

The Right to Education Bill

The way forward?

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The Bill in a nutshell

- A child will have a neighborhood school that has infrastructure and teachers as prescribed ... if a private school does not conform, it will be shut down.
- Only trained teachers will be appointed and they will be assigned to a specific school. Not transferable. Paid minimum Rs. 6,000 and increasing by 10% every year.
- Specific child entitlements
- School management committee is the centerpiece of the implementation with responsibilities to plan, budget, monitor, spend, and account.

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What should NAC focus on?

- Realization of the promise of stage-wise increase in education spending to 6% GDP level.
- Result and outcome oriented systems at all levels.
- Reforms in the school system as an integral part of the new law-making process.
- Education Commission

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Analysis and issues arising out of the Bill

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Increase in expenditure

- Without planned preparation to provide more for education, progress in education will stall again and again.
- NCMP states that expenditure on education will be increased to 6% GDP in stages. (does that imply within the tenure of the UPA Government)
 - Elementary education needs more money, even if not additional Rs. 50,000 cr annually
 - Success of SSA will increase demand for secondary education
 - Vocational education
 - Higher education
- The Government and the Parliament have to pay attention to HOW the increase can happen and where to make cuts.

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Projected additional expenses

Sl. No.	Broad Category of Items	Scenario 1 (A)		Scenario 1 (B)		Scenario 2 (A)		Scenario 2 (B)	
		Rs.	Cr	Rs.	Cr	Rs.	Cr	Rs.	Cr
1	Teacher salary, excluding salary of DIET, BRC and CRC	178727	41%	138106	35%	110093	32%	86451	27%
2	Civil Work	72542	17%	72542	18%	57372	17%	57372	18%
3	School Equipments and Grants, including Grants to SMC	32938	8%	32938	8%	32928	10%	32928	10%
4	Teacher Grants and Support Material	768	0.2%	768	0.2%	488	0.1%	488	0.2%
5	Mainstreaming Out-of-school Children	16831	4%	16831	4%	16831	5%	16831	5%
6	Integrated Education for the Disabled	31922	7%	31922	8%	31922	9%	31922	10%
7	Incentives/entitlements under 'free education' to Children	61164	14%	61164	16%	61164	18%	61164	19%
8	In-service Training and Provisions for Quality Improvement	8816	2%	8816	2%	7962	2%	7962	2%
9	Teacher Training Facilities (Non DIET)	2000	0%	2000	1%	2000	1%	2000	1%
10	Management Cost (includes NEEC)	18645	4%	16208	4%	14458	4%	13040	4%
11	Cost of Inflation	12106	3%	12013	3%	11081	3%	11039	3%
	GRAND TOTAL	436459	100%	393307	100%	346299	100%	321196	100%

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Infrastructure cost Rs. 9,570 cr/yr

Additional Schooling Facilities and Civil Works	- For every additional teacher, the provision of an additional classroom has been made. - All existing and additional schools have been provided head teacher/store room - Drinking water and toilets have been provided to the estimated number of existing schools (based DISE on data) and all new schools. - After considering the number of Anganwadis (180000) operating in the school or close to the school, primary schools have been given pre-primary facility. - Based on the DISE data, the number of schools having no pucca building has been provided at least two classrooms - Existing schools (3 lakh primary and 2 lakh UP schools) are to be provided one time grants @ Rs. 20,000/- per school to upgrade their facilities, so that all schools will be at the same level of facilities as per the Schedule	@ Rs. 1.5 lakh per additional classroom @ Rs. 1.5 lakh per office-cum-store-cum head teachers' room @ Rs. 1.5 lakh per pre-school classroom @ Rs. 20000/- for drinking water facility and 15000 for toilet (including girls' toilet) facility in schools @ Rs. 3 lakh per school having no pucca building for construction of two classrooms @ Rs. 20,000/- per school (one-time grant) to upgrade the school furniture and equipment
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Can some of the components be provided from other resources? SSA projects meeting current need for additional classrooms being met with about Rs. 9,000 cr until 2007. The six-year projection is for nearly 17 lac additional classrooms. What if 'unrecognized' schools are recognized and brought under monitoring? In Punjab, nearly 29% children go to private (unrecognized) schools.

Teachers Rs. 14,000 cr/yr

Additional Teachers	- In scenario 1 (A) and (B), PTR = 35 has been taken to estimate additional teachers - In scenario 2 (A) and (B), PTR = 40 has been taken to estimate additional teachers - For every additional pre-school to be opened, one teacher is to be provided - Part-time art, health, physical and work education instructors are to be provided in upper primary schools (3 part-time instructors for three schools)	- Salary of non-graduate trained teacher @ Rs. 7965/- per month with an increase of Rs. 800/- per annum (KVS pay scale of non-graduate trained teacher) and state level average salary @ Rs. 6000/- per month plus an increase of Rs.600/- every year - Part-time art, health, physical and work education instructor has been provided to UP schools @ Rs. 3000/- per month as honorarium. - Honorarium of Pre-school instructor @ Rs. 4000/- per month.
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Currently new teachers are being recruited in most states on 2-3 yr contractual terms. Salaries are around Rs. 3,000. Those appointed with SSA funds are paid by the Panchayat.

School equipment and grants

Rs. 5,471 cr/yr

School Equipment and Grants including grants to SMC	1. All schools are to be provided equipment/ furniture. 2. All UP schools are to be provided computers. 3. All primary schools (existing and new) and all UP teachers are to be provided a set of workbook/textbooks (5 sets for primary and one set to each UP school teacher) 4. All primary schools are to be provided Kitchen facility. 5. All primary schools are to be provided utensils for Mid-Day Meals 6. All pre-school classes are to be provided one-time grants for buying teaching-learning materials and equipments 7. All schools are to be provided grants every year for sports and co-curricular activities 8. All SMCs are to be provided annual grants 9. All schools are to be provided annual grants for maintenance of infrastructure and equipment 10. All schools are to be provided annual grant for community based monitoring, research and evaluation	1. Furniture and equipment @ Rs. 10000/- per primary school and Rs. 50000/- per UP school 2. Computers @ Rs. 30,000/- per UP school. 3. Textbooks @ Rs. 1500/- per primary school and Rs. 500/- per UP schoolteacher. 4. Kitchen facility @ Rs 15000/- primary school 5. Utensils @ Rs. 10000/- per primary school 6. Teaching-learning material and equipment in pre-school classes @ Rs. 5000/- per class (one-time grant) 7. Grants for sports and co-curricular activities @ Rs. 500/- per school per annum 8. Grants to SMC @ Rs. 1500/- per SMC per annum 9. Annual maintenance grant @ Rs. 10000/- per primary school and Rs. 12000/- per upper primary school 10. Monitoring, research and evaluation grant @ Rs. 1500/- per school per annum
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To the child Rs. 10,194 cr/yr

Incentives/entitlements under 'free education'	1. 75% of students are to be provided free textbooks, workbooks, notebooks and stationery 2. 50 % of all children are to be provided two sets of school uniforms	1. Free textbooks, etc. @ Rs. 300/- per primary school student per annum; Rs. 500/- per UP school student per annum 2. Free uniforms @ Rs. 200/- per child per annum
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Disabled child- Rs. 5,300 cr/yr

Integrated education for the disabled	1. Children with special needs are to be given education in the regular schools. (2.7 % of all children) 2. Children with severe disability are to be provided home based schooling (0.3 % of children)	1. Education of children with special needs in regular schools @ Rs. 2000/- per child per annum (Rs. 1200/- per annum per child in 2006-07) 2. Children with severe disability @ Rs. 5000/- per child per annum including teacher cost
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Reforming the system is the key to
planned efficient and effective
expenditure.

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How to finance?

- Economic capacity of the State will lag behind growing aspirations and needs at least for some time.
- Union Government should provide uniform per-child assistance that is "necessary and possible under economic constraints" and commit to raising the minimum in a planned manner. States will add their per-child contribution in a similar manner as per a formula.
- No fees of any kind but... Schools should be free to raise resources on their own through community contribution, donor contribution, and so on. All schools, districts, or states, cannot be held at the minimum that the state can provide, communities should be free to advance beyond the minimum.
- Providing for the necessary infrastructure- starting with the minimum- should be the responsibility of the state.

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Plan reform, capacity building, and social inputs

- The state machinery today is centralized, bureaucratic, command-control-based and weak in its capacities. Cannot deliver good quality even in advanced states.
- Will more of the same work? Reform and capacity building are both necessary before we commit large sums of money.
- Social inputs are necessary to ensure that local communities take charge and also contribute in cash/ kind to improve their school. By saying that everything will be provided by the government, are we making them more dependent?
- Social inputs are necessary for all developmental schemes, education often unites people around a common agenda.

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Key reform?

If education has to be child-centric,
the system has to be school-centric.

The draft Bill proposes School
Management Committee.

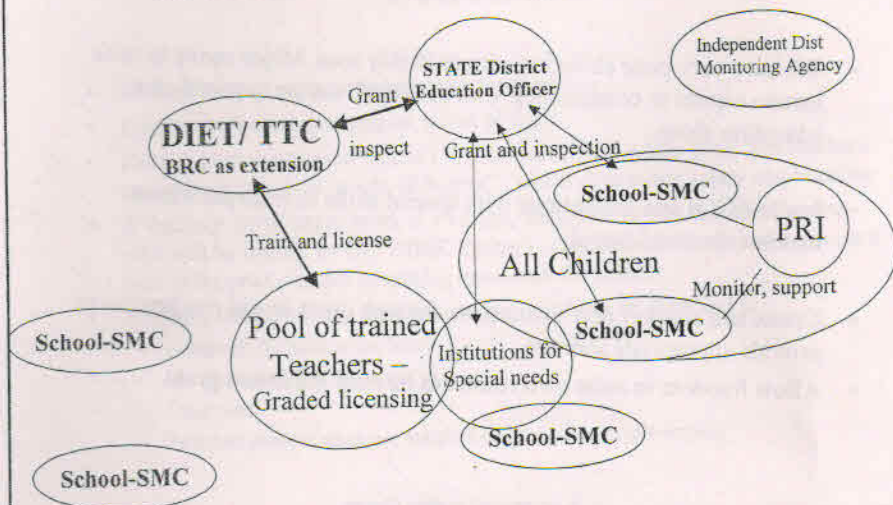
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When does a school work well?

- Works as an autonomous unit focused on its students
- Good Head-teacher- good person, 'management' skills, knows 'education, empowered to act by the management
- Has support of the community and parents
- Cooperation of teachers
- Is aware of serious regular monitoring/ inspection of defined parameters
- Today:
 - Head-teachers are appointed by promotion and not by qualification
 - Made to run around by officers. Under pressure for non-school departmental work, which he passes on to other teachers.
 - Village schools often have two-three teachers are too small to have head-teachers- no administrative support.

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A system of autonomous bodies at district level; with specific functions



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School Management Committee logic has to be extended

- All schools, which agree to form SMC, and take on responsibilities as prescribed, to function as "aided schools" based on a per-child uniform minimum grant from government. The SMC-PRI will justify the existence of the school.
- SMC should be free to raise more resources – cash and kind-without charging fees. Make contributions to SMC 100% tax deductible and allow foreign grants/donations free of FCRA.
- All such schools should be provided infrastructure or right over current infrastructure. Plan and requirement of infrastructure to be verified against child population by local authority- held responsible.
- The SMC will select and appoint teachers and Head-teachers licensed by the DIET or another authorized agency – implement in stages
- Clusters of schools could share a team of school management assistants based in the current Cluster Resource Center/ School.

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Institutions for special needs

- We have very poor skilled resources in this area. Major move to raise human capital in combination with the health sector required- not education alone.
- Invite NGOs and institutions with special skills to train personnel nationwide- need-based.
- Create and support new institutions through grant-in-aid mechanism to provide appropriate services.
- Allow freedom to raise own resources beyond minimum grant.

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District Education Training Institute (DIET)

- Like the School Management Committee, the DIET organization (include Block Resource Centers) should be under a registered society run by members of the District Community and helpful citizens.
- Minimum government grant on application and revenue from SMC for training.
- Allowed to raise own resources. 100% tax deductible donations and foreign grants/donations free of FCRA.
- Performance to be monitored independently.

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Teachers

- Reform in stages as new teachers are employed.
- Districts to license teachers on behalf of State.
- District pool maintained (about 110% of need) from which SMC hire teachers on contract based on "grade of license", which determines salary and benefits.
- If teachers unwilling to work at a village, SMC free to hire untrained person who will be trained by DIET/BRC through various mechanisms and becomes a part of the pool. Burden of getting license on the teacher.
- Teachers who are in the pool but not employed can be absorbed to
 - Substitute for teachers on leave
 - Do non-school but education work
 - Other jobs
 - Paid part retainer when not assigned tasks and free to self-employ.

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Independent Monitoring Agency

- Work as extension of the Elementary Education Commission
- Local NGOs, existing institutions of higher education not in need of infrastructure should be contracted for periodic work and not given permanent tasks.
- Focus on random sampling for verification and validation of reports submitted by various agencies.
- Testing agency that is IT supported can give unlimited standard tests so that the child can practice and take the exam any number of times so that there is no pressure. These tests provide basis for state certification of completion of elementary stage.
- School performance to be rated

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Role of Information and Communication Technology

- Much of it can be revenue supported
- Cluster level nodes through the other e-governance initiatives- Bharat Nirmaan?
- Planning- Education MIS- cluster nodes link schools
- Quick monitoring
- Accounts and finance management
- Teacher training – block or cluster level facilities –self supporting.
- Testing and certification.

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Make financing simple and child-based

• Provide separately for infrastructure. Each SMC should know plan for provision of infrastructure. Need competing models to arrive at optimal expenditure on room construction. Is the current expenditure optimal?

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What is the per-child cost?

- Approximate annual expenditure of Rs. 55,000 cr for 160 million children enrolled in government and aided schools = about Rs. 3,500 per child. Of this Government of India spends Rs. 500 or so. Much of it on infrastructure.
- Spend on infrastructure creation about Rs. 15,000 cr over the next two years- but get the job done.

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Grant in-aid

- There are 20 crore children in the 6-14 age group.
- If there is one teacher for every 40 children. Annual expenditure on a group of 40 children is:

Annual cost based on entitlements of a class of 40 today						
	Units	Rs. ave	Annual total	Rs. -%	Gol Rs.	StateGov Rs
Teacher	12	9000	108000	72%	24000	84000
Teacher Training	20	200	4000	3%	2000	2000
TLM	40	400	16000	11%	4000	12000
Uniforms	40	200	8000	5%	3000	5000
other			15000	10%	8000	8000
Class of 40			151000		41000	111000
Per child			3775		1025	2775
					27%	74%
for 20 cr children in Rs cr			75500		20500	55500
Disabled children 2.7% @ Rs 2000			1080			
Severely disabled 0.3% @ 50,000			3000			
MDM assumed at Rs. 2.5 per child per day overall						
MDM*	40	900	36000	24%	14400	21600
for 20 cr children in Rs cr			148800			

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Lay down outcomes minimum measurable: for example

- All children :
 - Should be able to read, write, and do basic arithmetic by grade III/IV.
 - Should be able to write independently.
 - Should be able to understand unfamiliar texts and answer questions
 - Know basic health and sanitation measures and precautions
- Children above 11
 - Higher levels of reading, writing, science, arithmetic
 - Better understanding of health issues, especially local
 - Etc etc

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In summary, suggestions

- Create a system that is school centric- SMC is a good idea
- Only two types of schools: aided and unaided, but all recognized – do not shut down unrecognized schools.
- Provide infrastructure to all aided schools in stages
- Union government provides a per-child grant to school and state government adds- school raises more resources in cash and kind. Other costs by state with limited time support from the Union for backward states.
- Minimum measurable outcomes of education to be laid down

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