



GOVERNMENT OF KARNATAKA

INTERIM REPORT
OF
TASK FORCE ON EDUCATION

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OF

TASK FORCE ON EDUCATION

PREPARED BY
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SUMMARY OF RECOMMENDATIONS IN THE INTERIM REPORT OF THE TASK FORCE ON EDUCATION

Article 45 of the Indian Constitution reads: "The State shall endeavour to provide, within a period of 10 years from the commencement of the Constitution, for free and compulsory education for all children until they complete the age of 14 years". The Supreme Court has ruled in 1994 that "a child has a fundamental right to free education up to age 14 years".

As we have not succeeded in giving effect, even after 50 years since we become a Republic, to the Directive Principle of State Policy enunciated in the Constitution, it is imperative that a conscious and deliberate effort is made to retain the child till the child completes the highest class in the primary school with assured essential level of learning. This can be made possible, by ensuring that the child enjoys coming to school, remains in the school system and attains the standard expected at the end of primary education.

I. Provision of free primary education up to age of 14

By the beginning of academic year 2001-2002 all lower primary schools shall have classes I to V and upper primary schools Classes VI to VIII. The infrastructure to be put in place for achieving this objective is cast upon the State, by building additional schoolrooms and appointment of additional teachers etc.

II. Measures required to provide primary education to all children

1. Opening of schools:

- (a) A school must be provided in every habitation even if the number of children of school going age in classes I to IV is 15.
- (b) All school-less habitations with less than 15 children in the state must have an alternative school (non-formal education centre) to be established with the cooperation of the local panchayats, NGOs, etc.
- (c) Alternatively Panchayats may be given grants for arranging local transportation e.g. by bullock cart to take children from schoolless habitations with less than 15 children to the nearest school.
- (d) Alternative/non-formal schools need to be introduced on a large-scale with participation of Panchayats, NGOs, and private organizations to provide education to the large number of out-of-school children.

2. School buildings and other facilities:

- (a) Every school must be provided minimum facilities including classrooms, blackboards, furniture, teaching aids and qualified teachers.
- (b) In addition every school must have toilet facilities, separately for girls and boys, and be provided with drinking water facilities. Lack of exclusive toilets for girls is a deterrent to girls' enrolment and participation. Only 18 percent of schools have girls' toilets and 64 percent of schools have drinking water facility. Improvement of these should be on a time bound framework and sufficient resources should be provided for this purpose.
- (c) Priority to be given to complete 11,000 incomplete classrooms by providing additional funding wherever necessary.
- (f) Resources to be found for constructing classroom, toilets and maintenance with support from companies, corporations and public. School adoption programmes to be encouraged in order to improve facilities in schools.

3. Teachers

- (a) It is necessary to move towards the goal of one room, one class, one teacher norm.
- (b) Every school must have provision for atleast classes I to IV. Ideally, there should be one teacher per class (section). However if the strength in a school with classes I to IV is 20 and above, there should be two teachers.
- (c) If the strength of students is less than 20 and above 10 one regular teacher and a local sahayak to be appointed by the Gram Panchayat should be provided. Grants should be provided to the GP for this purpose.
- (d) The average number of students per schoolteacher with multiple class teaching should not be above 30.
- (e) In a school with one teacher per class (section), the maximum strength in each class (section) should normally be 30 in classes I to IV and 40 in classes (sections) V to VII. Further a class must be bifurcated, if the strength goes beyond 40 in classes I to IV and it goes beyond 50 in classes (sections) V to VII.
- (f) The number of teachers required should be worked out on this basis and not on the norm of pupils per teacher for the district as a whole.
- (g) Great disparities exist in pupil teacher ratios across districts. There is urgent need for rational deployment of teachers within and across districts and additional posts to be sanctioned in needy districts. Districts in Gulbarga Division and Belgaum Division need to be sanctioned additional posts of teachers urgently to move towards the teacher requirement norms spelt out here.
- (h) A leave reserve cadre of two percent of total strength of teachers in each block should be created to ensure continuous running of schools and classes. This is because teachers are deputed for non-teaching tasks, training etc. and women teachers need to take maternity leave.

4. Removing ban on recruitment of primary school teachers:

- (a) Replacement to fill the posts of retiring primary school teacher must take place regularly and without the need for fresh approval from Finance Department or suffer due to ban on recruitment on account of economy orders.
- (b) In order to ensure that all children of school going age are enrolled, it is necessary to relax the ban on recruitment of primary teachers immediately. It is suggested that Government may issue immediate orders relaxing this ban pending the decision to be taken by Government on the recommendations likely to be made by the Enquiry Commission. However, the Government can indicate that in case the decision taken by the Government based on the enquiry commission report provides for weightage, the extent to which the benefits would have been conferred on the rural population can be made up in the recruitment to be made subsequently.

5. Block-wise cadre of teachers:

Even within districts backward taluks show very large number of vacancies because of intra-district transfers. Hence there is a need to make recruitment to taluka (block) cadres instead of district cadres. Recruiting teachers of primary schools to taluka cadres will also ensure recruitment of more local persons and reduce the problem of transfers.

6. Qualification for teacher recruitment:

- (a) Primary teacher training courses should be strengthened by making provision for one-year internship for students.
- (b) Introduce an entrance test for recruitment of primary school teachers. Appropriate weightage may be given to the entrance test marks and the SSLC: PUC: TCH course marks. This will ensure entry of better and well-equipped teachers.
- (c) It is necessary that persons who have studied Science/English/languages at the PUC level be recruited as primary school teachers by amending the Cadre and Recruitment Rules expeditiously.

7. Regular refresher training for teachers:

- (a) Capacity building of teachers is most essential. This should be on a continuous basis and be such as to motivate and reach every teacher. Good training modules should be evolved and used for training all teachers regularly through District Institutes of Education and Training (DIETs), Block Resource Centres, TTI's, etc.
- (b) To improve teacher education and training, people with higher qualifications from among departmental personnel or by deputation or open recruitment need to be recruited/posted to DIETs and some incentives may be given to attract and retain them there. Faculty posted to DIETs should have some stability of tenure.

- (c) DIETs and DSERT need to be empowered with greater delegation of administrative and financial powers.
- (d) DIETs need to be provided to districts that do not have them at present.
- (e) School Complexes should be developed to bridge the gap between the primary and high school system and also to provide the required academic and resource support to lower primary and higher primary teachers.

8. Mid-day meal scheme

(a) Instead of giving food grains, cooked midday meals should be made available through Gram Panchayats or NGO's like Yuvak Mandals, Mahila Mandals etc. Central Kitchens may be set up in cities and bigger towns and meals delivered to schools in the area. Government should provide funds for infrastructure. Care shall be taken that teachers and educational officers are not involved in running the scheme so that their academic work is not affected

9. Pre-school education

Anganwadis are expected to provide pre-school education also. Extending timings of anganwadis to be coterminous with school timings should strengthen this function. This will help prepare children for school and also free children from sibling care to go to school.

10. Management and Community Participation

(a) Community participation should be ensured through proper utilisation of existing panchayat structures. Community ownership of the school should be ensured through legislation providing for the establishment and empowerment of School Development and Monitoring Committees, Gram Panchayat Education Committees, and Sub Committee on Education of the Taluk Panchayat Samiti and decentralize functions from higher levels. Legislation should be brought in urgently to give teeth to these bodies.

* (b) Instead of one Block Education Officer being asked to look after both primary and secondary education, there is need for one officer to exclusively look after Primary Education at the taluk level.

(c) The school should be treated as a unit of planning and development. Every school should prepare a vision document - a village specific plan.

Information Systems

(a) Information systems have to be evolved to obtain accurate data on enrolment rates, dropouts etc.

(b) Periodic testing of achievement levels of children on a sample basis should be undertaken to provide basis for further action.

TASK FORCE ON EDUCATION

(INTERIM REPORT)

PRIMARY EDUCATION FOR ALL CHILDREN IN AGE GROUP 6-14 PROPOSALS FOR ACTION

One of the directive principles of State Policy enunciated in the Constitution of India relates to providing free and compulsory education for all children in the country up to the age of 14 within a period of 10 years from the date of commencement of the Constitution.

Unfortunately even after 50 years since the Constitution came into force we have been unable to achieve the target.

The Supreme Court has also observed-

"Does not the passage of 44 years convert the obligation created by Article 45 of the Constitution into an enforceable right... We must say, that at least now the State should honour the command of Article 45. It must be made a reality at least now. Indeed the NPE 1986 says that the promise of Article 45 will be redeemed before the end of the century. Be that as it may, we hold that a child has a fundamental right to free education upto age 14 years."

-Supreme Court Judgement, 1994

Universalisation of Primary Education was accepted as a target (in accordance with National Policy on Education) to be achieved by 2000 AD. Since we have been unable to realise this target, we have to take up this primary task on a war footing.

The provision of primary education to all can be divided into four tasks:

- 1) **Access** to primary schools for all children,
- 2) **Enrolment** of all children in primary school,
- 3) **Retention** of all children in primary school till they attain the age of 14 years and
- 4) **Achievement** of minimum essential levels of learning by all children.

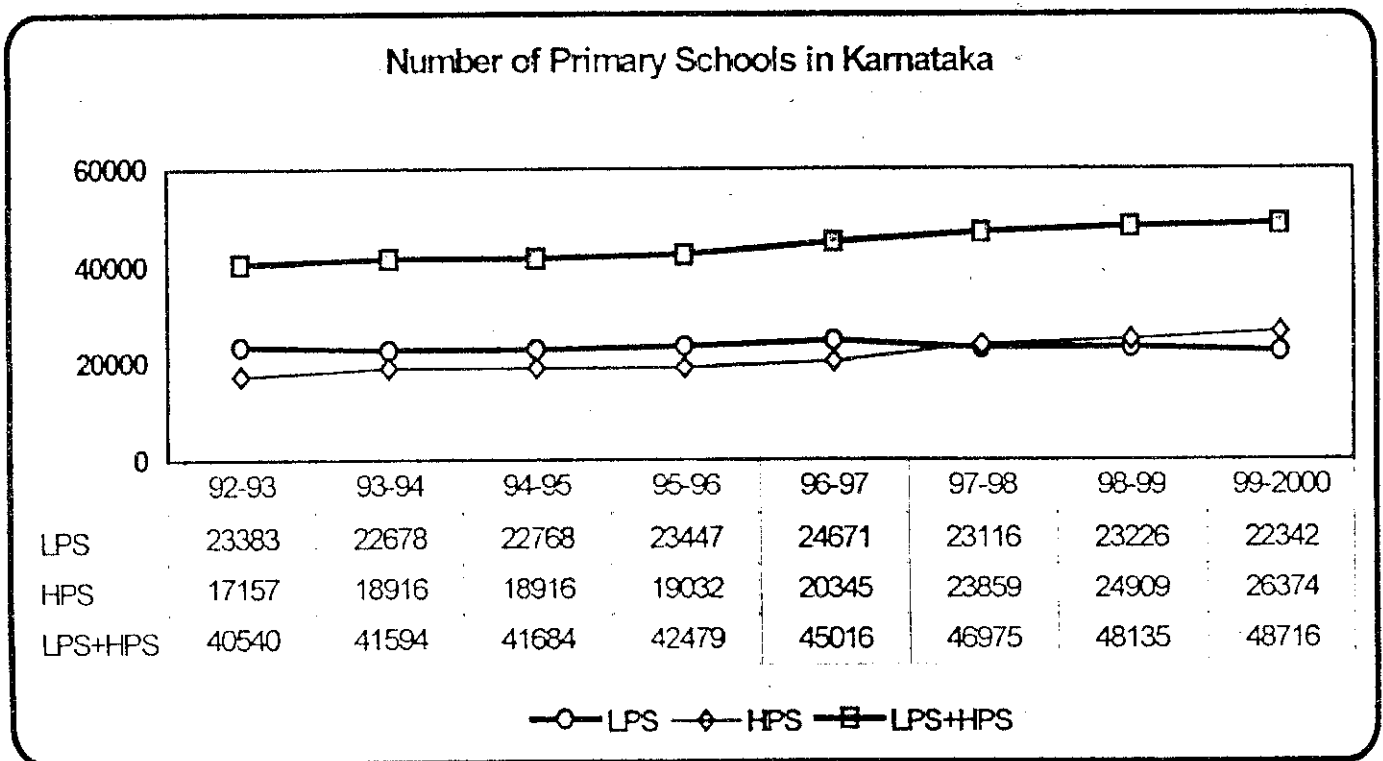
1) Access: -

The present scenario in Karnataka is that about 96% of the population have been provided lower primary schools within 1-km distance and higher primary schools within 2 km walking distance. Primary schools have been started in all habitations with a population of 200 or more (where as the National Norm is 300 population) and in other habitations with less than 200 population a primary school is available within 1 km. walking distance.

Provision of lower primary school or alternative school on the Madhya Pradesh EGS model in habitations with less than 200 population and which are more than 1 km. away from a lower primary school needs to be done.

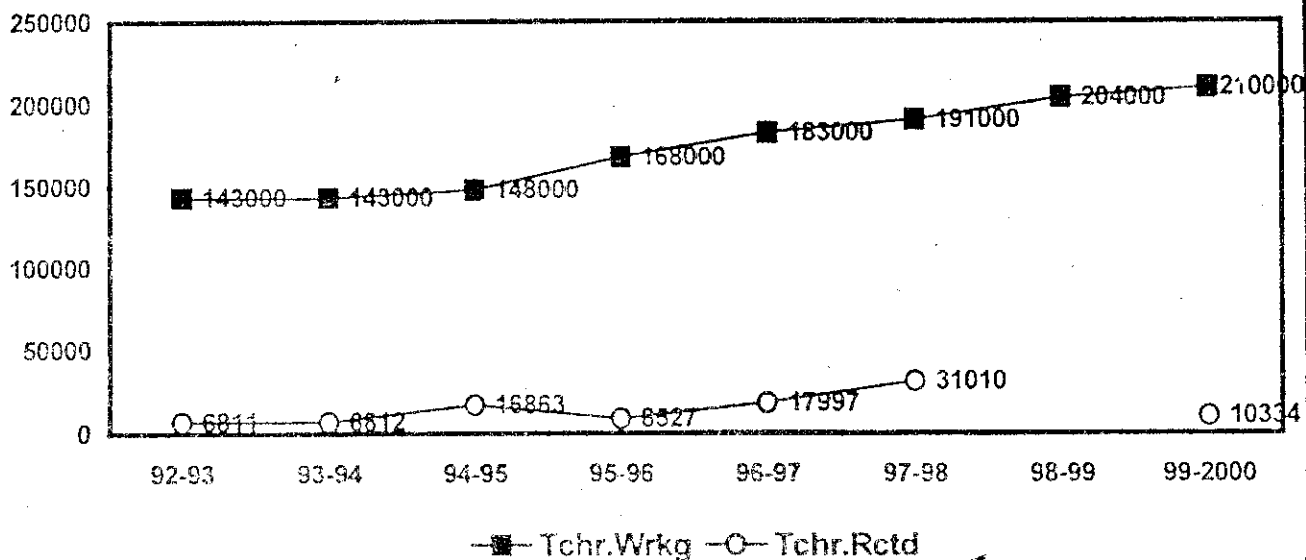
The following graphs give an over view of the increase in enrolment, number of primary schools and number of teachers – which gives an indication of the steps taken by the state to enhance access.

The growth in the number of primary schools in Karnataka in the last decade is shown in the following graph.

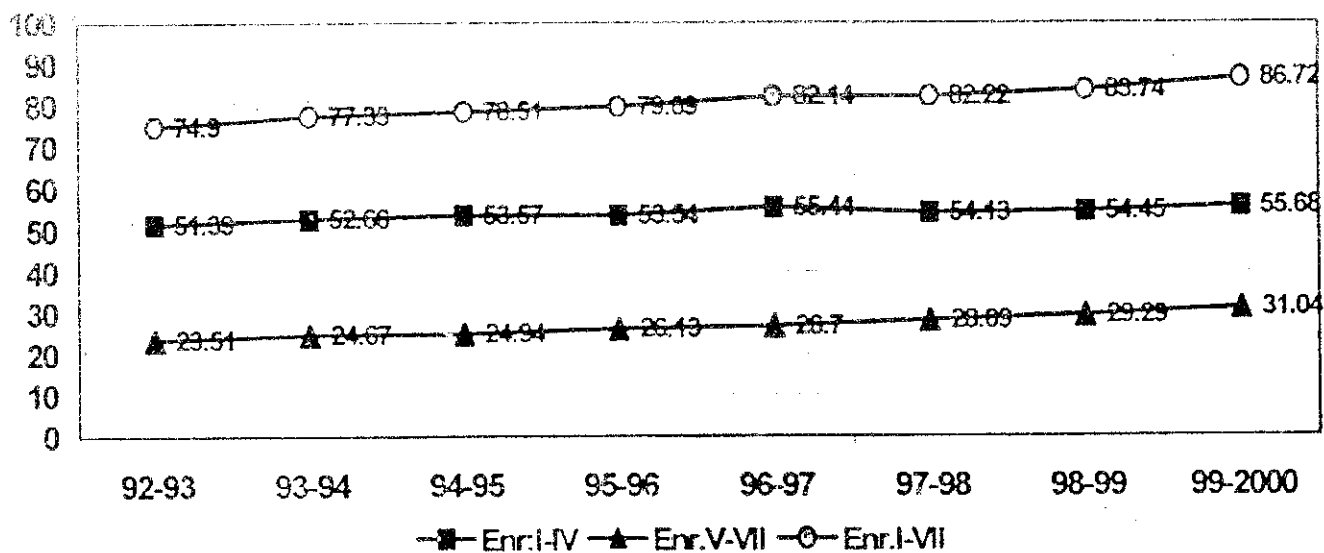


This graph shows the growth in enrolment of children in primary schools in Karnataka (figures include overage and underage children.)

Number of primary school teachers working and recruited



Enrolment of children in primary schools (in Lakhs)



There is requirement of primary schools every year in new urban extensions, slums, camps of agricultural and migrant labour, tribal habitations, construction workers' sites, lambani tandas etc., There is a very urgent need to identify all such habitations in the state and provide schooling facility. A school can be a formal primary school (where viable) or a Non-Formal Education Centre.

Each Block Education Officer should identify and list out all such habitations and with the co-operation of the local Panchayats and reputed NGOs of the area and start a lower primary school if children in the age group 6-9 years are more than 20. The figures available show that there are 1,826 such school less habitations which do not have schooling facilities.

Structure of Primary Education

The present structure of primary education in Karnataka is of 4 years of lower primary education, 3 years of upper primary education and 3 years of high school. This means that many children drop out after only 4 years of education if the upper primary school is farther away. To ensure that all children get the most number of schooling years most countries in the world have 6 years as the first stage of education. Mostly South Asian countries have 5 years in the first stage of education. However Karnataka children are less fortunate in having only 4 years for the first level. This also means that primary schooling in Karnataka is only upto 13 years of age as against the Constitutional obligation of 14 years. Karnataka State is denying to its children one year of free and compulsory primary education by following the 4+3 model unlike the national norm of 5+3 years for elementary education. It is proposed that by the beginning of academic year 2001-02 all lower primary schools shall have classes I to V and upper primary schools have Classes VI to VIII. The infrastructure to be put in place for achieving this objective is cast on the state, by building additional schoolrooms and appointment of additional teachers etc.

2) Enrolment

In the last decade, Enrolment has increased as shown in the graph on page 8.

The Government of Karnataka has taken several steps for providing free and compulsory education to all children in the age group of 6-14:

- Number of Primary schools has increased from 25,800 in 1960 to over 48,700¹ at present.
- Over 96% of children have primary school within one kilometer.
- From 23 lakhs in 1960, enrolment at primary school now exceeds 86 lakhs.²
- Recruitment of teachers has kept pace with enrolment and more than 1 lakh teachers have been recruited in the last 5 years.
- Overall teacher-pupil ratio which was 1:50 in 1990 has come down to 1:40.
- Dropout rate has fallen sharply from 69% in 1950 to 13% in 1999 for Classes I-IV.
- World Bank assisted DPEP has taken root in 16 low female literacy districts.
- Several incentive schemes- provision of free uniforms, free text books and free school bags and food grain program are currently in place to help retain children who are enrolled in schools

The amount spent for various incentive schemes in 1999-2000 are-as follows

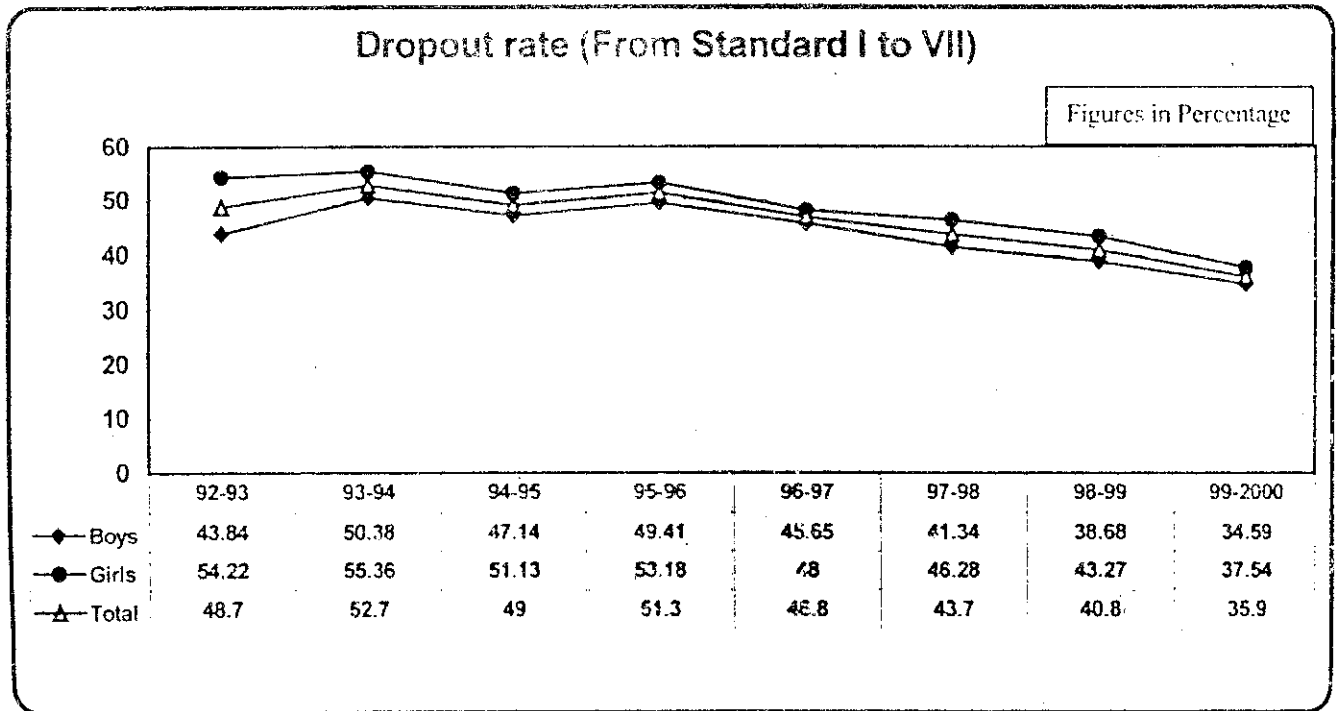
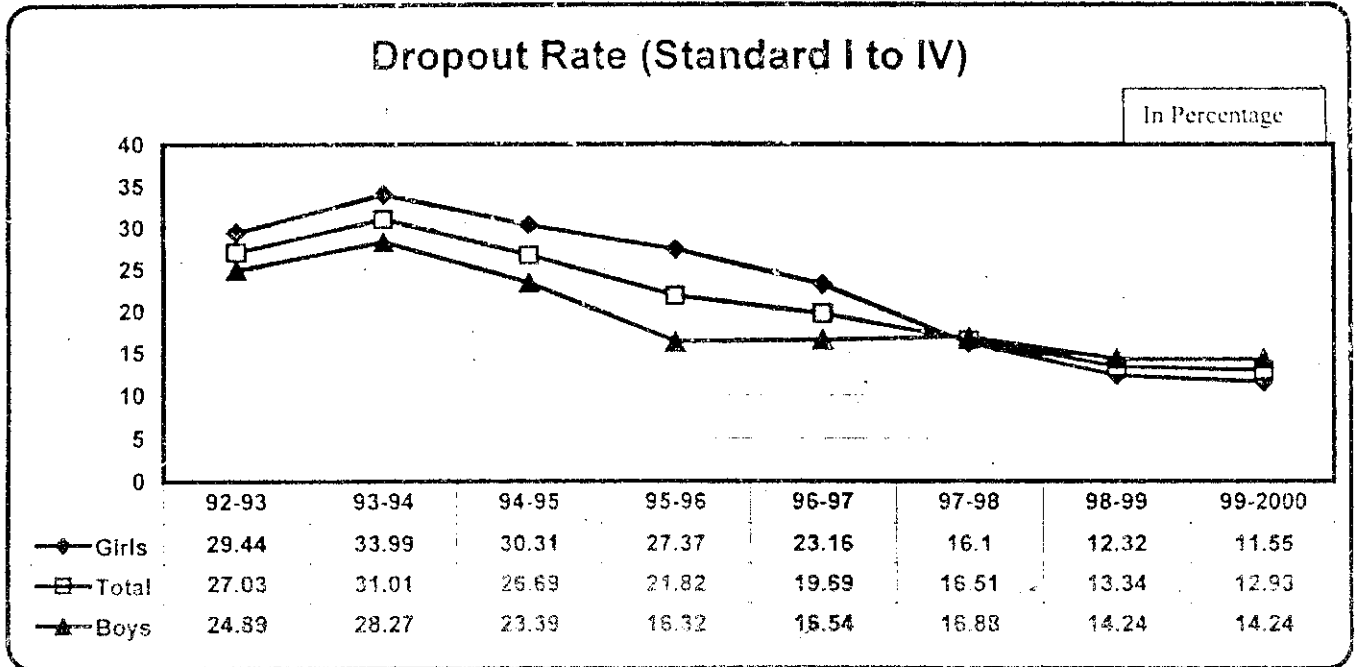
Sl. No	Scheme	No. of Beneficiaries	Amount Spent in Rupees
1	Free Uniforms	36.11 lakhs	2800.00 lakhs
2	Free Text Books	46.00 lakhs	1200.00 lakhs
3	Free School Bags	1.88 lakhs	250.00 lakhs
4	National Program of Nutritional Support to Primary Education(MMS)	46.29 lakhs	Grains are being given free of cost by Govt. of India.

* But it is noticed that these incentives do not fully reach the target groups in time, which has reduced their effectiveness. Detailed studies should be started to measure the efficiency and effectiveness of these incentive schemes in reaching the intended beneficiaries, especially the socially and economically disadvantaged. This will help in identifying measures for improvement in the design and delivery of these schemes.

1 As on 31-3-2005 26745 LPS
26716 LPS -
53461 Total
2. 31-3-2005 88.28 Lakhs.

3) Retention -dropout:

The dropout rates both in I to IV Standards and I to VIIth standards have shown a declining trend over the years. This is shown in the graph below.



The Human Development Index Report 1999 points out that one million children are still out of school and as per the above table 35.99 percent of children who enroll in class I do not complete class VII. Most out-of-school children are engaged in some form or the other of economic activity or in looking after the younger children at home. NSSO survey have shown that school related factors like non-functioning school, unattractive teaching, irrelevant curriculum are the major cause of children not attending school. The target group here is 2.6 million children in the age group of 6-14 who are out of school. Bangalore City alone accounts for more than one lakh out of school children. A special programme has to be formulated to bring these children in to the schooling system.

5) Achievement

Achievement of learning levels in primary schools in Karnataka are very unsatisfactory as shown by the baseline achievement level studies done under the District Primary Education Programme. According to these the average number of correct responses (mean) of children in Class II is about 50% and of children in Class IV is about 35%. Such findings recur in other studies also and point to the need for urgent action to improve the quality of teaching learning.

District Primary Education Programme (DPEP)

The DPEP is an important intervention to provide primary education to all children in selected low female literacy districts. The successful interventions in the DPEP need to be described to consider their expansion to all districts.

DPEP covers the lower primary sector and aims at universal enrolment, enhanced quality of education and improved completion rates. A wide range of interventions have been introduced and implemented in 16 districts of the State. Considerable progress can be seen from the EMIS (Educational Management Information System) data as well as the results of the baseline and midterm survey. There is a significant improvement in the areas of access, participation, quality and capacity building. With the establishment of BRCs and CRCs (Block Resource Centre and Cluster Resource Centre), the process of providing continuous training, resource support to teachers has been systematised. The introduction of activity based textbooks helped in creating proper environment for child centered teaching learning process. With wide range of efforts including organising of awareness campaigns, micro planning, chinnara melas and VEC melas, DPEP facilitated the process of community mobilisation and ownership on school management. The positive intervention initiated in DPEP districts are required to be extended to non DPEP districts in achieving the goal of Primary Education for all in a specific time frame.

There has been considerable improvement^{1.} in the enrolment of children in DPEP districts vide the table below. (Figures in lakhs)

Percentage increase in enrolment in DPEP districts compared to State total

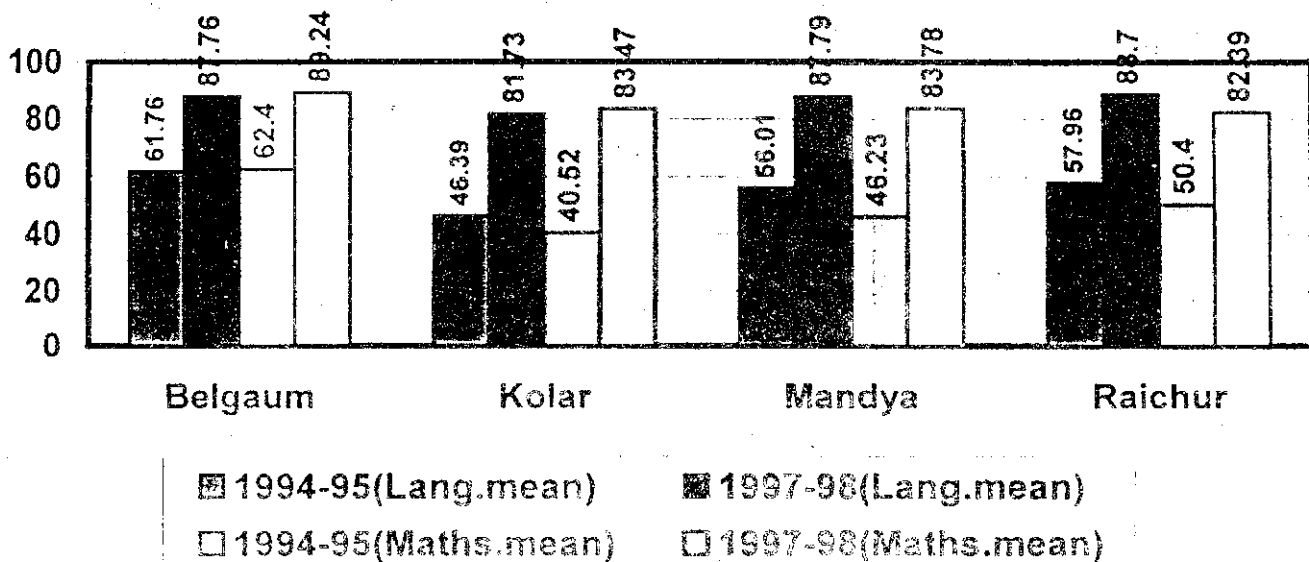
Area	Year	Base	1999-2000	Percentage increase
DPEP-I dts.	1995-96	10.50	12.08	15.05%
DPEP-II dts.	1996-97	17.19	21.92	27.52%
State Total	1995-96	53.54	55.68	4%

The opening of BRCs and CRC centres and the orientation training given to Primary School teachers has resulted in the raising of achievement levels of children. There is gradual improvement in the language learning and mathematics of II and IV Std. children from the year 1994-95 to 1997-98. This is evident from the following analysis.
Vide Annexure VII and Annexure VIII.

1 Historically, without ANY INTERVENTION, there is an annual increase of 3-4% in enrolment. This claim, therefore seems to be a mere statistic only.

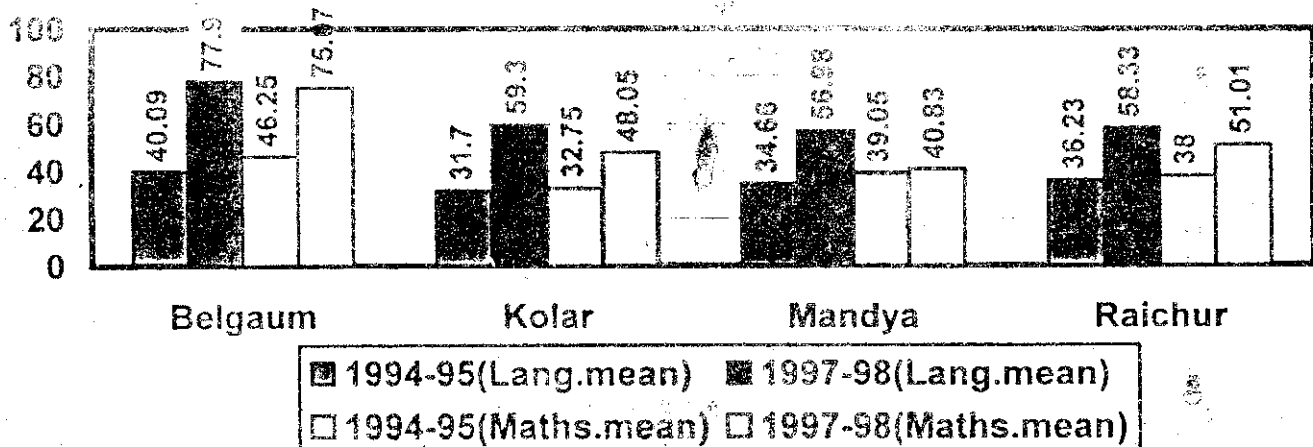
Language & Mathematics Mean - II Standard

Learning Achievement Levels - Average number of correct answers



Language & Mathematics Mean - IV Standard

Learning Achievement Levels - Average number of correct answers



* Sources: - Midterm Assessment Survey
An appraisal of studies Achievement.
DPEP-CRG NCERT, New Delhi - October 1998.

Nali Kali (H.D.Kote Experiment)

“The Nali Kali approach to learning began in 1995 with UNICEF assistance when a group of 15 teachers from Heggada Devana Kote (HD Kote), a remote tribal block in Mysore district of Karnataka, visited the rural schools run by the Rishi Valley Rural Education Centre in Madanapalli in Andhra Pradesh. Inspired by the principles of pedagogy, which are entirely based on child centred, activity based learning, this group of teachers set into motion the processes for adapting the pedagogy to their own situation in HD Kote. Drawing on their own experience of classroom transaction, the teachers

- (a) reviewed the learning units,
- (b) broke them into small and manageable units,
- (c) sequenced the learning units into comprehensive learning ladder,
- (d) developed activities for each learning unit which facilitated readiness for learning, instruction, reinforcement and evaluation,
- (e) evolved a more equal and democratic classroom management system which is not based on the child's gender, caste, age or ability, but on the nature of the activity taken up by the child, and
- (f) developed an evaluation system which is non threatening, continuous and comprehensive.

The learning ladder is inclusive of activities that facilitate art and craftwork, puppet shows, story telling, shadow plays, etc. The learning ladder has pictorial symbols dog for flash cards, giraffe for word games, beetle for song, dancer for action rhymes, etc. which enable the child to independently trace his/her progress in the learning ladder and choose his/her activities for the day. As the child completes an activity, she/he also plots her/his progress on the progress chart pasted on the wall.

* The Nali Kali approach is unique and precious, because it is entirely primary school teacher created. The original group of 15 teachers has grown over the years. Today, there are as many as 192 teachers in Mysore district who have been empowered to function as resource persons. With their support, the experience of HD Kote is being expanded under DPEP. In 1998-99 the system was expanded to six blocks in Mysore district. In 1999-2000 it has been expanded to one block each of DPEP Phase-I districts. Further the programme is being expanded to one more block in Phase-I DPEP districts and one cluster each in Phase-II DPEP districts during 2000-2001. This approach offers a solution to the problem of multi-grade teaching that is common in most Govt. schools and is especially attractive to learners. Hence this approach may be consolidated and expanded.

Block Resource Centres

In order to provide adequate inservice training and resource support to primary school teachers, Block Resource Centres have been established under DPEP. These are the new structures created with full time faculty of 6 members, one co-ordinator (Group-B) and 5 Resource Persons (3 from Primary and 2 from Secondary)

Cluster Resource Centres

Cluster Resource Centres have been established at the rate of one per 10-15 schools and 40-50 teachers. One full time co-ordinator in the cadre of primary school teacher is appointed to each CRC. The CRC Co-ordinator organises monthly interactive meetings of primary school teachers at the Cluster and visits schools to provide academic support.

The same system needs to be extended to non-DPEP districts also.

Child Labour

The 1991 census reveals that 9.76 lakhs child workers are employed in the unorganised sector of labour in Karnataka. Providing compulsory education upto the age of 14 years and targeting of child labour families for poverty elimination should be one of the priority sectors of the Government. A draft policy paper of the Department of Labour also highlights the fact that community participation should be the main plank for achieving the goal of free and compulsory education without the stigma of any child labourers in the community within the next 6 years.

The following action is suggested:

- A drive against employment of any child below 14 years in any kind of work.
- Minimum age for employment should be declared so as to target the sectors that are currently outside the scope of labour legislation.
- A "Back to School" Bridge Course on the lines of the Chinnara Angala for all such children to be initiated with the co-operation of all concerned departments.

Further Action Points for Providing Primary Education to All Children

The following further points are proposed as necessary to provide primary education to all children

1. Establish and empower School Development and monitoring committees, Gram Panchayat Education Committees and Education Committees of Taluka Panchayat Samitis and decentralise functions.
 2. Enrolment Drive should be taken up in each habitation during the entire month of June.
 3. The Drive must consist of prabhatpheris and kalajathas, with procession of teachers, local panchayat members and students and visit the houses of all enumerated children. Incentives should be provided to panchayats who attain hundred percent enrolment.
 4. The Gram Panchayats having high dropout rates may be provided special financial assistance to take up special drives to reduce dropout.
 5. All incentives such as free-uniforms, free textbooks and free school bags should be made available to the children well in time. It may be helpful if it is done in a function organised for this purpose in each school.
 - ★ 6. Special schools/NFE centres with staggered timings may be started for working children.
 7. The school should be treated as a unit of planning and development. Village specific problems relating to enrolment, retention and attainment of children, mobilisation of resources for all curricular and co-curricular activities should constitute the plan.
 8. The Government has already decentralised the power to fix school timings and school calendar to the Zilla Panchayats. This can further be decentralised to the Taluka Panchayats.
 9. Though control and development of education is the responsibility of Zilla Panchayats and Taluk Panchayats, education is only one of their responsibilities. There is a need for an Education Committee as part of the Taluk Panchayat Samiti which will exclusively monitor the universalisation of Primary Education, capacity building of teachers and monitoring the work of school complexes etc., It can also conduct sample surveys of attainments. The constitution and functions of School Development and Monitoring Committee and Education Committee of the Taluk Panchayat Samiti are given separately.
- There is an urgent need for bringing in legislation to give teeth to the School Development and Monitoring Committee, Gram Panchayat Education Committee and Education Committee of the Taluk Panchayat Samitis.
10. The present arrangement for management of primary education in Karnataka State is not satisfactory. The Block Education officer has to look after both primary and secondary education at the taluk level. He is neither able to provide neither administrative nor academic leadership. There is need for an officer exclusively to concentrate on primary education at the taluka level. (Tamil Nadu has 2 Taluk Education Officers in each taluk to look after primary education exclusively at taluk level)

*The many
Committees
- non
functional.*

11. Notwithstanding the tremendous progress already made in the field of primary education we find great disparities in teacher pupil ratios across districts.

Bangalore Division.

1) Bangalore North	36.20
2) Bangalore South	36.52
3) Bangalore Rural	26.49
4) Chitradurga	33.66
5) Davangere	35.61
6) Kolar	29.06
7) Shimoga	28.33
8) Tumkur	28.89
Division Average	<u>31.84</u>

Belgaum Division:

1) Bagalkot	42.94
2) Belgaum	41.22
3) Bijapur	43.69
4) Dharwar	49.15
5) Gadag	41.75
6) Haveri	40.06
7) Uttara Kannada	25.50
Division Average	<u>40.61</u>

Gulbarga Division:

1) Bellary	45.58
2) Bidar	35.73
3) Gulbarga	47.35
4) Koppal	49.89
5) Raichur	48.75
Division Average	<u>45.46</u>

Mysore Division:

1) Chamarajanagar	36.02
2) Chikkamagalur	24.33
3) Dakshina Kannada	37.67
4) Hassan	25.66
5) Kodagu	27.05
6) Mandya	32.77
7) Mysore	35.17
8) Udupi	35.30
Division Average	<u>31.74</u>

Hence there is urgent need for rational deployment of teachers.

12. It is necessary to move towards the goal of one room, one class, one teacher norm.
13. The 'Chinnara Angala' summer bridge course for out of school children has been started on a pilot basis in 5 blocks. This needs to be expanded to cover all low literacy blocks in the summer of 2001.
14. Akshara - a programme taken up in collaboration between the department and corporate bodies has formulated plans to bring all out of school children especially in slums of Bangalore city back to the school system in a period of three years. Similar such programmes have to be formulated in other cities of the state.
15. The department has started mobile schools to cover children who have no access to schooling facilities in slums of Bangalore City. This programme also needs to be expanded to cover children of families working in quarries and migrant labour.
16. Anganwadis are expected to provide pre-school education also. Extending timings of anganwadis to be coterminous with school timings should strengthen this function. This will help prepare children for school and also free children from sibling care to go to school.
17. Anganwadis should also be established in all villages with a population of 500 or more.
18. Instead of giving food grains, cooked midday meals should be given at least in backward districts

Hence the immediate goals in enrolment should be:

- 1) Enroll all children in the 6 to 10 age groups to schools.
- 2) Ensure that all children who are enrolled in schools are retained for full four years.

THE CHALLENGE AHEAD

Provisioning of Teachers

- ✓ • Increase in enrollment and reduction in dropouts needs provision of additional teachers.
- ✓ • Replacement of retiring teachers must take place regularly. Atleast 10000 vacant primary teacher posts need to be filled up immediately.
- ✓ • Recruitment, transfer and redeployment of teachers through computerised counseling should become part of the regular system.
- ✓ • Create a leave reserve cadre of 2 percent of total strength of teachers in each Block as not less than 50 percent of teachers are ladies and some of them may go on long periods of leave at some stages.
 - Every school must have provision for atleast classes I to IV. Ideally, there should be one teacher per class (section). However if the strength in a school with classes I to IV is 20 and above, there should be two teachers.
 - If the strength of students is less than 20 and above 10 one regular teacher and a local sahayak to be appointed by the Gram Panchayat should be provided. Grants should be provided to the GP for this purpose.
 - ✓ • If the number of children is between 0 to 9, a local teacher may be appointed by the Gram Panchayat on honorarium basis of Rs. 1500/- for which the GP may be given grants by the Government
- ★ • The average number of students per schoolteacher with multiple class teaching should not be above 30.
 - In a school with one teacher per class (section), the maximum strength in each class (section) should normally be 30 in classes I to IV and 40 in classes (sections) V to VII. Further a class must be bifurcated, if the strength goes beyond 40 in classes I to IV and it goes beyond 50 in classes (sections) V to VII.
 - The number of teachers required should be worked out on this basis and not on the norm of pupils per teacher for the district as a whole.
- ★ • We still have 2885 single teacher schools, 736 higher primary schools having only 2 teachers and 5,634 higher primary schools having only 3 teachers. Wherever the strength of the school so demands further posts have to be sanctioned on priority, if quality of education in our primary schools has to improve.
 - Re-deploy teachers within all districts to ensure that there are no single teacher schools, remove urban-rural imbalance so that all schools move towards a uniform teacher-pupil ratio norm.
 - ✓ • Develop a computerised teacher database for operationalising a time bound system for resolving teacher grievances: timely payment of salary, sanction of annual increments, 10 yr/15yr timebound advancements, etc.,

Physical Infrastructure:

- Need to move towards immediate goal of providing one classroom per teacher norm.
- Complete 11,000 incomplete classrooms. Provide additional funding wherever necessary.
- Lack of exclusive girls' toilets is a deterrent to girls' enrolment and participation. Only 18 percent of schools have girls' toilets and 64 percent of schools have drinking water facility. Improvement of these facilities should be on a time bound framework

Non formal education.

- Formal school network is fairly widespread, but no serious thought given to non-formal / alternate education system in Karnataka.
- Formal school system cannot take care of the needs of all children
- Need to study, understand adapt/ replicate the implementation of sufficiently large-scale non-formal systems in other states.

Community Mobilisation

- Community mobilisation efforts need to be sustained over a long period of time for critical change in conventional attitudes towards schooling, especially girls and SC/ST children.
- Community participation should be ensured through proper utilisation of existing structures – the Gram Sabha, the Gram Panchayats and Taluk Panchayat samitis.
- New techniques of community mobilisation – include Kala jathas, chinnara melas, VEC melas and micro planning to be used extensively.
- Extend DPEP interventions to non-DPEP districts.

Adoption Programmes

- Individual school adoption programme should be encouraged in order to improve facilities in schools. Since 90 percent of states' education budget is spent on salaries it is all the more necessary to invite private initiatives for improvement of existing infrastructure in our schools.
- Big corporates should be encouraged to adopt backward districts for total/partial interventions in various programmes of the Government.
- Instead of giving food grains, cooked food should be served to children with the active co-operation of the local community atleast in the lowest literacy districts.

Reforming Management Structure

- Present inspectorial system has to be replaced with a more teacher and child friendly system
- Separate officers to look after exclusively primary education in every taluk.
- Each Taluk has to be considered a separate unit for preparing projects to support existing programmes and to undertake new programmes towards achieving the goals of realisation of Education for All.
- Undertake academic reforms on the lines of "Nali-Kali" in other districts. Consolidate and expand Nali Kali in DPEP and in non-DPEP districts.

Academic Reforms

- Strengthen pedagogical inputs for teachers with support from DSERT and DPEP through improved curriculum, teaching learning materials, training and evaluation systems.
- Reformation of TCH curriculum with provision for one year internship for trainees
- Starting of entrance test with appropriate weightage for recruiting of primary teachers to ensure entry of better and well equipped teachers
- School Complexes to be developed to bridge the gap between the primary and high school system and also to provide the required academic and resource support to higher primary teachers.

Regular Recruitment of Primary Teachers

The task force in Education has been working on the issue of "Primary Education for all children in the group 6-14". While formulating recommendations, the task force is confronted with a situation where a large number of primary school teachers posts have remained unfilled due to various reasons.

One of the reasons is the ban on recruitment in the context of Court decisions on rural weightage. It is noted that an Enquiry Commission has been set up by Govt. to look into the rural weightage issue as judicial pronouncements have nullified the rural weightage that was given by Government.

Keeping in view the importance of making recruitment expeditiously so that during the next academic session, substantial progress is made to ensure that all children of school going age are enrolled, it is necessary to relax this ban on recruitment immediately.

It is also suggested that twenty percent of post may be kept vacant to meet any eventuality

Community Participation:

Community participation should be ensured through proper utilisation of existing structures – the Gram Sabha, the Gram Panchayat and the Taluka Panchayat Samitis.

Concept of “Community Ownership” of the schools should be developed in order to ensure effective participation of the community. Though the functions and powers of the village education committees are well defined the VEC has no statutory powers under the Panchayat Raj Act. Besides one VEC constituted at the village level is not able to effectively look after all schools falling within the area.

The school should be treated as a unit of planning and development. Every school should prepare a vision document – a plan of development, village specific problems relating to access, enrolment, equity in enrolment, retention, attainment of children, mobilisation of resources for classroom teaching organisation of classroom activities can constitute the plan.

Therefore there is need for a body called school management committee at the school level itself.

A. School Development and Monitoring Committee (S.D.M.C)

All the parents of the children of that school shall form the general body of that S. D.M.C. (which in effect is a part of Gram Sabha itself)

The General Body shall elect the President of the S.D.M.C. The Head Master of the School (which may be a Lower Primary, Higher Primary or High School) shall be Secretary cum treasurer.

There shall be 11 members including Chairman and secretary, out of which 5 shall be women and not less than 3 members belonging to SC/ST categories. The School Development and Monitoring Committee may have different core groups for planning, supervision of civil works, supervision of day to day affairs, etc., A member of one S.D.M.C cannot be a member of another S.D.M.C., though his children may be studying in both the schools. The tenure of members of the S.D.M.C. shall be 2 years. The member ceases to be a member as soon as his/her child leaves the school on completion of the school.

The S.D.M.C will thus legitimize wider and direct participation of the Community and the management system of the schools will be made more accountable. Participation of the parents who are the real stakeholders will enable optimisation of utilisation of the resources meant for the school. In urban areas also, School Development & monitoring Committees should be constituted on the same lines as in rural areas.

Powers and functions of S.D.M.C's:

The SDMC should meet monthly. The following powers & responsibilities may be entrusted to the SDMC.

1. Monitoring the functioning of the school, the attendance of teachers etc.,
2. Sanction of casual leaves to headmaster of higher primary schools and of lower primary schools.
3. Creating awareness among parents so that they send their children regularly to the school-Monthly meeting of parents may be convened to achieve this.
4. S.D.M.C. should actively lead the enrolment drives to bring the out of school children to the school.
5. S.D.M.C should ensure the safety and security of school premises and building from encroachment and vandalism.
6. Funds earmarked for school repairs should directly go to SMC for taking up actual repairs.
7. S.D.M.C should ensure running of the school as per school calendar.
8. S.D.M.C. should hold general body atleast twice a year and meetings atleast twice a month.
9. S.D.M.C can open a bank account and should be given powers to collect donations and use it for the betterment of the schools.
- 10.S.D.M.C. to monitor the progress of every child and make arrangements for periodical medical checkups of all children of the school.

- 11.S.D.M.C. will monitor quick and equitable disbursement of incentives provided by the state-uniforms, textbooks, school bags, mid-day meals etc.
- 12.S.D.M.C. can organise cultural activities, sports competitions, and educational visits etc.,
- 13.S.D.M.C. to oversee the capacity building of teachers when orientation programmes are conducted at various levels.
- 14.S.D.M.C should be empowered to write off unserviceable articles worth Rs.500/- at a time and Rs. 1000 per year.
- 15.S.D.M.C can also take up improvement of infrastructure of the school, providing separate toilets for boys and girls, drinking water facilities, fencing of the premises- by raising funds, tapping potential donors etc.,

(B) Gram Panchayat Education Committee:

At the Gram Panchayat level there should be an Education Committee.

Constitution and functions of the committee may be as follows:

Gram Panchayat Education Committee may consist of 11 members headed by the Gram Panchayat Chairman. The Committee may consist of 5 members from amongst women and at least 3 members belonging to SC/ST Categories. The Head masters of all schools coming under the Gram Panchayat will be ex-officio members of the committee and the senior most headmaster will be the member secretary.

The functions of the Education Committee will be:

- (1) Monitoring of the performance of all the schools and teachers under the Gram Panchayat
- (2) Ensure all the children in the Gram Panchayat to get primary education upto class 7
- (3) Ensure cent percent enrolment and attendance in all the schools and ensure regular attendance of all teachers.
- (4) Ensure timely completion of repairs and civil works.
- (5) Ensure proper and timely implementation of all incentive schemes.
- (6) The Gram Panchayat Education Committee shall meet at least twice a month.
- (7) The School Development Management Committees will work under the overall guidance of the Gram Panchayat Education Committee.

C. Education Committee of Taluk Panchayat Samiti

At present the Block Education Office is the weakest link in the Education system in the State. Theoretically both the administrative and academic leadership is the responsibility of the Block Education Officer. But s/he has not been able to do full justice to both the tasks because of a number of reasons – the most important reason being that s/he has to look after the establishment and monitoring of a large number of schools and teachers both at primary and secondary levels in the block.

The present education system can be made more effective if the B.E.O is given the support of a powerful body that can give him proper guidance and direction to achieve the immediate goals of primary education.

The Education Committee of the Taluk Panchayat Samiti may consist of 11 members.

(1) Chairman, Taluk Panchayat Samiti	Chairman
(2) One Head Master of High schools	Member
(3) Two Head Masters of Primary schools	Members
(4) One leading NGO working in the area	Member
(5) Two women members of the Panchayat	Members
(6) Two members of the Panchayat belonging to SC/ST	Members
(7) Block Education Officer	Member secretary.

The functions of the Education Committee may be stated as follows: -

- (1) Ensure monitoring of academic activities in all the schools in the taluk.
- (2) Promote community mobilisation to improve infrastructure of schools in the taluk.
- (3) Encourage the creation, strengthening and monitoring of school complexes which will be the catalysts for improving of academic standards.
- (4) Monitoring of inservice training programmes of teachers both in content and methodology arranged by both BRCs and CRCs.
- (5) Monitoring of innovative methods and techniques to suit the local needs of the area.
- (6) Encouraging school adoption programmes by individuals, NGOs and corporate bodies.
- (7) The Education Committees may be allowed to raise funds locally and help take up academic activities like:
 - (a) Conduct of special enrolment drives in villages where dropout rate is high.
 - (b) Arranging conduct of bridge courses for out of school children and dropouts.
 - (c) Promote conduct of Taluk level competitions in Music, Drawing, Drama, Sports and other cultural activities that help in improving the personality of the child.

(8) It can also ensure the conducting sample surveys of attainments of children and monitor the work of school complexes.

(9) The Education Committee would ensure that funds earmarked for Primary Education by the Taluk Panchayat Samiti, DPEP, state and central schemes is used with maximum effectiveness to ensure primary education for all children in the block.

Study of Incentive Schemes:

In order to achieve the objective of universalisation it is necessary to periodically assess the effectiveness of the existing programmes and incentive schemes. An external study is required to be done. The report of such a study will help to assess the existing programmes, activities and processes, improve upon the existing ones besides evolving new ones either as alternatives or complementary to the existing programmes.

The incentives which are already available have to be streamlined by making them more effective by ensuring that the total system of incentives becomes extremely effective both in terms of cost as well as availability to children on time besides being used as effective instruments to ensure improvement of enrolment and attendance and prevention of dropouts. If a scientific study is undertaken we may find differences regarding appropriateness of each one of them in different areas of the state as well as different classes of people.

Management & Co-ordination:

a) In order to make the monitoring, management and co-ordination effective, it is necessary that the Block Education Officer is not only made responsible to assist each school to plan a programme for universalisation but also provides the required academic support in helping the teachers and securing outside support to realise the objectives with which the programme is launched.

b) Towards this end he should be made responsible to secure the services of DIETS to provide academic support to teachers besides planning and executing academic progress and activities that would help him to retain the children in the school as well as achieving the minimum levels of learning as contemplated.

c) Target setting and continuous evaluation of individual schools being the focal points should be made the responsibility of the Block Education Officer.

d) The Block Education Officer should also develop and strengthen school complexes which will help in effective utilisation of expertise available in high schools for training primary teachers and academic supervision.

e) Another aspect which may require special attention relates to utilisation of the very good work done by DIETS and the Heggadadevanakote experiment wherein considerable body of material have been developed which can be extremely useful as instructional material for teachers as well as activities to be planned and executed for children.

f) The involvement of local panchayats, women, including mothers of school children and the Non-Government Organisations at the local level should be obtained in implementing the programmes and activities planned by the school to achieve hundred percent enrolment, regular attendance and prevention of dropouts. The Block Education Officer and the Chief Executive Officer of the Zilla Panchayat should develop the school as the focal point, with assurance of support.

g) One of the targets which should be very clearly spelt out, so that once a child is admitted to Class I, if the institution has classes from I to IV, the institution must retain the children until she/he completes class IV with a minimum learning level. If the institution has classes from I to VII the school should set a target for itself to ensure that every child completes the class VII in an uninterrupted manner

Conclusion

It is necessary that the State Government takes up the policy initiatives suggested above to quicken the pace of progress for achieving universalisation of elementary education.

ANNEXURE-I

ENROLMENT 1999-2000

Enrolment	Target	Achievement	Percentage
I to IV	61.23 lakhs	55.68 lakhs	90.93
V to VII	32.42 lakhs	31.04 lakhs	95.74

ANNEXURE-II

Basic educational statistics

ENROLMENT

	92-93	93-94	94-95	95-96	96-97	97-98	98-99	99-2000
Enrolment I-IV	51.39	52.66	53.57	53.54	55.44	54.13	54.45	55.68
Enrolment V-VII	23.51	24.67	24.94	26.13	26.70	28.09	29.29	31.04
Total Enrolment I-VII	74.90	77.33	78.51	79.69	82.14	82.22	83.74	86.72

ANNEXURE-III

NO. OF SCHOOLS

	92-93	93-94	94-95	95-96	96-97	97-98	98-99	99-2000
No. of Lower Primary Schools	23,383	22,678	22,768	23,447	24,671	23,116	23,226	22,342
No. of Higher Primary schools	17,157	18,916	18,916	19,032	20,345	23,859	24,909	26,374
Total Primary Schools	40,540	41,594	41,684	42,479	45,016	46,975	48,135	48,716

ANNEXURE-IV

NO. OF TEACHERS

	92-93	93-94	94-95	95-96	96-97	97-98	98-99	99-2000
Primary School Teachers working	1.43	1.43	1.48	1.68	1.83	1.91	2.04	2.10
Teachers recruited	6,811	6,812	16,863	8,527	17,997	31,010	-	10,334

ANNEXURE-V
DROP OUT RATE (I TO IV) FROM 1992-93 TO 1999-2000
IN PRIMARY SCHOOLS.

(Figures in Percentage)

ENROLMENT	STANDARD I TO IV		
	Boys	Girls	Total
1992-93	24.89	29.44	27.03
1993-94	28.27	33.99	31.01
1994-95	23.39	30.31	26.69
1995-96	16.82	27.37	21.82
1996-97	16.54	23.16	19.69
1997-98	16.88	16.10	16.51
1998-99	14.24	12.32	13.34
1999-2000	14.24	11.55	12.93

ANNEXURE-VI
DROP OUT RATE (I TO VII) FROM 1992-93 TO 1999-2000
IN PRIMARY SCHOOLS.

(Figures in Percentage)

ENROLMENT	STANDARD I TO VII		
	Boys	Girls	Total
1992-93	43.84	54.22	48.71
1993-94	50.38	55.36	52.76
1994-95	47.14	51.13	49.05
1995-96	49.41	53.18	51.39
1996-97	45.65	48.00	46.81
1997-98	41.34	46.28	43.71
1998-99	38.68	43.27	40.83
1999-2000	34.59	37.54	35.99

ANNEXURE-VII

BASE LINE AND MIDTERM ASSESSMENT SURVEY OF ACHIEVEMENT LEVEL IN DPEP PHASE-I DISTRICTS

II Standard

Language Mean:

	Belgaum	Kolar	Mandya	Raichur
1994-95	61.76	46.39	56.01	57.96
1997-98	87.76	81.73	87.79	88.70
Impact of DPEP	26.00	35.34	31.78	30.74

Mathematics Mean:

	Belgaum	Kolar	Mandya	Raichur
1994-95	62.40	40.52	46.23	50.40
1997-98	89.24	83.47	83.78	82.39
Impact of DPEP	26.84	42.95	37.55	31.99

Sources: - Midterm Assessment Survey. An appraisal of studies Achievement. DPEP-CRG NCERT, New Delhi -October 1998.

ANNEXURE-VIII

BASE LINE AND MIDTERM ASSESSMENT SURVEY OF ACHIEVEMENT LEVEL IN DPEP PHASE-I DISTRICTS

IV Standard

Language Mean:

	Belgaum	Kolar	Mandya	Raichur
1994-95	40.09	31.70	34.66	36.23
1997-98	77.90	59.30	56.98	58.33
Impact of DPEP	37.81	27.60	22.32	22.10

Mathematics Mean:

	Belgaum	Kolar	Mandya	Raichur
1994-95	46.25	32.75	39.05	38.00
1997-98	75.07	48.05	40.83	51.01
Impact of DPEP	28.82	15.30	1.78	13.01