitoring the progress of children in class.
5. There seems to be a lack of awareness among children and

d. Capacity Building

1. Most of the training programmes related to capacity building of teachers, officials and SDMC members are well attended and appreciated by the participants
2. Undertaking action research is found to be very scant.

e. Community participation

1. It is interesting to note that most parents show interest in monitoring their child's progress in school.
2. Most SDMCs are taking interest in the development of school.
3. The participation of parents in parents' council meet is found to be very poor.
4. Awareness about SDMC and CAC is very low across districts.

f. Support system

1. Most teachers and head teachers are satisfied with their job role under SSA
2. Most SDMC s are cooperative with the school staff
3. Good understanding and guidance from the senior officials towards

Study of Sarva Shiksha Abhiyan Initiatives on Universalisation of Elementary education in Karnataka with special reference to concerns of Quality and Equity**Draft Final Report**

teachers and head teachers is found
across all districts.

CHAPTER 4 - EQUITY IN EDUCATION UNDER SSA

4.0 BACKGROUND

The identification of issues of equity in reaching the benefits of SSA initiatives and quality education is an important aspect of the current study. Equity issues are discussed and analysed based on gender, income and caste of the stakeholders in the current chapter.

4.1 Gender as a determinant of equity

4.1.1 Students and parents

The free distribution of uniforms seems to be happening without any road blocks with 96% boys and 97% girls' parents reporting the receipt of uniforms.

Similarly, Most boys and girls (98%) have been getting mid day meals in their schools which is being liked and consumed by both boys and girls equally (93%).

There is a marginal variation in reporting the receipt of medicines and issue of health cards with parents of 70% boys and 75% girls and 38% boys & 46% girls reporting the receipt of medicines and health cards from the school respectively.

There is no difference in the percentage of boy and girl (2%) children who have attended main streaming programme and are currently attending regular schools. Similarly an equal proportion of boys and girls have been attending remedial teaching (16%)

There is a marginal difference with 87% boys and 91% girls reporting that their note books are checked by teachers

51% boys and 69% girls' parents have reported that the teachers get back to them on their child's progress

45% boys and 54% girls' parents are aware of the existence of SDMC

48% boys' 67% girls' parents have visited the school in the last six months. It is interesting to note that more parents of girls (51%) have visited the school to take part in the parents' council meet as compared to parents of boys (43%).

4.1.2 Teachers and Head Teachers

Only 8% male teachers as against 28% female teachers have reported the availability of staff toilets

More number of male teachers (92%) have expressed that they are able to manage the current strength in classes as compared to female teachers (88%)

Around 82% male teachers and 76% female teachers have reported that they are able to give attention to every student

A majority of the male teachers have said that the teacher pupil ratio should be 1:20 (27%) while female teachers have said 1:30 (33%)

There is a noticeable difference in the percentage with 80% male teachers and 66% female teachers reporting that they carry out multi grade teaching

Equal numbers of male and female teachers have reported that they take remedial classes (94%)

Both male and female head teachers have undergone necessary training programmes and equally opine that the programmes have helped them perform better as head teachers

Both male teachers (88%) and 94% female teachers have reported that they had prepared the TLM in the previous academic year.

Most head teachers have reported the SDMC presidents are cooperative (93% male and 97% female Head teachers)

More number of male teachers (93%) have opined that the KSQAO exams are good as against 79% female teachers

The opinion on receiving good support from the head teacher and other public officials has been the same by all teachers (More than 90%)

Assignment of tasks other than teaching is reported by both male and female teachers; however it is reported on a higher side by male teachers (91%) as compared to female teachers (83%)

Low rate of incidence of problem in discharging the duties as a head teacher has been reported by both male (4%) and female (9%) teachers.

Lesser percentage of teachers (3% male teachers and 7% female teachers) have reported the receipt of awards for their performance as teachers

4.1.3 SDMC members

It is interesting to note that there are a few glaring differences in the perception of male and female SDMC members about the elementary education.

Table 4.1: Details of SDMC Presidents attending the SDMC meetings

SDMC members	Yes every time (%)	Yes some times (%)	Never (%)	Total (%)
Male	83	15	3	100
Female	74	22	4	100

4.2 Caste as a determinant of equity

While using caste as a determinant, all castes which have reservations under the central government schemes like SC, ST, OBC etc have been clubbed and reported as Backward Caste (BC) and those which do not have any such reservations are reported under the Forward Caste (FC) category.

Around 91% children from the Forward Caste (FC) have reported the availability of toilets in schools as against children from other backward castes (BC) where 70 - 80% have reported the availability of toilets. Since the children attending the same set of schools have been interviewed, this kind of a response makes one think if in some of these schools, the children from backward castes are prohibited from using the toilets. Similar pattern of response is seen with 88% FC and 60 - 70% other castes children reporting the availability of separate toilets for girls

It is seen that distribution of uniform and mid day meals and medicines seems to be happening across castes in a uniform manner. 25% of FC children have reported that they do not have food in school because of the caste of the cook. This was reported from the case study research as well, where in the case of Basavanahalli, a village in Hassan district, FC parents boycotted the midday meal programme since the cook was a Scheduled Caste.

There is a divergence in reporting the issue of health card with 57% parents from FC and 40% parents from other castes reporting the receipt of the health cards

Around 90% children from BC and 95% from FC have reported that their notebooks are checked regularly by the teachers

It is seen that a higher percentage of FC (81%) parents have reported that the teachers get back to them on their child's progress as compared to parents from BC (50 - 60%)

A higher % of FC parents (79%) have visited the school in the past 6 months as compared to parents from BC (60%)

Awareness about the parents' council has been generally low across the castes (<20%) However, awareness about SDMC has been good within the FC parents (67%) as compared to BC parents (43%)

The awareness about parents' council is found to be generally low; however, the APL families (20%) seem to be marginally more aware as compared to BPL families (17%). Similarly, 44% BPL families and 66% APL families are aware of the SDMC in schools.

4.3 Income as a determinant of equity

Across different income groups it is seen that 98% children are studying in Government / aided schools

87% male members and 92% female members have reported that they receive all the funds from the Government on time

Receipt of uniforms and mid day meals have been reported equally across income groups and is liked and consumed.

5% female member as against 2% male members have reported discrimination based on caste and economic status

76% BPL and 60% APL families have reported the receipt of medicines in schools

A majority of the male members (42%) give highest priority for improving the teaching and learning experience in school. A majority of the female members (58%) give highest priority for increasing the enrollment of children in school.

Reporting of issue of health card has been more or less uniform (40 - 50%) across the income groups

Conclusions

58% BPL and 65% APL families have reported that the teachers get back to them on their child's progress in school

■ A conscious focus in improvement of girls' education in all aspects has been seen.

Discrimination by teachers is reported in small numbers but, is reported only by the BPL families (1%) and not by the APL families

■ Male SDMC members seem to be more aware and active towards school development activities

■ Traditional trends of Forward caste families benefiting in terms of interaction and participation at the school and community level continue.

- **BPL families are getting more attention in terms of receiving the benefits from the government; however, APL families seem to be favoured by teachers and officials in terms of involvement and sharing of information about school development activities.**

CHAPTER 5 INTERACTION & GRIEVANCE REDRESS

5.0 ORGANISATION STRUCTURE OF EDUCATION DEPARTMENT IN KARNATAKA

The Department has a secretariat and field departments with a three-tier structure at State, District and Block levels. Commissioner for Public Instruction is the Head of the Department who controls and co-ordinates the activities of school education. All stages of school education, starting from pre-primary to secondary education in the State, come under the purview of the Department¹.

The same machinery of Karnataka Education department is vested with the responsibility of implementing the SSA initiatives to achieve universalisation of elementary education in Karnataka.

The present chapter attempts to find out the mechanism of the grievance redress prevalent at different levels of this administrative machinery.

5.1 Parents' Grievance Redress

a. Problem Incidence

Only 31 parents (1.5%) have visited the school to lodge a complaint. Teachers have been the point of contact to discuss / lodge a complaint for most parents (12 parents).

b. Nature of problem (N=31)

- Quality of teaching not being good – 32%
- Lack of interest in child – 19%
- Inadequacy of Facilities in school – 16%

c. Responsiveness of teachers

Most parents (98%) said that during their visit to school, they had interacted with their child's teacher. Most of the parents have opined that the teachers responded immediately and spoke politely during their interaction. However 5 parents reported that the teacher was unwilling to meet them.

d. Problem resolution and satisfaction

Out of the 31 parents who have lodged a complaint 13 parents have said that their problems were resolved. More than half of these 13 parents are completely satisfied with the time and manner in which their problem was resolved.

e. Corruption and hidden costs

¹ www.schooleducation.kar.nic.in

It is seen that, a very low percentage of parents (2%) have reported that they had to pay some extra money to the schools. This was to the tune of Rs 20/- on an average which was paid mostly to get books, uniform etc (38 HHs). 15 households have paid extra money for admitting their children to the schools while 5 of them for getting scholarships and TC.

5.2 Teachers' Grievance Redress

a. Problem Incidence

Only 4% (8 teachers out of 222 teachers) have reported the incidence of problem in discharging their duties as a teacher in the last academic year.

b. Nature of problem (N=8)

Nearly half of these teachers reported lack of cooperation from parents as the main problem (50%), followed by less cooperation from colleagues (25%). Delay in payment of salary was reported by 13% teachers.

c. Responsiveness of officials

Nearly half of them (4 teachers) have approached the education department officials at the block level to get their problem resolved². During their

² It was learnt from the SSA state office that all complaints by teachers have to be rooted through the SDMC and / or Head teacher.

interaction, 90% of these teachers have found the officers to be polite and receptive to their grievances.

d. Problem resolution and satisfaction

The grievance redress rate has been very poor with only 38% (3 Teachers) having reported that their problems were resolved.

e. Corruption and hidden costs

In case of teachers, we find that 7 (3.2%) of them have paid extra money as much as Rs. 500/- to avoid transfers. Out of these 7 teachers 4 of them have said that the extra money was demanded from them.

5.3 Head Teachers' Grievance Redress

a. Problem Incidence

The rate of incidence of problem reported by head teachers is very low with only 6% (12 Head teachers) having said that they faced problem in discharging the duties of a head teacher in the last academic year.

b. Nature of problem (N=16)

The nature of problem reported was mostly - Insufficient number of teachers (54%), Political interference (23%) and lack of essential facilities like drinking water, toilets etc (23%).

c. Responsiveness of officials

Nearly 85% (11 head teachers) of them have approached the education department officials at the block level to get their problem resolved. More than 60% of them have said that the officials attended to them immediately and spoke to them politely.

d. Problem resolution and satisfaction

Only 39% (5 Head Teachers) have reported that their problems were resolved.

e. Corruption and hidden costs

A very low percentage of Head Teachers (1.3%) have reported that they had to pay extra money to get the School work done at different instances which was around Rs. 200/-.

5.4 Grievance Redress of Members of SDMC

a. Problem Incidence

Out of 442 SDMC members who were interviewed, only 12 of them have reported about incidence of problem while discharging their duties as SDMC members.

b. Nature of problem (N=12)

The problems reported by SDMC members include delay in release of funds (25%), lack of coordination between teachers and SDMC (58%).

c. Responsiveness of officials

In most cases (5 members), the members have approached the Gram Panchayat for grievance redress.

d. Problem resolution and satisfaction

Nearly 60% (7 out of 12 members) have said that their problems were resolved and are completely satisfied with the efficiency and behaviour of the concerned officials / GP members in addressing as well as redressing their problems.

e. Corruption and hidden costs

A very low percentage of SDMC members (1.4%) have reported that they had to pay extra money to get the School work done at different instances which was around Rs. 200/-.

5.5 Opinion of officials on the grievance Redress.

a. Problem Incidence

Nearly 44% (N=40) public officials have reported incidence of problems in the past one year while discharging their duties.

b. Nature of problem (N=40)

The nature of problem includes inadequate support from SDMC (43%), inadequate support from the department (30%), inadequate support from teaching staff (28%), and frequent transfers (25%).

Community based discrimination was reported by 6 public officials.

c. Responsiveness of officials

Only 35% of them have said that the officials were highly efficient in addressing their problems

d. Problem resolution and satisfaction

About 70% of them have reported resolution of their problems. 44% of them are either partially satisfied or dissatisfied with the behaviour of the concerned authorities during grievance redress.

e. Corruption and hidden costs

14 out of 80 Public Officials have said that they have faced corruption related problems.

A total of 58 out of 90 officials both from the State office (16) as well as the District level (74) officials have reported that they receive complaints about schools and education system on the whole. A majority of the complaints are received from parents and teachers. A variety of problems starting from lack of facilities to poor quality of education has been reported (See Table 5.1)

Table 5.1: Nature of Problems received by Public officials

Sl.No	Nature of Problem	Responses	
		N	%

1	Lack of Facilities	41	71
2	Lack of teachers	32	55
3	Irregularity of attendance	25	43
4	Lack of quality teaching	18	31

Note: Since it is a multiple response question the % does not add up to 100. The total number of respondents is 58

The education department in the state has well established administrative machinery. Chart 5.1 below gives the details of the administrative machinery prevalent in the department which is also applicable to SSA.

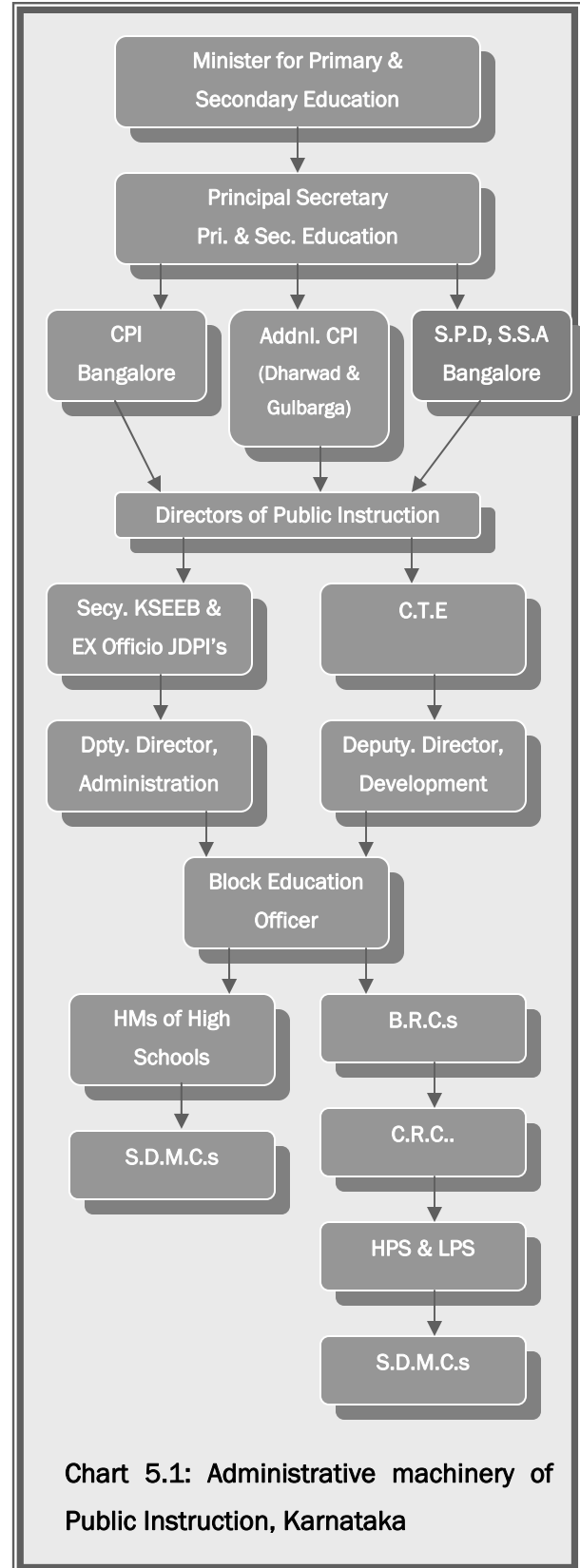
In our study an attempt was also made to understand the grievance redress mechanism which is in practice from the point of view of these public officials. Most officials opined that, for General Public and Staff of schools, the Block Education Officer seems to be the most sought after point of contact for grievance registration and redress, followed by the Head of the School. This was true in case of parents of children as well. For students the point of contact was the teacher. In some cases, for group complaints through NGOs and other Self Help Groups, it was also said that the point of contact was the Gram Panchayat.

5.7 Conclusions

1. The rate of Problem incidence reported is significantly low across all stake holders however; the redress

rate has been poor according to teachers and head teachers.

2. Lack of facilities and inadequacy of teachers in schools seems to be the main problems which need immediate attention as told by parents.
3. Though parents find the teachers very polite and receptive to their problems, teachers find the parents' interference or lack of their participation in some cases as a main problem in discharging their duties.
4. The role of SDMC in grievance redress of teachers and parents is not found to be very strong.
5. Corruption levels reported are low. However, it has been reported across all stakeholders.



Source: www.schooledu.kar.nic.in

CHAPTER VI: SSA INITIATIVES FOR ALTERNATIVE INNOVATIVE EDUCATION

6.1 BACKGROUND

One of the major objectives of SSA is to ensure that all children of 6-14 years are enrolled either in formal schools or in EGS (Education Guarantee Scheme) or AIE (Alternative and Innovative Education) Centres. SSA Karnataka has been endeavouring to do so through the implementation of various programmes especially targeting out of school children (OOSC) or children who have never been enrolled or have dropped out of school. The programmes help to mainstream the OOSC through courses that would help them be at par with children in regular schools and would help them join the regular schools in their localities.

While some of the AIE programmes are implemented during certain times of the year such as extended holidays (summer or winter vacations), some take place throughout the year (tent schools and mobile schools). The following are some of

the important AIE programmes that have been implemented by SSA Karnataka¹:

- ⇒ Special Enrolment Drive - drive by local leaders, PRI members, SDMC members and school staff to persuade parents of children not enrolled, to enrol their children in schools;
- ⇒ Chinnara Angala - a 45-day bridge course conducted during summer vacations;
- ⇒ Tent Schools - set up at places such as construction areas and mining areas for children of local and migrant labourers.
- ⇒ Mobile Schools - especially for children in slums of Bangalore city, in convergence with KSRTC, with buses modified as classrooms
- ⇒ Residential Bridge Courses - ranging from 4 to 12 months such as Ashakirana and KGBV schools especially for children from migratory families
- ⇒ Home Based Education - targeting children with special needs (CWSN) as part of the Inclusive Education programme implemented by SSA.

The importance attached to these programmes came to light during the

¹

www.schooleducation.kar.nic.in/SSA/Intervention

course of many of the discussions held between PAC and SSA Karnataka. Consequently, it was decided that the fieldwork be divided into two phases, with one phase devoted to observation of the AIE programmes that take place during the extended holidays, in this case the summer vacations (between April and June every year).

During the fieldwork carried out in Phase I, the investigators meticulously covered the AIE programmes being carried out in the selected study areas in the four districts. AIE programmes were also covered by the research scholars who carried out the case study research in selected areas in the districts of Hassan and Raichur.

The following table outlines the AIE programmes that were observed during the fieldwork.

Table 6.1: AIE Programmes covered in the study areas

Programmes	Bangalore	Shimoga	Gulbarga	Raichur	Total
Special Enrolment Drive	14	5	15	2	36
Chinnara Angala	25	10	31	8	74
Seasonal Chinnara Angala	5	3	1	-	9
Tent Schools	6	-	1	-	7
Mobile Schools	3	-	-	-	3
Home Based Education	3	4	1	-	8
Ashakirana	2	1	2	2	7
KGBV schools for girl children	2	-	-	1	3
Child labour scholl	-	-	-	1	1
Others	1	2	-	-	3
No. of Centres (Govt + NGO)	28	10	31	10	79

As can be observed from the table above, 79 centres where AIE programmes were being conducted were covered in various parts of the study areas in the four districts.

Out of these 75 programmes were conducted by the department and the remaining 4 by NGOs. The NGO run programmes were observed in Raichur and Bangalore districts only. In terms of

procedure for the selection of these NGOs, It is seen that in both Bangalore and Raichur there was an inspection by the District Implementation committee before awarding the work of conducting AIE programme to the NGOs.

The predominant programme covered was that of Chinnara Angala followed by Tent schools, Home based education

programme and a few mobile schools. While Chinnara Angala was observed in all the four study districts, tent schools were observed in Bangalore and Gulbarga and mobile schools in Bangalore city where they have been implemented. Home based education has been observed in all the study area except for those in Raichur.

The following section presents our findings from the observations carried out of the programmes and interactions with the teachers/volunteers, SDMC members and Public officials implementing these programmes and also the parents of the children who are the ultimate beneficiaries of the programme. However, the findings are being presented with a note of caution since the number of programmes covered under each programme is not very large, except probably in the case of Chinnara Angala.

6.2 AIE PROGRAMMES – KEY FINDINGS

6.2.1 Chinnara Angala

The Chinnara Angala programme is carried out during the summer school holidays over a period of 45 days during the months of April and June.

a. Administrative aspects:

⇒ All Chinnara Angala programmes had teachers / volunteers conducting the programmes.

- ⇒ Among the training materials provided by SSA for conducting the programme, 92% of those in-charge of these programmes (comprising of head teachers, person in-charge or principals) reported receiving the Teachers Handbook, and 67% said that they had the schedule of programme or teaching modules.
- ⇒ Around 90% of them also reported providing additional learning materials to the teachers / volunteers.
- ⇒ With regard to the process of understanding the competency level of the children, almost 80% institutions reported carrying out pre-entry or competency tests, with almost 85% of them reporting both written and oral tests.
- ⇒ Mid programme tests were conducted in about 79% of the Chinnara Angala programmes.
- ⇒ A profile of each of the students was being maintained by about 97% of the institutions running Chinnara Angala.
- ⇒ About 92% of the institutions had displayed an attendance table indicating the number of children present that day, while 89% of the institutions had displayed the enrolment table as well.

b. Enrolment, attendance and relocation:

⇒ About 60% of the Chinnara Angala programmes reported enrolment of upto 30 children.

⇒ On the day that these programmes were observed, attendance was quite high in almost all the institutions. Around 60% of the schools had cent percent attendance.

⇒ When asked about students who had dropped out from the Chinnara Angala programme, about 32% centres reported that children had dropped out during the course of the programme. However, the number of drop outs was less than 5 students per school as reported by close to 60% of these centres.

Table 6.2: Religion-wise distribution of drop outs

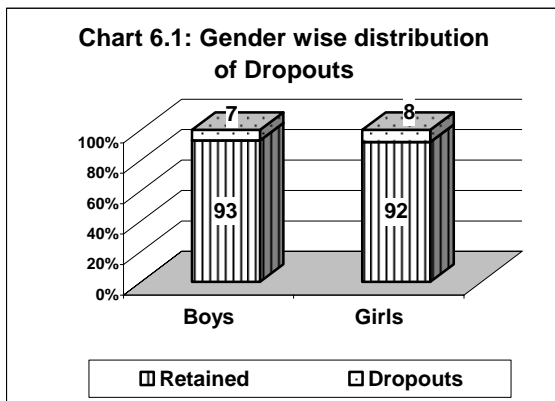
Gender	Hindu	Muslim	Christian	Others	Total
Boys	87	6	2	5	100
Girls	68	9	21	2	100
Total	77	7	12	4	100

Note: All Values in percentages

Table 6.3: Caste-wise distribution of drop outs

Gender	SC	ST	OBC	Others	Total
Boys	29	7	31	33	100
Girls	29	9	27	35	100
Total	29	8	29	34	100

Note: All Values in percentages



⇒ The gender-wise analysis of dropouts reveals that, there is a marginal difference in the dropout of boys and girls with more girl children dropping out from the AIE programmes.

⇒ A religion-wise and caste wise distribution of these dropouts is presented in the table below.

⇒ The reason for these dropouts was mainly migration of the family as reported by 67% of the centers reporting drop outs.

⇒ Once having completed the Chinnara Angala programme, children are mostly relocated into the regular school on the basis of their competency levels (52%), followed by those who have shown that they have completed the programme (38%). Interestingly, about 19% institutions have also reported that children have been relocated into regular schools based on feedback from their teacher

⇒ Only 39% (29) of the institutions maintained a register of the children who have relocated or rejoined regular school after completing the Chinnara Angala programme. The following

table provides gender-wise details of children who have rejoined regular schools from the **previous year's batch** into various classes.

The number of students who have rejoined beyond class 6 is lesser than the number of children who have rejoined in the earlier classes.

Table 6.4: Gender wise distribution of students who have rejoined regular schools from the previous batch

Gender	Class 2	Class 3	Class 4	Class 5	Class 6	Class 7	Class 8
Boys	78	64	69	79	47	36	3
Girls	55	81	75	58	59	35	37
Total	133	145	144	137	106	71	40

Note: The values given are based on the number of children who have joined back the regular schools and not the number of children enrolled for Chinnara Angala programme

c. Classroom observations:

- ⇒ Classroom observations were carried out for 73 Chinnara Angala programmes in the study areas. The medium of instruction at the time of observation was mainly Kannada (96%).
- ⇒ The most common teaching aid that was used by the teachers and volunteers while conducting the classes was blackboard. Some of them used charts and pictures as well.

case the parents are migrant labourers. During the Phase I fieldwork, seven tent schools were observed mainly in Bangalore (6) and one in Gulbarga.

a. Administrative aspects:

- ⇒ All the tent schools had teachers / volunteers conducting classes.
- ⇒ Among the training materials provided by SSA for conducting the programme, all the seven schools reported receiving the Teachers Handbook, and five reported having the schedule of programme or teaching modules.
- ⇒ Six tent schools also reported having additional learning materials for the teachers / volunteers.
- ⇒ With regard to the process of understanding the competency level of the children, six schools reported carrying out pre-entry or competency

6.2.2 Tent Schools

Tent schools are one of the critical SSA strategies implemented for those children whose parents work in labour intensive jobs such as construction sites or mining areas, and therefore the children either are not able to enrol into regular schools or drop out from their previous schools in

tests, with all of them reporting both written and oral tests.

- ⇒ Mid programme tests were conducted by six tent schools.
- ⇒ All the seven tent schools have reported maintaining a profile of each of the students.

b. Enrolment, attendance and relocation:

- ⇒ Of the seven tent schools, two schools reported enrolment of upto 30 children; two had 31 to 50 children while three schools had more than 60 children enrolled in the class in the **ongoing year**.
- ⇒ On the day of observation, an average of 78% attendance was observed.
- ⇒ In terms of children dropping out during the course, three schools reported the same. While one school reported four children dropping out, two reported a drop out of 15-16 children.
- ⇒ The only reason given by the center in-charge for these dropouts is migration of the family.
- ⇒ All the seven schools have mentioned that children from their schools have been relocated into regular schools. This has been done mainly on the basis of their having completed the appropriate course (4 schools) and also based on feedback from their teachers.

- ⇒ However, only four schools have maintained a register of the children who have relocated or rejoined regular school. Records reporting rejoining of children of the **previous year's batch** into various classes indicate that children have mostly rejoined at lower classes (Class III and Class IV) from all the four schools.

A tent school was started in the outskirts of Hassan town (around 5 KM) in Bittagowdanahalli. The school became a necessity due to the migrant labour from Andhra Pradesh working as construction labour for Nagarjuna Construction Company. The school is run under a make shift room with tin sheets

*“Initially it was very difficult to convince the parents to send their children to the school Later on it was much difficult to make the students sit in the classroom”
- As told by the teacher at the tent school*

c. Classroom observations:

- ⇒ Classroom observations were carried out in all the seven tent schools. The medium of instruction at the time of observation was Kannada (all seven).
- ⇒ Blackboard, charts and pictures were being used as teaching aids in most of these schools.

6.2.3 Mobile Schools

This experimental scheme of taking the school to the children was introduced in the slum areas of Bangalore. This programme is carried out in convergence

with the Karnataka State Road Transport Corporation (KSRTC), wherein buses have been modified as classrooms for children to learn the same way as children in other schools. In some instances, the buses bring the children to regular schools where space is allocated to them for classes. In the two zones of Bangalore that were taken up for the study, three mobile schools were observed.

a. Administrative aspects:

- ⇒ All the three schools had teachers / volunteers conducting the programmes.
- ⇒ Among the training materials provided by SSA for conducting the programme, 2 schools reported receiving the Teachers Handbook; while all three reported that they had the schedule of programme or teaching modules.
- ⇒ The teachers in all these mobile schools had been given additional learning materials.
- ⇒ With regard to the process of understanding the competency level of the children, all three schools reported carrying out pre-entry or competency tests, with all of them reporting both written and oral tests.
- ⇒ Mid programme tests were conducted in all the three mobile schools.

- ⇒ All the schools also mentioned that they were maintaining a profile of each of their students.
- ⇒ The schools were maintaining enrolment and attendance records of the children participating in the mobile school programme.

b. Enrolment, attendance and relocation:

- ⇒ Of the three mobile schools, two schools reported enrolment of 40 children, while interestingly one school had more than 100 children enrolled in the class in the **ongoing year**.
- ⇒ On the day of observation, an average of 83% attendance was observed.
- ⇒ It was also interesting to note that unlike in the case of the Chinnara Angala programme and the tent school, none of the three mobile schools reported any drop out of students during the course.
- ⇒ All the three mobile schools have mentioned that children from their schools have been relocated into regular schools. This has been done mainly on the basis of their having attained adequate competency levels (as reported by all 3 mobile schools) and also based on feedback from their teachers about the students (1 school).
- ⇒ However, only one school has reported maintaining a register of the children

from the **previous year's batch** who have relocated or rejoined regular school. According to this school's records, children have mostly rejoined Class II and Class V in the regular schools (about 25 each). About 15 children have joined Class IV and Class VI, while less than 10 children have relocated into Class III and Class VII.

c. Classroom observations:

- ⇒ The medium of instruction at the time of observation was Kannada (all three).
- ⇒ All the three mobile schools had storybooks as well as political and historical maps. Teaching learning materials were also being used in three schools.

6.2.4 Home Based Education

Home based education is taken up under the intervention of out of school strategies under SSA within its ambit of Inclusive Education to address children with special needs (CWSN). The objective of this programme is to provide school access to the children who cannot attend the school for specific reasons like mental retardation, cerebral palsy and multiple disabilities and to achieve universal enrolment by enrolling all these children in

the nearby schools². Under this programme, trained teachers or volunteers mostly visit the children at their residences and carry out classes.

Altogether, eight Home Based Education interventions were observed in the study areas of Shimoga (4), Bangalore (3) and Gulbarga (1).

Main observations:

- ⇒ Seven HBE interventions were being taken care of by the Education Department while one was handled by an NGO volunteer.
- ⇒ For all the eight HBE interventions, there were teachers / volunteers carrying out the activities, with most of them being females.
- ⇒ Training materials such as Teachers Handbook as well as teaching modules had been provided to all the teachers / volunteers.
- ⇒ Teachers / volunteers were also given additional learning materials for conducting the intervention.
- ⇒ All the eight institutions mentioned that they were maintaining a profile of the students under their care, which is documented and shared with the institution.

² Taken from the SSA Karnataka website - <http://www.schooleducation.kar.nic.in/SSA/pdfdocs/InclusiveEducation.pdf>

- ⇒ Medium of instruction to the HBE students was mainly in Kannada.
- ⇒ Teaching learning materials were being used by the teachers / volunteers for carrying out HBE.

Pooja, a 10 year old girl cannot walk, as her legs are immobile since her childhood. Her father has done B.A. and is doing agriculture in the same Sundenahalli village, Hassan. Pooja, on her part has been studying all along in spite of the handicap. She receives education at her doorstep under the home-based education scheme of the SSA. Shobha, a TCH trainee has volunteered to teach Pooja at her home. Thus, Pooja is currently studying 5th standard at her home.

6.2.5 RESIDENTIAL BRIDGE COURSES

Two kinds of residential bridge courses were studied namely Ashakirana (7 schools across four districts) and Kasturba Gandhi Balika Vidyalaya (KGBV) (2 in Bangalore and 1 in Raichur). KGBV is a move towards addressing the gender disparity with regard to schooling opportunities available to girls. Under this scheme, residential schools with boarding facilities are provided at elementary level for out of school girls coming predominantly from SC, ST, OB and minority groups.

a. Administrative aspects:

Most of these programmes are run by the department (7) and a few run by NGOs (3). Availability of supporting staff like wardens, cook and watchman is found to be poor in Gulbarga and Raichur.

Table 6.5: Presence of Support Staff in Residential accommodations

Support Staff	Status of Support staff in RBC centres				
	Status	B'lore	Shi	Rai	Gul
Warden	Available	4	4	1	4
	Not Available	0	4	5	9
Cook	Available	4	8	4	9
	Not Available	0	1	2	5
Watch Man	Available	0	1	2	1
	Not Available	4	6	4	11

Note: All values in numbers

The responses (n) are very low since the number of programmes observed is also low.

Hence the findings are indicative.

KEY FINDINGS ON AIE PROGRAMMES

1. On an average there were 35 children in every mainstreaming institution across the state out of which 18 were boys and 17 girls.
2. On an average there were 3 boys and 4 girls who dropped out during the mainstreaming.
3. Around 64% mainstreaming institutes run the programme in a single room.
4. Availability of toilets is low and in many places where available the toilets are without water facility.

6.3 OPINION OF TEACHERS ON OOSC RELATED INITIATIVES OF SSA

80 teachers³ working for AIE Programmes from both government and aided schools together were interviewed to get their perspective on out of school children and various initiatives of SSA towards mainstreaming these children.

Dropouts

More than one third teachers (38%) reported that they had students who were enrolled in the class but were absent for long durations in the last academic year. On asking them for important reasons/factors which were responsible for students dropping out from school, the following came out as important reasons:

- a. Migration of the families was top in the list with 63% reporting it as an important reason. This has been reported by all four districts as a main reason for children dropping out of schools.
- b. Household work and poor economic background of the family reported by 30%
- c. Sibling care (26%), work in fields/livestock rearing were other reasons.

³ Teachers include both volunteers and regular appointed teachers.

- d. 15% of them reported that lack of interest in children was also one of the reasons for children dropping out from schools.

Training and other capacity building for teachers

A majority of teachers (90%) have undergone special training for Chinnara Angala programme and all those who attended the training are satisfied with the programme and feel that it has helped enhance their teaching and interaction capabilities.

It is seen over a period of time that, community involvement has played a significant role in motivating parents to send their children to schools. Thus the role of SDMC is very vital in bringing the OOSC children to AIE programmes.

Most teachers (90%) reported that they had not faced any problem from either the SDMC members, public officials or the school authorities in carrying out the AIE programmes.

6.4 OPINION OF HEAD TEACHERS ON OOSC RELATED INITIATIVES OF SSA

73 Head teachers of schools where AIE programmes were being conducted were interviewed to get their perspective on

various aspects of AIE programmes under the Sarva Shiksha Abhiyan programme.

Dropout

The Head teachers opine that migration of the family (57%) is a main reason for children dropping out of schools. The other important reasons cited are

- ⇒ Mother becoming pregnant and the elder child (mostly girl child) taking the responsibility of housekeeping (31%),
- ⇒ Sibling care (31%),
- ⇒ Household work (31%)
- ⇒ Economic background of the family (23%)

The main reasons cited by the head teachers for parents never enrolling their children in schools for formal education are same as those for dropping out of school. In addition to the same, 16% of them have said that the school activities were not interesting enough for the child.

AIE Programmes

The Head Teachers were responsible for monitoring the AIE programmes that were being conducted in their respective jurisdictions. As a part of the monitoring activity 58% head teachers said that they visit these schools where the AIE programmes are being conducted every day and check the functioning.

86% of the Head teachers believe that the mainstreaming of children has gone up as an impact of SSA initiatives.

Training and other capacity building programmes for Head teachers

Around 58% head teachers have undergone special training for conducting Chinnara Angala programme and all of them are satisfied with the training programme. Many (93%) of them feel that these training programmes have helped them conduct and monitor these programmes better as head teacher.

Most head teachers (92%) are satisfied with the support given by SSA in conducting the AIE programmes effectively. Of these 92% are completely satisfied.

6.5 FINDINGS FROM INTERVIEWS WITH SDMC MEMBERS

SDMC works as an interface between the school and the community at large. It is very vital for the SDMC to take keen interest in bringing the children to school and ensure that they continue and complete the basic schooling.

Keeping this in mind, certain questions were asked of the SDMC presidents and one other member (of the opposite gender) to understand their involvement in

reducing the dropout numbers and also in increasing the enrollment percentage in their villages.

- ⇒ Nearly 65% of the members said that they had visited the homes of OOSC.
- ⇒ In the last one year, it is seen that 57% of the SDMC members have visited around 5 OOSC houses and the main purpose of visit was to motivate the family for enrolment of children to school (54%) followed by motivation for regular attendance in schools (48%).
- ⇒ When asked about the two main issues discussed in the most recent SDMC meetings, only 3% of them reported to have discussed about measures to improve enrolment of children in schools and an even lesser percentage (0.5%) of them about drop outs in the school.
- ⇒ When asked about what they would rank first in terms of priority areas to be focused for improvement by the SDMC, 38% said enrolment of children was the topmost priority as against 16% saying mainstreaming the dropouts.

6.6 FINDINGS FROM INTERVIEWS WITH PUBLIC OFFICIALS

Various public officials at different levels of the State Government play an important role in formulation and

implementation of SSA initiatives. Hence their point of view on the OOSC would give some relevant insights in to the implementation and success of these initiatives.

Except one CRP in Bangalore District, all other district level public officials who were contacted reported of AIE programmes being conducted in their cluster. All of these officials reported monitoring the learning activities, physical functioning, enrollment, residential facilities and also the food served on a regular basis and reporting to the concerned higher officials on a regular basis.

6.7 FINDINGS FROM INTERVIEWS WITH PARENTS

The ultimate beneficiaries of the SSA programmes are the children who study in Government schools and their parents. A fairly large sample size of 4000 parents was interviewed to understand their perception on the existing quality of education at the Government schools. The sample selection was based on the criteria that at least one child in the age group of 6 - 14 years from the household should be attending Government school⁴. Responses on OOSC are thus related to only those children who live in the same HH but do not go to school. Hence the

⁴ Decided subsequent to extensive discussions with SSA on sample selection.

analysis of responses from HH is towards understanding if there are any biases in educating the children within the households.

6.7.1 Children never attending school:

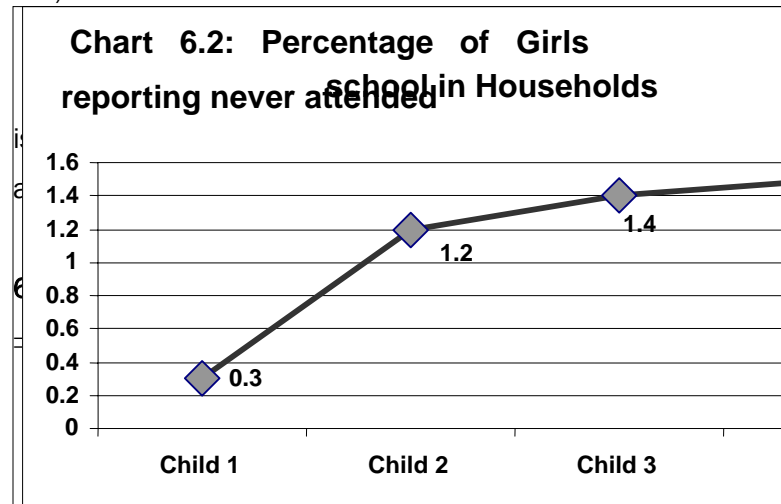
Only 85 children out of 7278 children in the 4000 households had never attended school. Of them, 69% are boys (59 nos.) and the remaining 31% are girls (26 nos.)

6.7.2 Children currently not attending School

Only 197 (2.7%) out of 7278 children were found to have not been going to school currently. Of these 143 children were boys (73%) and the remaining 54 were girls (27%). Amongst these children, 6.3% girls and 2.6% boys have not completed the AIE programmes as well. It is found that mostly the first child among boys and the second child among girls have dropped out of school.

A large number of parents have said that they are unable to send their children to school due to financial constraints within the family and also other necessities within the family like sibling care, household help etc. Amongst these boys, it is found that 31% of them are working in farms or factories to supplement the earnings of the family. This phenomenon

An analysis of upto 4 children in households reveals that, for girl children, the probability of studying in schools decreases with the decrease in the order of the child in the family. This is seen very clearly from the chart given below (Chart 6.2).



marginally more girls have dropped out of the course than boys have. Drop out rates (from the AIE course) are higher in Gulbarga as compared to other districts.

⇒ Financial constraints within the family seem to be the important reason for children dropping out of school as reported by parents. Children of school going age are being forced to involve in some income generating work either within or outside the house. For girls apart from these reasons, household work and sibling care also

act as reasons for dropping out from school.

⇒ There seems to be dissimilarity in reasons for dropout, cited by school authorities and parents. Teachers and head teachers report migration as the main reason for children dropping out from schools.

Looking at the responses, it seems likely the reason cited by the parents for record purposes (migration), while discontinuing their children's education is different from the actual purpose of discontinuation (financial constraints).

Once the studies are discontinued, children are engaged in small jobs or in household work as the case may be. However, one can conclude on this based on a further detailed study

⇒ Across locations, the AIE programs have most infrastructure in place. However availability of toilets is quite low and in most places where the toilets are available, water facility is not available in the toilets. A reasonable proportion of teachers have also reported sharing toilets with students.

⇒ SSA has been very efficient in providing the handbook to teachers and teachers have kept a good record of the profiles of the children attending the AIE program.

⇒ Most teachers and head teachers underwent the training for Chinnara-Angala and all of them were satisfied with the training and feel it enhanced their skills in interactive teaching.

⇒ Though there is a lot of emphasis by SSA on teaching aids and learning material and teachers claimed to use them a lot during our interviews, availability and use of these aids was found to be rather deficient during observations.

⇒ The profile of every student is maintained well in most centres, however the record keeping of rejoining of these students to regular schools is very poor. In the absence of such records, it is hard to conduct an objective assessment of the progress and effectiveness of AIE programmes.

⇒ Most SDMCs members are working towards increasing the enrolment and mainstreaming the dropouts in schools by motivating parents to send their children to schools.

⇒ Most Head teachers feel that the mainstreaming of children has gone up as an impact of SSA initiatives

CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS

7.0 BACKGROUND

The study carried out by PAC on SSA's initiatives to ensure UEE has revealed interesting insights regarding various facets of elementary education. By extending the user feedback approach to implementers as well as policy makers, the study has attempted to understand efforts made and constraints faced by all relevant stakeholders in the arena of elementary education.

This chapter discusses the key conclusions derived from the study and recommendations based on those conclusions.

7.1 CONCLUSIONS

Based on the major findings discussed in each of the chapters, the following conclusions emerge from the study:

Infrastructure – physical, financial and human

- Toilet and drinking water facilities have been found to be inadequate in substantial number of schools.

- A large percentage of schools have received grants from SSA and the department and have utilized them completely for the allocated activities.
- Many teachers have been teaching for 8 periods in a day which is more than what norms specify (since 94% of the teachers also carry out remedial teaching) and also have been carrying out other activities like supervision of mid day meals etc.

Quality of Education through Retention Measures

- Distribution of uniforms, text books, mid day meals is found to be efficient across districts; neither are there any inequities noticed.
- Majority of children find the teaching interesting, however, many teachers observe that all students in the class are unable to understand what is taught in the class.
- Most children have given a clean chit to the class room teaching, school buildings and punctuality of teachers, however they are unhappy with the drinking water, toilet and recreational facilities and also the space within the classroom.
- A high proportion of teachers reporting home assignment have also mentioned that they are not being carried out by all students.

- A very low proportion of teachers have been able to take up action research.
- Public officials have expressed the need for more staffing within the department at the district and taluk level.
- While capacity building trainings are being implemented well in terms of teachers reporting having participated in them, but the contents do not seem to be fetching the expected results.
- KSQAO seems to be successful in terms of implementation and rating by teachers.
- The presence and participation of parents council as a community participation model is found to be less effective.
- SDMC as a concept is good and is largely present in all schools. But effectiveness of SDMC is still lacking in terms of active involvement in developmental activities of the school. Probably the lack of awareness among the members about their own roles and responsibilities is a contributing factor towards this. Male members are more aware than female ones on the role of the SDMC.

Equity in Education

- A conscious focus in improvement of girls' education in all aspects has been seen.
- Male SDMC members seem to be more aware and active towards school development activities
- Traditional trends of Forward caste families benefiting in terms of interaction and participation at the school and community level continue.
- BPL families are getting more attention in terms of receiving the benefits from the government; however, APL families seem to be favoured by teachers and officials in terms of involvement and sharing of information about school development activities.

Overall Satisfaction

- Beneficiaries and ground level implementers seem to be highly satisfied with their roles in the elementary education system.
- However, department supervisors and policy makers opine that much needs to be done which is reflected by the partial satisfaction / dissatisfaction expressed by them.

Regarding AIE Programmes

- Attendance at AIE programs across schools is good. The drop out

phenomenon seems equally prevalent among boys and girls. However, marginally more girls have dropped out of the course than boys have.

- Financial constraints within the family seem to be the important reason for children dropping out of school as reported by parents. For girls apart from these reasons, household work and sibling care also act as reasons for some children dropping out from school.
- Attendance at AIE programs across schools is good. The drop out phenomenon seems equally prevalent among boys and girls. However, marginally more girls have dropped out of the course than boys have.
- Financial constraints within the family seem to be the important reason for children dropping out of school as reported by parents. For girls apart from these reasons, household work and sibling care also act as reasons for some children dropping out from school.
- There seems to be dissimilarity in reasons for dropout, cited by school authorities and parents. It seems as though the reason cited by the parents to the teachers (migration), while discontinuing their children's education is different from the actual

purpose of discontinuation (financial constraints).

- Though there is a lot of emphasis by SSA on teaching aids and learning material and teachers claimed to use them a lot during our interviews, availability and use of these aids was found to be rather deficient during observations.
- The profile of every student is maintained well in most centres, however the record keeping of rejoining of these students to regular schools is very poor. In the absence of such records, it is hard to conduct an objective assessment of the progress and effectiveness of AIE programmes.
- Most SDMC members are working towards increasing the enrolment and mainstreaming the dropouts in schools by motivating parents to send their children to schools.
- Most Head teachers feel that the mainstreaming of children has gone up as an impact of SSA initiatives but there is no direct evidence to support this belief from the study.
- No major district-wise differences are observed from the study except in a few cases. One among them being higher teacher student ratio in Shimoga. This may probably be due to the terrain.

7.2 RECOMMENDATIONS

Based on the conclusions derived from the study, PAC would like to propose the following recommendation to improve the quality of elementary education:

Infrastructure – physical, financial and human

- SSA should focus on utilization of their civil works grants for construction of toilets and provision of drinking water to the children.
- Successful rain water harvesting carried out in some schools PAC observed can be replicated in more schools.
- Complete utilization of most of the grants provided to schools indicates that this should encourage SSA to provide larger amounts to schools as grants for various purposes.
- Teachers' time should be dedicated to teaching and related activities. Additional staff should be employed to carry out other activities such as mid-day meal and other Government tasks such as census work etc.

Quality of Education through Retention Measures

- Since the process of distribution of supportive measures such as uniforms, text books, mid day meals is found to be efficient across

districts, the current system should be retained.

- Lack of basic facilities such as classroom space, drinking water and toilets indicates that these are the areas where funds have to be directed.
- The fact that teachers feel that children are not able to understand what is being taught, there is an imperative need to provide more intensive training to teachers on making concepts clear to children.
- Course content in the capacity building training programmes need to be modified and streamlined to suit context and requirements.
- Since most teachers find that children are not able to complete home assignment, the probable reason being them being first generation learners and having no one at home to help them, alternatives to giving home assignments need to be explored. For example, more time in school can be spent on practice for the children.
- Since very few teachers have reportedly been able to take up action research, training should be provided to teachers on how action research can be conducted with higher incentives to be given for action research. However, SSA has

indicated that this is currently being carried out through one of their training programmes.

- The fact that public officials find inadequate staffing in their department a constraint, appropriate recruitment should be done to enhance staff strength, so that responsibilities can be carried out efficiently.
- Since KSQAO tests have been found to be effective, this exercise can be continued with some extra monitoring.
- Training of members of the parents council and SDMC members which has been introduced recently, should be intensified and content be tailored to requirement. Special focus needs to be given on female members of the SDMC. Awareness building should be planned through the PRI or local NGOs.

Equity in Education

- Improvement in girls' education is a positive development that should be continued with vigour. Distance to school still seems to be an issue for girl children especially in higher primary classes. A holistic approach of providing better public transport is required in addition to encouraging

the girl child directly through giving of cycles.

- Backward and scheduled class parents should be encouraged through special drives to motivate them to participate more in school development as well as the progress of their ward.
- While the government's targeting BPL families in receiving supportive incentives is efficient, teachers and officials have to be sensitized to be more attuned to the needs of BPL families.

Overall Satisfaction

- Dissatisfaction expressed by department supervisors and decision makers needs further probing to determine the reasons for disconnect between implementation and community participation to yield ideas on how the stakeholders can give matching rather than contrasting opinions.

Regarding AIE Programmes

- The phenomenon of more girls dropping out than boys can be tackled by providing incentives for the child to come to the AIE program.
- Residential AIE Programme facilities such as KGBV need to be extended to boys as well, to avoid drop out for

contributing to work and additional income among the poor families.

- Financial incentives to girls who come to the programs or to schools regularly and awareness building among parents on the importance of the girl child going to these programs and subsequently to school, have to be resorted to.
- Financial incentives again should be extended to boys from poor families irrespective of their caste composition to avoid dropping out for work.
- It is felt that a more detailed study of the drop out phenomenon especially in the backward districts of Gulbarga and Raichur is required. A sample of households that have not sent any child to school should preferably be taken in this study.
- Migration cards have been devised to deal with the issue of migration among families. Its continuation warrants a deeper probe into the efficiency of issuing these cards and the acceptance of the children holding these cards into schools where they migrate to.
- A contrast in the usage of TLM as reported by teachers as against what was observed in the field raises questions on whether more intensive training to teachers on the use of TLM is an answer or whether monitoring

the usage of these materials need to be streamlined, or whether both tactics need to be deployed.

- The importance of maintaining the record on students rejoining regular schools in monitoring the success of the AIE programs should be conveyed to those managing these programs. Stricter monitoring of these records has to be done as well.
- Since SDMC members are from the community and seem quite effective in bringing children to school, they should be encouraged to do so in future too.
- A detailed study of the reasons for the increase in the proportion of children in mainstreaming programmes as reported by head teachers would strengthen SSA initiatives. However, one also needs to keep in mind that it is felt that the goal of exercises such as remedial teaching has been diluted with OOSC and slow learners being taught at the same levels. Both these segments of children need to be dealt with separately.
