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CHAPTER – I

INTRODUCTION

1.0 Introduction

"The destiny of India is now being shaped in her classrooms." This we believe is more a rhetoric. In a world based on science and technology, it is education that determines the level of prosperity, welfare and security of the people. On the quality and number of persons coming out of our schools and colleges will depend our success in the great enterprise of national reconstruction, the principal objective of which is to raise the standard of living of our people.


1.1 Elementary Education: Global Scenario.

Over the decades the developing nations of the world have been striving to provide education to all children in the relevant age group. Despite notable efforts by these countries to ensure the right to education for all children, the following realities persist:

- More than 113 million children, of which nearly 60 percent are *girls*, are not in school.
• More than 880 billion adults are illiterate.

• Most of the adults in the developing countries have no access to the printed knowledge, new skills and technologies that could improve the quality of their lives and help them to shape and adapt to social and cultural changes.

• Many children and country's adults fail to complete basic education and many more satisfy the attendance requirements but do not acquire essential knowledge and skills.

• Teacher-Pupil- Ratio is over 1:50 in a large number of countries.

At the same time, the country faces daunting problems like mounting debt burdens, the threat of economic stagnation and decline, rapid population growth, widening economic disparities among and within nations, violent crimes, etc.. These problems constrain efforts to meet basic learning needs while lack of basic education among a significant proportion of the population prevents societies from addressing such problems with strength and purpose.

These problems have led to major setbacks in basic education in many of the developing countries. Yet, they are striving hard to attain the goal of education for all. Only this can ensure a healthier, more educated populace who can make for a more prosperous world, while simultaneously contributing to social, economic and cultural progress. Education certainly helps to improve the quality of the life of the people.
1.2 Elementary Education: Indian Scenario.

In pre-British India, informal education was the only channel to receive education. “Children and youth learnt by living and participating in activities of the home and society. It was not education for living but education through living: but there was no difference between the process of socialization and education. Gradually, as the quantum of available knowledge and the need for specialized skills began to grow, some persons begin to specialize. Later on to some extent regular forms of non formal education started. Even today, this is the only form of education received by numerous children who never enter schools”.

The kind of education system and learning processes that we expose our children to, at the Elementary school level is very important. It is here that the seed of tomorrow is sown. It is here that the character and values of the child are moulded. It is here that the citizen of tomorrow is formed. Here, in fact, that the destiny of our country is determined. Every child has dreams. Only meaningful education can help her realize the potential and the dreams. The learning that happens in the school must make a child who is thinking, learning, caring, and empathizing, is healthy and an analytical and who is empowered to make informed choices.
1.2.1 Pre-British India

Gurukula was never open to the majority of masses. About 90 percent of the population was outside the reach of Gurukula. During the Vedic period, education took a formal shape. At the end of the Vedic period, system of education developed into two mainstream institutions: A set of Elementary school system to provide instructions in three Rs – Reading, Writing and Arithmetic to the children of upper castes. The Patashalas – schools of higher learning mainly religious in character came into existence. At the end of ancient India another system of education was given birth by Muslims: Maqtabs – elementary schools, Madrasas – centre for higher learning.

1.2.2 British India

Towards the beginning of 18th century, Christian Missionaries and a few Hindu social reformers played a pioneer role in the education of the lower sections, including that of girls, while giving impetus for government enterprises in education. For about 200 years, the East India Company (EIC) did not recognize the importance of education for masses. The Woods' Educational Dispatch provided further stimulus and became the Great Charter or cornerstone of India's modern educational systems. It clearly proclaimed 'the diffusion of the improved arts, science, philosophy and literature of Europe' as the aim of education. The British education system thus took roots in India. In short, the
British Government did not really care for the mass education. In the first years of the 20th century, educational reforms became part of Independence Movement. As the National Movement grew in face, the idea that it was the duty of the state to provide free and compulsory education to all children until the age of 14 years was nationally accepted as a necessary goal of free India.

1.2.3 Post-British India

After Independence, the Constitution guaranteed to its citizens number of rights including Fundamental Rights and Directive Principles of State Policy. Universalisation of Education was a Constitutional mandate and commitment. It implied that providing free and compulsory education to all children up to the age of 14 years is a mandate. Over the years, the Central and State Governments are making efforts towards achieving the goal of UEE. Despite these efforts, the goal remains elusive. In 1964 the Government of India appointed the Education Commission (Kothari Commission) which set time frame and targets:

1. Five years of Primary Education for all children to be achieved within 10 years – 1976.

2. Seven years of Elementary Education within 20 years - 1986.

The first National Policy on Education was formed in 1968 based on the recommendations of Kothari Commission. For almost 18 years India had no education policy to implement the Constitution Directive.
The first National Policy on Education (1986) made the following unambiguous commitment:

Strenuous efforts for the provision of free and compulsory education at the elementary stage, with emphasis on equalization of educational opportunities, correction of regional imbalances and provisions for access and improvement of educational facilities, especially in the rural and backward areas. It also highlighted the need to emphasize the education of girls and spread education among backward classes. Suitable programmes should be developed to reduce the prevailing wastage and stagnation in schools and to ensure that every child who is enrolled in schools successfully completes the prescribed course. The Government of India failed to achieve the time frame and targets set by Kothari Commission. In 1986 the Government of India formulated National Policy on Education which set the target of achieving 5 years of schooling by 1990 and 8 years of schooling by 1995. The policy also recommended on Minimum Levels of Learning for each stage of education, provision of essential facilities in primary schools through the scheme of Operation Blackboard (OB), adoption of child-centered activity based approach and establishment of District Institute of Education and Training (DIETs) for the pre-service and in-service education of teachers.

The Programme of Action (POA) 1992 provided fresh insights and directions for achieving Universalisation of Elementary Education. It
called for integrated and decentralized approach to the development of primary education with focus on capacity building, particularly at district and sub-district levels. Imbibing the spirit of policy initiatives DPEP emerged in 1994. District Primary Education Programme (DPEP) launched in India in 1994 is one of the largest projects of its kind in the world. It was also the product of Jomtien World Conference on Education for All held in 1990. The programme aimed to achieve the long cherished goal of UEE in the country through district-specific planning, with emphasis on decentralized management, participatory process, empowerment and capacity building at all levels. The impact of the programme was tremendous in terms of universal access, enrolment, retention, achievement, community participation, community mobilization, teacher training, building managerial capacity, resource mobilization, financial management, monitoring and supervision, management training, management information system and research. Since the programme was implemented in few districts and states of the country, the Government of India wanted to replicate throughout the country after its success. In the year 2001 a unique programme for Universalisation of Elementary Education was commenced throughout the country with the following objectives.

- All children in school by 2003
- All children complete five years of primary schooling by 2007
- All children complete eight years of elementary schooling by 2010
- Universal retention by 2010.
- Focus on quality with emphasis on education for life.
- Bridge all gender and social gaps at primary stage by 2007.

Now Right to education has become the Fundamental Right of every child as per the Constitutional amendment in 2002.

1.3 Elementary Education: Karnataka Scenario.

Since the beginning of this century, the educational administration in Karnataka has undergone significant structural and institutional reforms. The State has witnessed various cycles of decentralization – centralization – decentralization of management of primary education both in the pre- and post-independence period. The democratic decentralization approach has been reintroduced after the 73\textsuperscript{rd} and 74\textsuperscript{th} Amendments to the Constitution. Panchayati Raj Institutions (PRI) seems to be functioning effectively in Karnataka in resolving many of the issues related to primary education (Seetharamu, 1995). The regular monthly review meetings, known as Karnataka Development Programme (KDP) meetings, prove to be effective in bringing interdepartmental coordination and speeding up the activities related to UPE.

Karnataka has made tremendous progress since independence in all sectors of education, especially in the elementary sector, as reflected
in enrolment, retention and achievement. The state government’s major policies, programmes and incentive schemes have brought about remarkable changes in school education. The recommendations of various ‘Education Committees’ focus on school education in order to achieve the goals of UEE. There has been a rapid growth of school education in terms of enrolment, access, retention and infrastructure facilities. Community partnership and a sense of community ownership are influencing in the management and development of schools. The cooperation of NGOs, voluntary organizations, youth clubs, local bodies and philanthropists is helping the government in its objectives. Mobilization of resources from regional, state, national and international agencies has provided essential support for school development. Several innovative programmes and experiments have made significant changes in teaching-learning processes, leading to qualitative improvements.

Despite the government’s sincere efforts to transform school education, still there are a number of hurdles, which hinder the progress. The government is not able to achieve 100 percent enrolment; still 6, 66 lakh children are out of school. The funds allocated to provide schooling facilities are not enough to offset the growth of population. Regional disparities are major drawback in achieving the goals of UEE. The backward northeastern districts account for more than 50 percent of dropout children. Poverty and illiteracy among the rural/tribal/slum people have forced their children to work for their livelihood instead of
attending schools. There are still a huge number of single teacher schools.

In order to overcome these weaknesses, government has taken up a number of welfare measures. They include enrolment policies, incentive schemes, and special allocation of 50 percent of the total budget on education for the progress of northeastern districts. The centrally sponsored ‘Sarva Shikshana Abhiyaan’ has been implemented in non-DPEP districts. There is a proposal to merge all the programmes under SSA from 2003 to achieve accelerated progress in school education.

**Initiatives**

Many innovations, reforms, policies and programmes are currently being adopted to achieve the goals of school education. Among them are:

1.3.1 **Universal Access**

To provide schools to children within walking distance, schools are being opened in all villages having more than 200 population. The government has taken steps to open lower primary schools within a distance of 1km, higher primary schools within 3 km.

1.3.2 **Special priority for elementary education.**

More than 50 percent of the budget on Education goes for primary education and 36 percent for high school education. This means that the lion’s share goes to school education.
1.3.3 Formation of Task Force

The Government of Karnataka had appointed a Task Force under the chairmanship of Dr. Raja Ramanna. The Task Force has already submitted its interim report with a number of recommendations to reform the school education system. It has identified a few specific problems and has made recommendations to overcome them. These include the following:

- Lower primary schools are being upgraded by adding V standard from the academic year (2000-2001). It is planned to add VIII standard to the higher primary stage to follow the national pattern of 5+3+2+2.

- Towards decentralization of policies and actions at village level, School Development and Monitoring Committees are established in government primary schools with more power for school administration.

- Identification of all school-less habitations in the state with the coordination of the local Panchayat and NGOs of the area and starting of primary schools if the number of children is more than 20 and a non-formal education center if it is less than 20.

- Additional teachers recruitment to maintain the ratio 1:40. More than lakh primary school teachers have been recruited by the government in a short span of a decade (1994-2000).
• Good infrastructure facilities to school education.
• Providing the facility of drinking water and toilet for schools and separate toilets for girls.
• A special *Chaitanya* programme has been conducted for primary school teachers to train them in necessary pedagogy, use of teaching-learning materials, depth of the subject matter related to the curriculum, syllabi and text books from I to V standard.

1.3.4 *Alternate schooling for dropout children.*

To provide education for dropout children, alternate schools are being started under centrally sponsored schemes such as DPEP, Janashala, Sarva Shikshana Abhiyan, and non-government organizations in the state. The Chinnara Angala programmes have been started for dropout children in summer holidays to enable them to acquire minimum levels of learning for joining the mainstream of the education system. The *paryaya shaalas* are being started by DPEP to provide education for the dropout children in their leisure time. *Kalika Kendras* have been started through non-government and voluntary organizations. The government is running eight mobile schools in Bangalore city to provide education to children of slum areas. It has also planned to start 20 more Mobile schools in other important cities of the state.
1.3.5 **Samudayadatta shale.**

The Government of Karnataka has introduced the *samudayadatta shaale* programme to mobilize community participation in school education.

1.3.6 **Mahithi Sindhu and Community Learning Centers.**

Information Technology happens to be the sine quanon of the present day society to catch up with the emerging trends and hold a lot of promise for posterity. The policy of the Government is to give Computer Education and Computer aided Education free of cost to primary school children. This scheme was introduced in 34 government higher primary schools with the collaboration of Azim Premji foundation, an NGO, during 2000-2001. The same facility is extended to 55 government HPSs in 11 blocks during 2002-03. This scheme is first of its kind in the nation and has received a good response from the teachers, students and the community.

1.3.7 **Adoption of government schools**

Non-government organizations like the Centre for Child and Law, *Magadi Makkala Dwani, Jeevika, MAYA, PES, APF, Akshara Foundation,* etc., have adopted government schools to achieve the goal of universalisation of elementary education. Azim Premji Foundation, Infosys and other voluntary organizations have come forward to organize programmes for dropouts to bring them into the mainstream.
1.3.8 Group Insurance Scheme

This scheme is introduced in the nation for the first time for I-X standard students from January 2001. In this scheme nearly 1, 10,000 students and 3, 00,000 teachers will be benefited. It is introduced with the assistance of General Insurance Company and Rotary clubs. In the scheme Rs.25, 000/- will be given for death and total handicap Rs.12, 500/- for partial handicap, Rs.1000/- for medical expenditure and so on.

1.3.9 Establishment of North Eastern Directorate

To strengthen the northeastern region of Karnataka, the Government has established a separate directorate to achieve progress in the backward districts of this region.

1.3.10 Sarva Shiksha Abhiyaan

The Karnataka state government has introduced Sarva Shiksha Abhiyaan programme with the assistance and guidance of the central government for the improvement of education of children in the age group 6-14. The programme is aimed at achieving 100 percent enrolment by 2003 and 100 percent retention by 2007 and completion of 8 years of elementary education by 2010.

1.3.11 Role and Support of NGOs

NGOs’ perception of their role vis-à-vis the government’s is significant. A majority of the NGOs prefer a role different from that of the government. Mainly, they wish to bring about innovations in education
and carry out new experiments. Most of them are focusing their attention in the areas neglected by the government. However, majority of NGOs are also assisting the government in implementing its programmes.

NGOs see themselves in a supportive role of aiding in creating a facilitative environment for learning whereas others who directly intervene in the field and indulge in a proactive role.

1.3.12 Decentralization of Powers.

In the state, Village Panchayaths (Gram Panchayaths) headed by Mandals at village level, Taluka Boards at the taluka level and Zilla Panchayaths at the district level are being organized as a political set up. School education followed the concept of decentralization of power by sharing the responsibilities with the local self-governments. The Panchayat Raj system has been given a predominant role in local self-government. Schools have utilized the services of local self-governments like village Panchayaths for their all round development.

Even in the department, the same concept has been adopted (both academic as well as administrative) the support system for education. Keeping in mind academic achievement and qualitative improvement of elementary education, Cluster Resource Centers at hobli level, Block Resource Centers at taluka level, District Institutes of Education and Training (DIETs) at district level and Directorate of State Educational
Research and Training at state level are established. The administrative set up is headed by the BEO at taluka level, DDPI at district level, Joint Directors at divisional level and DPI at state level under the supervision and guidance of the Commissioner for Public Instruction and Secretary of Education.

Thus power is being decentralized and shared, in both academic and administrative spheres, in a democratic set up.

The administrative structure of school education in Karnataka is shown in Figure
ADMINISTRATIVE STRUCTURE

GOVERNMENT OF KARNATAKA MINISTER FOR PRIMARY AND SECONDARY EDUCATION

PRINCIPAL SECRETARY PRIMARY AND SECONDARY EDUCATION

COMMISSIONER, BANGALORE
ADDL. C.P.E., HUBLI
ADDL. C.P.E., GULBARGA
SPD/SSA

DIRECTOR, PRIMARY
DIRECTOR, SECONDARY
DIRECTOR, KSEEB
DIRECTOR, OTHER EXAMS
DIRECTOR, DSERT
DIRECTOR, JANASHALA

JOINT DIRECTOR, SECRETARY (DIVISION)

D.D.P.I. (ADMIN.)
B.E.O
B.R.C
C.R.C
SCHOOL
1.3.13 Community Participation

Community participation is considered as the main support in the progress of school education. The government formulates policies for the development of the Education sector and the Education Department implements these policies. If a broad based, goal oriented sector like education remains away from the people’s participation, it is a serious lacuna. The programmes launched by the department bring the community nearer to school and develop a sense of ownership among the community. The motto, “Our Village, Our School, and Our Children” is very meaningful. Hence it is essential to seek community participation through various means. Programmes for interaction and understanding can be organized as a part of community participation. Various programmes to make school and community accountable to each other and bring them closer to each other by seeking community participation through various means are in operation. The following are some of them:

- **School Development and Monitoring Committee (SDMC).**

The State Government is committed to provide quality education to all children below 14 years of age. In order to understand and rectify the shortcomings in the present education system, Education Task Force was formed under the Chairmanship of Dr. Raja Ramanna. As per the recommendations, the Government has passed a functional order to decentralize educational administration and enable community
participation in the educational process in all the Government Primary and High Schools in the state. The present school betterment committees and village education committees are substituted by School Development and Monitoring Committees (SDMCs) that have more power.

The SDMCs have been formed in about 40,000 government primary and secondary schools. 3, 60,000 parents have been made members at the rate of nine parents per school. Training has been given to the SDMC members to run the school and to plan for its improvement.

- **Samudayadatta Shaale (School towards community).**

In order to improve primary education qualitatively a new innovative programme called *Samudayadatta Shaale* (a programme of involvement of community and parents in the process of education), the first of its kind in the country, was implemented in all government primary schools of the state during 2000-01 to enable community participation and enhance mutual responsibility of school and community. As per the programme, on a specific day the teachers, students, parents, community members, SDMC members, people's representatives and concerned observers of the department meet in the school to review the academic achievement and overall development of the school. The main objectives of the programme are:
• To discuss the progress of the children along with the progress report and answer scripts in the presence of the parents.

• To bring in out-of-school children back to school.

• To ensure active participation of the SDMC in the development of school and its effective functioning.

• To create a sense of ownership among the parents and the community towards the schools and its development.

• To ensure all the incentive schemes have reached the beneficiaries well in time.

• To promote school adoption programme.

• To ensure students’ regular attendance.

• To promote co-curricular activities.

• To improve the relationship between school and community.

• **Educational Interaction.**

To enable parents and public interested in educational problems to interact with the Hon’ble Education Minister directly a programme called *Shikshana Samvada* is being aired on Doordarshan and Akashavani. Apart from enabling direct interaction between the public and the
minister to bring in qualitative changes in education, the programme also provides an opportunity to bring in public awareness regarding the importance of education. Mainly, it fosters mutual faith/trust.

- **School Adoption.**

Since the Government alone cannot provide the basic needs to all the schools, the School Adoption Programme has enabled it to seek the co-operation of business organizations, trusts, non-governmental organizations and donors willing to participate equally with the government in the development of government primary schools by adopting schools where socially backward children of the state study. There has been an overwhelming response to this programme. Many eminent persons and various organizations have adopted more than 2135 schools.

Along with this, efforts are also being made to implement programmes like 'Neevu Shalege Bhe:i Needi', 'Nimma Kailada Neravu Needi' to encourage old students who have passed out of school to visit their schools and fulfill the basic needs.

1.3. 14. **Distance Mode of Education**

The media is being utilized enormously to create awareness among the teachers, students, administrators, parents and the community in order to achieve the goals of UEE. There is a strong focus on Distance Education along with Formal Education.
Tele-conferences, phone-in programmes like ‘Shikshana Samvaada’, Radio lesson programmes such as Keli Kali, Bandani, Nandanavana, etc., are leading ones in distance education mode. Tele-conferences are being used for conducting training programmes for the teachers, SDMC and community members, CRCs, BRCs, resource persons and administrators. It promotes direct online discussion.

The radio lesson programmes are being used to guide teachers in teaching-learning processes and the students. The ‘Literacy Campaigns of Mass Education’ promote Adult Literacy in co-ordination with distance education.

The prestigious project taken up for the first time in the country in collaboration with Indian Space Research Organization (ISRO) aims at providing quality inputs through satellite based TV telecast of classroom lessons in Kannada, English, Science, Mathematics and Social Science.

1.3.15. Technology in Education

State government has initiated a series of new programmes and projects during the last few years to meet the goals of UEE. Each project or programme has set specific targets and also incorporated various monitoring and evaluation mechanisms. Some of the new strategies and approaches like Mahithi Sindhu, Community Learning Centers, Multimedia lessons and other innovative strategies of Educational Technology are being adopted to improve the quality of teaching.
Education technology is essential to meet the challenges of the 21st century. The government has made a promising beginning in this direction. It has supplied audio aids to lower primary schools and audio-visual aids like TV, computers and related facilities to high schools to bring in some of the techniques of the new era of Information and Communication Technology to the classrooms. A special programme, Mahithi Sindu, has been introduced in high schools to expose students to some of the tools of this technology. NGOs and IT giants like Wipro, Infosys and others have stepped in to extend the IT revolution to some of the remotest government primary schools.

1.3.16. **Shikshanadalli Rangakale** (Dramatization in Education)

This is an innovative programme which helps teachers in the use of dramatization techniques in teaching-learning process. The teachers use several techniques like story telling, play acting, mono acting, question-answer sessions, and use of tableau, story boxes, activity based story telling, use of various types of dolls, masks, crowns, effigies, several low cost materials effectively, to make the child understand and concretize abstract concepts. The children also learn to use every day play materials effectively in the learning processes. 50,000 LPS teachers have been trained under this programme.
1.4 Future Challenges

Education is the most important element for growth and prosperity of a nation. India is in the process of transforming itself into a developed nation by 2020. Yet we have 350 million people who need literacy and many more that have to acquire employable skills to suit the emerging modern India and the globe. Children who belong to weaker sections of our society are undernourished, and only a small percentage of them manage to complete 8 years of satisfactory education. We need to think specifically for them. Education is indeed a fundamental right of every Indian child. Can we allow the situation to continue in which millions of these children are forced into life long poverty? The requirement is that the parents should be able to go to any school nearby and admit their children and happily come back home with the confidence that their children will get a good and value-based quality education in that school.

Dr. Abdual Kalam

In his address to the Nation on the eve of the 58th Independence Day, August 2004.

“NATIONAL CONFERENCE ON ENHANCING LEARNING IN ELEMENTARY SCHOOLS” was held in Bangalore from July 23 to July 25, 2004 in collaboration with Azim Premji Foundation and Ministry of
Human Resource Development Government of India. Nearly 200 representatives from all over the country including the Educationists NGOs, representatives of all the state governments attended it. It was inaugurated by His Excellency, President of India, and Dr. A.P. J. Abdul Kalam. All the state representatives and Educationists presented their papers on various topics concerned with Primary Education in India.

The concluding session left the participants with some big questions that were troubling those committed to working towards universal access, retention and good value based quality education.

1. How can the interests of individuals be aligned with that of organizations delivering quality education?
2. How can we move away from tokenism and take on the challenge at hand with sincerity and seriousness?
3. How can we introduce people-policies that permit performance-based growth and discourage the possibility of remaining in the system without doing anything?
4. How can we acquire the courage to call to account if things go wrong?
5. Can we arrive at some broad consensus on what constitutes good quality education and what are the essential, non-negotiable, learning conditions?
6. Why are we not sensitive to the rights and needs of our fellow citizens, especially those less fortunate?

7. Why after half a century of independence, of being in charge of our destiny, have we not achieved a modicum of social justice and equitability—equal opportunity for both sexes, for rural and urban for all citizens irrespective of caste or creed?

8. Why have we failed to realize our vast human potential of our intellectual and material resources to evolve as a great nation?

The conference came with rich deliberations that have led to a broad consensus—with some differences of emphasis and nuances—on the contours of quality education including—

- The processes to be followed
- Formative evaluation
- Facilitating the role of and the need to provide spontaneity, creativity, freedom and space to the child.
- The importance of the role of teachers
- The ethos and culture required in the education system.
- The need to build accountability and transparency in education system.
There was no tension or contradiction among the groups since there was a broad consensus on what has to be done. The problem is complex and the scale is huge. What is not known is “how to achieve the quality of education” at the scale that is required across the country. The importance of taking on board the critical issue of “management”. In particular, issues related to planning, organizing, monitoring, performance, empowering the people in education organization, motivating them, creating a performance and accountability driven culture, aligning the personal vision with that of the whole organization and ensuring grass-roots' involvement in quality management. The issue is really not between the academicians and the practitioners. The issue is all of us versus the enormity of the problem. The issue is related to “How” and not “what”.

Therefore, any discussion and solution needs to consider the following key issues in the next 15 years.

- How to enable 20 crore children to acquire quality education?
- How to enable four million existing teachers and future teachers to facilitate quality learning?
- How to enable one million schools to provide a conducive environment?
• How to reorient and enable the State to bring about the ethos and the culture of openness, spontaneity, creativity and freedom required in the education system without diluting its accountability to achieve quality learning?

• How to involve the community in quality learning without dilution of the ultimate accountability of the State?

• How can we sustain this accountability over time?

• How can academicians, NGOs and State representatives play a meaningful role in achieving the goal of quality learning in a seamless manner?

The Indian education system is second largest in the world and is perhaps the most complex of its spatial outreach and profile of students and teachers in terms of their linguistic, social, cultural and economic background. Implementing education reforms in such diversified system is fraught with challenges of unprecedented nature.

1.5 Why District Primary Education Programme?

Independent India is 58 years old now. It promises to provide free and compulsory education for all its children up to the age of 14 years remains dishonored and an unfulfilled task. There are nearly one hundred million children still out of school being denied their right to education. They are subjected to untold hardship and exploitation as
child labor. Even those children who go to school can barely read and write even after coming up to class 5. Only 10 in a 100 children reach up to class 10 and among the number of girls who have made it are even lesser. Finishing class 10 is a measure of success in their combat to remain in schools against all odds. It is winning a daily struggle against the risk of being pushed out of the system to join the ranks of child labor. It can be said that a poor child completing school education today is not by design but by sheer accident.

The decade of nineties was considered as a turning point in the Indian education history. A number of bold initiatives were taken to fulfill the constitutional mandate of providing education for all children up to the age of 14 years. The NPE 1986 was revised to provide more focused attention of attaining UPE/UEE in a time bound manner. At the international level, the world leaders met at Jomtien in 1990 to charter an agenda for ensuring that all children irrespective of their caste, creed and affiliation acquire at least basic education. Basic education is not only necessary from the view point of human development but also a fundamental right of all children. The Jomtien declaration renewed the commitment of the world community to achieve the goals of Education for All by 2000. India also realized that rapid economic growth was not possible unless the questions of illiteracy and lack of basic social services for the masses are addressed. It was in this context that external funding in elementary education was started. The Bihar Education Project, Uttar
Pradesh Basic Education Project, Lok Jumbish Project of Rajasthan, the Mahila Samakhya Programme and Andra Pradesh Primary Education Project and many other imitative programmes were introduced for meeting the EFA goals.

In addition to national commitment for the universalization of elementary education as reflected in the NPE-1986, a positive ambience for reforming education was created after the Jomtien conference in 1990 and the formulation of DPEP benefited from the same. The DPEP was triggered as a response to social safety net provisions during the structural adjustment phase of early nineties but was later taken up as a regular Centrally Sponsored Scheme (CSS) of the Government of India (GOI). The states besides maintaining the existing level of public expenditure bear 15 percent of the project cost. The reaming 85 percent of the DPEP cost is provided by the central government as grant to the states. Each district has an investment ceiling of amount Rs 40 crores spread over 5-7 years (about 9 million US $ at current exchange rate). The systematic issues at the time of launch of DPEP were:

- The infrastructure facilities were inadequate and unusable.
- Teacher's competence, motivation and performance were at low levels.
- Textbooks, syllabi and curricula were outdated and inappropriate and required major revisions.
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- Academic supports were dysfunctional.
- Teacher deployment was not rational.
- Community linkages were weak.
- Financial resources provided by the central and state
government were insufficient to undertake major qualitative
improvement
- Persistence of weak monetary and evaluation framework.

1.6. What District Primary Education Programme is?

DPEP has placed greater emphasis on developing Monitoring
and Evaluation systems that address the need for planning,
management and monitoring of project inputs and outputs.

The DPEP has been launched in the country to experiment with
ideas and innovations in the process of achieving universalisation of
primary education through area-specific programmes keeping in view the
geophysical and socio-cultural conditions prevailing in a district. It was
initiated in 1993 as a centrally sponsored programme with external
funding support from various international agencies (World Bank,
European Commission and the Department for International
Development, UK). It is the concretization of experiences, failures and
successes of different programmes, launched from time to time since
independence for UEE. The focus from access to achievement, reduction
of drop out rate and reduction of disparities of all types, the area-based approach and evolving participatory planning and implementation of programme in the geophysical uniqueness of the districts are the distinctive aspects. DPEP has been approved (1994) as a centrally sponsored scheme of the Government of India for primary education development. It is funded by GOI with support from the World Bank credit adjustment programme under the Social Safety Net. Funds are released as a grant from Government of India to the States. Government of India’s contribution is 85 percent and the balance of 15 percent is the States’ share. The states in India were told that each state participating in the DPEP would be given about Rs.400 million for a 7 year project period under DPEP.

1.7. How District Primary Education Programme is different?

It is not only a question of reducing physical distance between the school and the learner but bridging of the social distance is equally important. Quality infrastructure, dedicated teachers, relevant curriculum and participatory modes of decision making and monitoring are necessary conditions for imparting quality primary education.

Ever since independence in 1947, India has strived to achieve the goal of UEE in accordance with the Constitutional commitment to provide education for all children of 6-14 years. Primary education has
been one of the focus areas in successive five year plans. True, India has made tremendous progress in terms of increase in the number of schools and enrolment at the primary stage since independence. The Gross Enrolment Ratio (GER) at the primary stage in India has exceeded 100 percent. Despite of all these achievements, a large number of children are still out of school and the goal of UEE continues to be elusive.

High drop out rate ranging up to 60 percent, large number of out-of-school children (about one-third), lack of access in 17 percent (1.8 lakh) of habitations within one km radius and high wastage (33 percent) taking 7.2 years for five years of primary schooling, are some areas of concern. Then, there are problems relating to low levels of learning achievements and low participation of girls, Scheduled Caste (SC) Scheduled Tribe (ST) and other disadvantaged groups. Coupled with it, there are various issues relating to effectiveness and efficiency of primary education like poorly functioning schools, inadequate school infrastructure and facilities, high teacher absenteeism, large number of teacher vacancies, poor quality of education and inadequate funds.

The Government has taken several initiatives to tackle these problems. The National Policy on Education (NPE), a landmark in the history of Indian Education, framed in 1986, recognized the need to make concerted effort to expand and improve basic education. As an outcome, various schemes were initiated. Operation Black Board was launched in 1986 with focus on providing additional class rooms,
teachers and a package of teaching materials and teaching aids. The District Institutes of Education and Training (DIETs) were established in districts under a centrally sponsored scheme in 1994, to look after teacher training. The Total Literacy Campaign (TLC) was also launched to eradicate illiteracy. Minimum Levels of Learning (MLL) programme was started in 1991 to identify basic competencies in language, mathematics and other subjects and to develop new text books.

Meanwhile, various states also initiated basic education projects around this time. The Andhra Pradesh Primary Education Programme (APPEP) with DFID assistance was the first of its kind. The Lok Jumbish Project with SIDA assistance was initiated in Rajasthan while Bihar and Uttar Pradesh also started similar basic education projects. Although, these projects vary in their design, they share the objectives and strategies of 1986 policy.

The Programme of Action (POA) 1992 provided fresh insights and directions for achieving Universalization of Elementary Education. It called for an integrated and decentralized approach to the development of primary education with focus on building capacities, particularly at district and sub-district levels. Imbibing the spirit of this policy initiative, DPEP emerged in 1994. District Primary Education Programme (DPEP) launched in India in 1994 is one of the largest education projects of its kind in the world. The program aims to achieve the long cherished goal of Universalization of Elementary Education (UEE) in the country through
the district-specific planning with emphasis on decentralized management, participatory processes, empowerment and capacity building at all levels.

- **Objectives**

The objectives of District Primary Education Programme are to:

- Provide all children with access to primary education (1-5)
- Reduce primary drop out rates for all students to less than 10 percent
- Reduce differences in enrolment, drop out rates, and learning achievement, among gender and social groups to less than 5 percent.
- Raise the average achievement levels of students by at least 25 percent in language and mathematics and at least 40 percent achievement levels in other subjects.
- DPEP also seeks to strengthen the capacity of national, state and district institutions and organizations for planning, management and evaluation of primary education.

- **Salient Features.**

DPEP is different from other schemes in several ways:

- **a. Holistic view**

DPEP adopts holistic approach, from the schematic to the integrated, with emphasis on convergence of existing programmes and resources.
b. **District specific**

It adopts area-specific approach with district as the unit of planning and implementation. The key strategies of this district-specific planning have been to retain the contextually and sensitivity to local conditions. This means plans are tailored to the specific needs of the districts.

c. **Decentralized planning**

Corollary to the area-specific approach is the local area planning or decentralized planning with disaggregated target setting.

d. **Participatory process**

Consistent with the philosophy of decentralization, plans are prepared at districts through participatory process involving district and sub-district functionaries, teachers, parents and community members.

e. **Sustainability**

DPEP has marked focus on sustainability, sustaining the benefits beyond the project period.

f. **Equity**

Equity is a major concern in DPEP. All plans, strategies and interventions are tailored to address the specific needs of the disadvantaged groups such as Scheduled Caste (SC), Scheduled Tribe (ST), minorities, girls and the disabled.
g. **Community ownership**

The programme stresses on community participation and community ownership.

h. **Home grown idea**

DPEP, which has adopted innovative practices and approaches, is a home grown idea.

i. **Additionality**

DPEP is additionality to the existing resources for education. A basic requirement of DPEP is that at least 1991-92 levels of expenditures on elementary education should be maintained in real term.

j. **Convergence**

The programme encourages convergence of services in education like health, labor, women and health department, welfare department, NFE, ECCE, etc... rather than replicating them.

k. **Project period**

The period of the project varies from 5-7 years.

l. **Project expenditure**

Up to a maximum amount of Rs.40 crore is provided for implementation of the programme in each district. Out of the total cost, about 70 percent of funds are spent on improving the quality of
education. Expenditure on civil works is limited to 24 percent and management cost to 6 percent.

**m. Funding**

The project is Centrally Sponsored Scheme with 85 percent of the project cost shared by the Government of India and the remaining 15 percent by the State Government concerned. Both the Central and State share are passed on to the State Implementation Societies directly as grant.

The Government of India’s share is resourced by external funding. Several bilateral and multilateral agencies are providing financial assistance to this massive programme. The total amount of external assistance comes to about Rs.4885 crore. Out of this, Rs. 3706 crore is soft loan from IDA and the remaining Rs. 1125 crore is out right grant from EC, DFID, UNICEF and Netherlands. Offers from further external assistance of about Rs. 400 crore for expansion of the programme, including extension to upper primary classes are in the pipeline.

Quality improvement is the corner stone of DPEP and focus is on ensuring improvements in class room processes. This is being attempted through renewal of curriculum and Teaching Learning Material (TLM), teacher training and empowerment, provision of decentralized academic support and capacity building of institutions. Improving classroom
processes have been found not only more cost-effective but also more beneficial than incentives for achieving targets of universalization.

1.8 District Primary Education Programme in Karnataka.

Karnataka is one of the seven States in which DPEP was launched in the first phase in 1994. The State Government had given a commitment to maintain the 1991-92 expenditure levels on elementary education in real terms excluding funds earmarked for DPEP as State's share.

The districts for the implementation of DPEP were selected on the basis of the following criteria:

- *Educationally backward districts with female literacy below the national/State average.*

- *Districts where TLCs (Total Literacy Campaigns) had been successful leading to enhanced demand for elementary education.*

In 1994, four districts were included in *phase I* of DPEP. They were Belgaum, Kolar, Mandya and Raichur. Seven districts were included in phase II of DPEP in October 1997. They were Bangalore (R), Bellary, Bidar, Bijapur, Dharwad, Gulbarga and Mysore. In November 1997, Raichur got bifurcated into Raichur and Koppal, Bijapur into Bijapur and Bagalkot, Mysore into Mysore and Chamarajanagar and Dharwad got trifurcated into Dharwad, Gadag and Haveri. Thus the number of DPEP districts in Karnataka has gone up to 16. (Vide - Map.)
**DPEP Goals**

- **Access** - To provide all children access to primary education through formal primary schools or their equivalent alternatives.
- **Retention** - To reduce over all drop outs at the primary level to less than 10 percent.
- **Equity** – To reduce disparities of all types to less than 5 percent.
- **Achievement** – To increase achievement level by 25 percent over the measured baseline levels.

**DPEP Interventions.**

To achieve the above goals, numerous interventions of different kinds were taken up by the DPEP. Community awareness programmes, training programmes and capacity building programmes were some of them. Each intervention aimed at one of the above-mentioned four goals. Certain interventions were geared towards more than one of these goals. Most of the programmes, aimed at access, also take care of retention. For instance, Chinnara Mela has helped in access as well as retention. So also, programmes for equity are inseparably interlocked with the goals of access and retention. Maa – Beti Mela is a gender equity intervention as well as an intervention for access and retention. Keeping this in mind, all the DPEP interventions have been divided into two major groups viz., (1) Access, retention & equity and (2) Achievement. The
interventions under Achievement could be curricular or infrastructure. The infrastructure, in turn, could be physical or pedagogic.

**DPEP Assessment**

How far have the various interventions been successful? How far have the DPEP goals been achieved? The answer to these questions lies in the assessment surveys. Being a sustainable project, assessment was an integral part of DPEP. Three assessment surveys were conducted – Baseline, Mid-term and Terminal – in 1996-97, 2000-01 and 2002-03 respectively.

**ACCESS**

**Goal:** To provide all children access to primary education through formal primary schools or its equivalent alternatives.

**Attainment:**

Schools have been provided in 1250 school-less habitations with a population of 200+. From 1995-96 to 2001-02, there has been an increase of 7.58 percent enrolment in DPEP I districts and the increase is 5.87 percent in the DPEP II districts. On the basis of the house to house survey data, it is found that the Net Enrolment Rate (NER) is 97 for boys and 96 for girls in DPEP I districts and 99 for boys and 98 for girls in the DPEP II districts for the year 2002.
RETENTION

Goal: To reduce over all drop outs at the primary level to less than 10 percent

The urban areas present a classic case, where the out-of-school children can be found in the neighborhood of many government schools.

Attainment:

The drop out rate has been arrived at the following methodology of retrospective cohort. At present, it stands at 10.7 percent claimed by the MIS unit of the SPO. Moreover, it is also claimed that the difference in the drop out rates arrived at through three different sources – EMIS, House-to-house survey and cohort study – is less than 1 percent. Thus we seem to have almost achieved the goal of retention too.

EQUITY

Goal: To reduce disparities of all types to less than 5 percent.

The inequalities in education express in many ways. It ranges from social and inter-regional differences in participation and success rates. DPEP districts have shown a sharp reduction in gender in equalities in participation and retention indices. While the participation rates of SC population have improved considerably, the same is not true of the STs.
**Attainment:**

The elementary education system of India has expanded into one of the largest in the world. Since independence, total enrolment in primary education has increased a little over fivefold and girls' enrolment about nine fold. The participation of SCs and STs is now more or less in proportion to their share in population at the primary level. We have just seen that the difference between the NERs of boys and girls is just 1 percent. The gender gap in enrolment for All, SC and ST indicates that the gap has narrowed down to less than 4 percent.

The retention rate for boys (2001-02) is 85.72 and for girls 87.68. The repetition rates for boys and girls respectively are 4.45 and 4.53. Here again we do not find any significant gender gap.

To study the status of equity in achievement, the mean achievements of the 11 DPEP districts in the Terminal Assessment Survey are used here. The gender-wise comparison shows that the gender gap in achievement in language is less than 2 percent for both standards I/II and III/IV, whereas in mathematics it is less than 4 percent. The DPEP goal of reducing the gender disparity to less than 5 percent has been realized. The urban – rural difference in achievement for both the standards and for both the subjects is hovering around 5 percent. The category-wise difference is less than 5 percent only in the
case of language in standards III/IV. In the other three cases, it is above 5 percent.

"Equity has essentially been achieved in terms of access and retention."

12th Joint Review Mission.

1.9 Impact of District Primary Education Programme in Karnataka.

DPEP is a unique effort to bring about quality improvement in primary education through decentralized modes of planning and monitoring. Despite significant progress many are of concerns remain unfulfilled. The notable among these is the formulation of sustainable model of educational planning and to bring about convergence between DPEP and other programmes of socio economic development.

DPEP is perhaps the single largest project anywhere in the world which has demonstrated the success in many areas of primary education in Karnataka also. The state has achieved the objectives set for DPEP in a marginal way if not complete. Some of the achievements are mentioned here:

• Provision of general toilets increased from 20.2 percent to 42.3 percent.
• Provision of girl's toilets increased from 13.9 percent to 29 percent.
• Drinking water facility increased from 43.72 percent to 61.6 percent.
• Provision of compound wall from 42.72 percent to 62.3 percent.
• Construction of new school buildings 860.
• Construction of additional class rooms 175.
• Only 6.2 percent schools are without classrooms.
• The student classroom ratio is increased from 37.0 percent to 40.7 percent.
• The enrolment trend is increased from 2624000-3325000 (1995-2001).
• The GER is enhanced from 93.4 percent 97.5 percent.
• The NER is decreased from 93.0 percent to 92.2 percent.
• The GAR and NAR is 87 percent and 73 percent respectively.
• The PTR is increased from 39.6 percent to 45 percent.
• The percentage of female teachers is increased from 36.2 percent to 50 percent.

• The percentage of male teachers is decreased from 48.2 percent to 38.6 percent.

• The girl's enrolment is increased from 47.1 percent to 48.2 percent.

• The percentage of grade repetition rate is decreased from 8.2 percent to 7.5 percent in general but in case of girls it is from 8.3 percent to 7.4 percent.

• The percentage of children who obtain transfer certificate within 4 years of their education is about 7.5.

• The average cohort drop out rate is 17.9 percent.

• 67.5 percent of the children complete their primary education of 4 years successfully.

• The average completion rate for SC students is 63.7 percent and for ST students it is 64.5 percent as compared to 73.7 percent for students belonging to general population.

• The achievement level of the children is increased marginally but not to the expected level both in language and mathematics.
1.10. Role of NGOs and Community Participation.

The government has considered UEE as a challenging task. In order to achieve the goals of UEE it is necessary to get the support of the NGOs, voluntary organizations and the community. The NGOs are supporting the government in the implementation of the UEE programme to achieve universal access, retention and achievement. Programmes like Chinnara Angala- a bridge course for dropout children to bring them into the mainstream of formal education are implemented with the co-operation of NGOs such as Azim Premji Foundation, Akshara Prathistana, Maya, Magadi Makkala Dwani, Center for Child and Law, etc.

ISKCON, an NGO, provides mid-day meal to selected government school children in Bangalore city to improve the attendance both in primary and high schools with the co-operation of the government. Similarly there are various private agencies, which provide mid-day meal for poor and needy children. NGOs play a vital role in improving retention rate and also to attract the non-enrolled and dropout children towards the school. The Azim Premji Foundation (APF) has supported the government in implementing Educational Technology/Computer Education in primary schools. The APF has provided computer education infrastructure to the selected 35 government higher primary schools in 2001-02 as an experimental project. At present it has been extended to 190 government higher primary schools in the state.
The APF and Infosys have joined hands to provide education to children in 7 districts of backward north eastern region by providing libraries to nearly 1100 schools. The NGOs are assisting the government in providing infrastructure and other educational facilities like school building, drinking water, toilet, play ground, land, library, laboratory, etc., to the schools. Bangalore Medical Services Trust (BMST) took up awareness projects and training in areas—blood safety and HIV/AIDS. It empowers the teachers to inform and sensitize the students on issues such as HIV/AIDS, sexual health, reproductive health, sexually transmitted diseases, substance abuse and related values and life skills.

The community plays a significant role in the progress of school education. Parents, donors, philanthropists and the community members are supporting the government in order to achieve the goals of UEE. They have actively participated in the innovative programmes in school education such as School Adoption Programme, Samudayadatta Shala Programme (school towards community), Enrolment Campaign, Chinnara Angala programmes, Melas and SDMC meetings, National festivals, etc. The government has adopted a number of programmes with the collaboration of NGOs such as SDMC training and Grama Panchayat training to create awareness among the community towards the concept of community participation and community ownership in the management and administration of school education.
1.11 District Primary Education Programme leading to Sarva Shiksha Abhiyan.

DPEP has contributed immensely to the formulation of Sarva Shiksha Abhiyan. This would provide the umbrella guidelines for all development co-operations in elementary education including the DPEP. It has given fresh impetus to the process of universalization of primary education in the country by way of creating massive infrastructure besides the coverage and increase in enrollment and participation.

Initiatives under DPEP have contributed towards initiating the measures for quality enhancement in education, promotion of child friendly schools and decentralized activity based teaching methodology, capacity building activities for the teachers. All these initiatives triggered towards achieving the universalization of primary education by 2000. Universal access and retention, significant progress in enrolment and reduction in drop out rate at primary levels are some of the visible achievements of DPEP.

Consolidation of all these activities resulted in initiating and upgrading similar measures for universalisation of elementary education, up to at least class 8th. Enhanced and refined approaches to address the educational issues of elementary education, on similar lines and to ensure good value based quality education; Sarva Shiksha Abhiyan has
been started as an additional programme to upgrade on UEE. Thus SSA has assumed an extended form of district primary education programme.

DPEP has been integrated into the fold of Sarva Shiksha Abhiyan (SSA). SSA is of even greater magnitude, as its coverage vertically as well as horizontally is much more than that of DPEP. Horizontally it extends its arms to cover the non-DPEP districts also and vertically it covers the HPSs in addition to the LPSs. It seeks to provide eight years of elementary education to all children in the 6-14 years of age group by 2010. This is to be implemented in a mission mode. The Government has set up SSA National Mission (SSANM) in the MHRD under the chairmanship of the Prime Minister of India. Most of the existing centrally sponsored schemes in elementary education will be brought under SSANM to facilitate a co-ordinate approach to the task at hand and avoid duplication of effort.

DPEP has identified many areas of concerns that require immediate solution to improve the effectiveness and efficiency of the programme. Some conclusions of the study have bearing not only for the design and implementation of DPEP strategies but also for planning and management of education reforms in the rest of the country. Many issues are also relevant for sustainability of DPEP. DPEP has been in operation for more than six years in 42 districts. The experiences of implementing DPEP in Phase 1 districts is large enough to draw the policy in programme implications which would be relevant for strategic planning.
for phase 2 districts as well as SSA. It would be a mistake if the good practices of DPEP are not replicated in non DPEP districts either through SSA or by other mechanisms. An impression should not be created that DPEP resources and expertise is not available to non DPEP districts. This would negate the very purpose for which DPEP was initiated. Therefore, the focus in the coming years should be on improving the efficiency of DPEP and evolving the strategies for its replications in non DPEP districts.

1.12 Significance of the Study.

Karnataka Government has mandate for the provision of providing free and compulsory primary education to all the eligible children according to the spirit of Indian constitution. Following are the facts to be noted in the backdrop of experience while improving the status of primary education in Karnataka State.

1. Literacy percentage of Karnataka as per 2001 Census is 60 per cent.

2. Dropout rate at primary level is more than 80 percent in rural areas.

3. Girl children are the ones who are deprived of access to primary education because of early marriage and house keeping entanglements.
4. Curriculum and instructional methods of primary education are the areas of concern which require immediate attention coupled with appropriate changes in educational policy.

5. Teacher efficiency in classroom management needs to be integrated with contemporary educational requirements and a proper blend between the two seems to be pertinent.

6. Infrastructure and other facilities for most of the schools are neither conducive for children nor to teachers. Schools are unable to attract children in sufficient numbers.

7. More than 80 percent of the children are coming from weaker sections of the society who are prone to get dropped out from schools as their families are on the verge of using children to supplement family income.

Apart from the above short comings, the Government is contemplating to universalize primary education by developing schools as learning centers. Poor performance of children at the primary level is one of the prime concerns. Wrong system of examination partially contributed for such a status. The Government of India implemented educational projects in collaboration with foreign funding for
universalisation of primary education as well as for population education. This has created a new ray of hope in improving the status of primary education. Government of India identified the following states for implementing new programmes under DPEP. They are Assam, Hariyana, Karnataka, Kerala, Tamilnadu, Maharashtra, Madya Pradesh, Himachal Pradesh, Gujarat, Orissa, Andhra Pradesh, West Bebgal, Uttar Pradesh, Bihar, Rajasthan. In turn the states were asked to identify the districts according to the norm. During the year 1994-1995 four districts under phase-I and during 1996-1997 eleven districts under phase-II are covered in this programme in Karnataka. Hence, there were two types of schools existed with same type of curriculum. But the treatment was given to the DPEP schools in the form of infrastructure facilities, class—room climate, attractive school buildings and motivated teachers. These schools were entirely different from the traditionally existed primary schools in Non-DPEP districts of Karnataka State.

Some of the pilot studies and project reports on DPEP intervention to improve the quality of education reported that no specific effort was made earlier for quality improvement. On the other hand, some of the teachers could exploit the facilities provided in DPEP schools. Some of the reports also said the material supplied were of low quality. Proper utilization of DPEP funds for development came after a serious thought and a conscious effort. This enabled for gradual development, rendering for positive changes in DPEP schools. At the same time, Non-DPEP
schools were given some attention which was not sufficient as compared with DPEP schools. Hence, it was essential to know whether there was significant difference between DPEP and Non-DPEP schools. The following variables were considered for the study.

1. Infrastructure facilities
2. Class—room climate
3. Teachers' attitude
4. Academic achievement of children
5. Socio economic status
6. Intelligent quotient

The above variables were compared with respect to DPEP and Non-DPEP schools. As mentioned earlier, the DPEP districts were chosen as per the norm. The main objective is to bring them on par with the other better literate districts with the help of DPEP intervention.

The main factor for the literacy is to develop three R's which will be identified with the help of examination or evaluation. According to NPE, free and compulsory education should be implemented. The recent reports in this regard explain that, during the end of DPEP schemes most of the objectives are fairly achieved. Hence an effort was made to know whether there is significant difference in the above mentioned variables existed in DPEP and Non-DPEP schools of Karnataka State.
1.13 Need for the Study

Even after attaining independence, we could not realize the main objective of mass literacy in India. The literacy rate is increasing at a low rate. Poverty and ignorance among the rural people is yet another cause for lower spread of education in India. Since, 90 percent of the total population is staying in rural area. Policies and programs planned in respect of primary and secondary education did not reach to them. Even then they do not have access to education because of the above reasons. In India continuously for the last 10 years Monsoon failures rendered for scarcity of water and thereby growth in poverty. This led to migration to urban areas and industrial places in search of employment.

Access to schools was not uniform and it was characterized with wide variations till 1985. After concerted efforts by through the interventions of the DPEP, things appeared to be encouraging and are driven to provide positive results.

Schools are unevenly distributed and the school buildings are not properly maintained. There are no facilities for teachers as well as students till today. There are single teacher schools in many places. Hence, we find a lot of dropouts from schools which has led to wastage and stagnation.

Primary education is completely under the control of State Government. Hence, the Government of Karnataka took it seriously and
intended to bring about radical changes in this sector. The National Policy on Education 1986 clearly envisaged the urgent need for changing the quality of primary education and teacher education. Hence, new interventions / innovations / initiatives have been introduced in primary education.

These interventions are not only required to argument quality in education but also universalize primary education by building the capacities of teachers. DPEP thus has become handy to the department of education in this country to thoroughly revamp the system to be child-centered, activity-based and to step-up quality in education.

Thus, the present study tries to make an effort to compare the positive differentials solely due to the interventions under DPEP. The non-DPEP districts have been taken as control group to understand the positive impact of the interventions under DPEP.

The Government of Karnataka with the help of MHRD and World Bank accepted the District Primary Education Programme during 1994-95. The first phase of DPEP was implemented in 4 districts – Kolar, Mandya, Raichur, Koppal and Belgaum. The other districts were not covered during the first phase. Seven more districts – Bangalore (rural), Bellary, Bidar, Bijapur, Bagalkot, Dharwad, Gadag, Haveri, Gulbarga, Mysore, and Chamarajnagar were included in the second phase during 1996-97. Hence, the total of 16 out of 27 districts were covered, which
means there were 50 percent of DPEP schools and rest of them were Non-DPEP schools. The DPEP schools were provided with special facilities with respect to development of infrastructure, class-room climate and additional teachers, So that, the main objective of UEE and universal enrolment and universal retention may be achieved. In order to bring back the out of school children, the Government has initiated number of programmes like – Chinnar Angala, Ba Bale Shalege, Cooli inda Shalege, Ba Marali Shalege, etc., With the implementation of these programmes, every school building was developed and the required infrastructure was provided. Teaching learning materials and training to in-service teachers along with teaching kits were some of the notable aspects in the programme. As a result of this, slowly the attendance rate started increasing and the drop out rate decreased. The attitude of the teachers also slowly changed.

At the same time, in Non-DPEP schools which are not covered under DPEP schemes have not been provided with such facilities. On the contrary the government also thought that, these schools have good facilities. The literacy rate is not so bad as compared with DPEP districts. But one may find the impact of DPEP intervention whether benefited for the children and the teachers. The purpose of the study was to know whether the DPEP interventions helped both the child, teacher and improve the status of quality education in respect of essential or fundamental expected outcomes by comparing the infrastructural
facilities, teachers' attitude, class-room climate which affected achievement of the children belongs to both DPEP and Non-DPEP.

1.14 Statement of the Problem

"A COMPARATIVE STUDY OF CLASS ROOM CLIMATE, ATTITUDE OF TEACHERS, STUDENTS' PERFORMANCE AND INFRASTRUCTURAL FACILITIES OF DPEP AND NON-DPEP SCHOOLS OF KARNATAKA STATE"

1.15 Objectives of the Study.

1. To know the primary education system in Karnataka State.

2. To know the present scenario of primary education in Karnataka state.

3. To know some of the recent developmental programmes in the field of primary education in Karnataka.

4. To know the causes for the implementation of District Primary Education Programme in Karnataka State.

5. To study the objectives of District Primary Education Programme in Karnataka State.

6. To study the implementation procedure of District Primary Education Programme in Karnataka State.
7. To know the infrastructure facilities of DPEP and Non-schools in Karnataka State.

8. To know the class room climate of DPEP and Non-DPEP schools in Karnataka State.

9. To know the teachers' attitude of DPEP and Non-DPEP schools in Karnataka State.

10. To know the academic achievement of the children of DPEP and Non-DPEP schools in Karnataka State.

11. To know the socio economic status of the children studying in DPEP and Non-DPEP schools in Karnataka State.

12. To know the intelligent quotient of the children studying in DPEP and Non-DPEP schools of Karnataka State.

13. To know the comparative status of the infrastructure facilities of DPEP and Non-DPEP schools of Karnataka State.

14. To know the comparative status of class room climate of DPEP and Non-DPEP schools of Karnataka State.
15. To know the comparative status of the teachers’ attitude of DPEP and Non-DPEP schools of Karnataka State.

16. To know the comparative status of the academic achievement of children studying in DPEP and Non-DPEP schools of Karnataka State.

17. To know the comparative status of socio economic status of the children studying in DPEP and Non-DPEP schools of Karnataka State.

18. To know the comparative view of intelligent quotient of the children studying in DPEP and Non-DPEP schools of Karnataka State.

19. To know the effect of independent variables like attitude of teachers, infrastructure facilities, classroom climate, intelligent quotient and socio economic status on the academic achievement of the children studying in DPEP and Non-DPEP schools of Karnataka State.

20. To know the effect of independent variables like teachers’ attitude, infrastructure facilities, classroom climate, intelligent quotient and socio economic status on academic achievement of the children studying in
DPEP and Non-DPEP schools with respect to location (Urban and Rural).

21. To know the interactive effect of location (Urban and Rural) and socio economic status (high, medium and low) with respect to the attitude scores of DPEP and Non-DPEP school teachers.

22. To know the interactive effect of location (urban and rural) socio economic status (high, low, medium) with respect to their classroom climate scores of DPEP and Non-DPEP schools.

23. To know the interactive effect of location (urban and rural) and socio economic status (high, medium, low) with respect to intelligent quotient scores of DPEP and Non-DPEP schools.

24. To know the interactive effect of location (urban and rural) and socio economic status (high, medium, low) with respect to infrastructure facilities of DPEP and Non-DPEP schools.

25. To know the interactive effect of location (urban and rural) and socio economic status (high, medium, low) with respect to academic achievement of the children of DPEP and Non-DPEP schools.
26. To know the joint effect of independent variables—teachers' attitude, infrastructure facilities, class-room climate, intelligent quotient and socio economic status on academic achievement of the children studying in DPEP and Non-DPEP schools.

27. To know the direct and indirect effect of independent variables—teachers' attitude, infrastructure facilities, class-room climate, intelligent quotient and socio economic status on academic achievement of children studying in DPEP and Non-DPEP schools.

1.16 Defining the Problem.

To know whether DPEP interventions have transformed the classroom situation and capacitated the teachers to improve primary education in Karnataka State, the study largely takes the real data generated over a period of time through project interventions. A comparative study which includes the following variables is undertaken in DPEP and Non-DPEP schools of Karnataka State.

1. Infrastructure facilities

2. Class—room climate

3. Teachers’ attitude

4. Socio economic status of the parents
5. Intelligent quotient of the children

6. Academic achievement of the children

1.17 Defining the terms.

District Primary Education Programme (DPEP)

Imbibing the spirit of the policy provision, the District Primary Education Programme (DPEP) emerged in 1994 as a response to various challenges in the primary education. DPEP adopts a holistic approach and has the essential ingredients required to universalize access, retention and improve achievement and reduce disparities among social group. The programme seeks to “universalize” primary education by revitalizing the existing system. The programme was initiated to achieve UEE which has three aspects – universal access and enrolment, universal retention of children up to the age of 14 years and substantial improvement in quality of education, to enable all children to achieve essential levels of learning. The project was implemented in some of the districts where the female literacy rate is less than the national level. In Karnataka State sixteen districts out of twenty seven districts were under the programme. They are Belgaum, Kolar, Mandya, Raichur, Koppal, Bangalore (Rural), Bellary, Bidar, Bijapur, Bagalkot, Dharwad, Gadag, Haveri, Gulbarga, Mysore and Chamarajnagar.
**Non-District Primary Education Programme (Non-DPEP)**

Non-DPEP means where the project interventions were not operated, since the female literacy rate was more than the national level. The remaining eleven districts which were not covered under DPEP are treated as Non-DPEP districts in the study.

They are – Bangalore (urban), Tumkur, Chitradurga Davanagere, Uttarkannada, Shimoga, Chikkamagalur, Hasan, Udupi, Dakshina karnada, Kodagu.

**Infrastructure facilities**

The facilities provided by DPEP interventions to promote better learning environment. They are – cost effective school building, additional class room, water facility, toilets, school garden, teaching learning materials, play ground and compound wall etc.,

**Class-room climate**

Class—room climate has been employed to comprehend complexities of teaching learning processes cognitive as well as attitudinal and adjective. It refers to a generalized attitude of pupils towards the teachers and the class that the pupils share in common in spite of individual differences. In general, it refers to a teaching learning process wherein the children and the teachers participate in learning activities. It has sixteen sub dimensions like – group feeling in class, diversity in thinking, goal direction etc.
**Teachers' attitude**

It is a set of skills, knowledge etc., that a teacher actually possesses. It is behavioral aspects of the teachers towards children, the school and teaching learning process, teacher-students relationship, and socio educational and cultural environment. It is classified as positive and negative attitude.

**Achievement levels of children**

It is cognitive attainment of teaching learning process by the children. It is measured and translated into scores or marks. Hence, it is evaluated by the researcher after the interventions of DPEP.

**Socio Economic Status (SES)**

Means that, the locality that they are living, family members, family norm, the peer group, the school atmosphere, and relationship with schoolmate, relationship of parents with neighbor, role of individuals in play and cultural activities.

**Intelligent quotient**

It is a ratio of mental age, as measured by intelligence tests, to the mental age that is normal for a particular chronological age. The ratio is multiplied by hundred. Thus giving an average IQ or hundred.
1.18 Limitation of the Study

Even though the present study is having noble cause of sharing better development in the field of primary education and that to developments in the educationally backward districts of Karnataka State. The present study is having the following limitations.

1. The present study is limited to DPEP districts of Karnataka State.

2. The present study is limited to only few variables. Important variables like adjustment, personality, teachers' efficiency, impact of Akshara Dasoha, impact of Audio Visual equipments etc., have not been considered.

3. Present study is limited to some parts of Karnataka State.

4. The present study is not considering the important factor of gender issue and social equity.

5. The present study is not identifying separately the attainments, attitude and short comings of children of weaker section.

6. The present study is not considering the personal and cultural problems of the families of children of chosen area.

Thus, this chapter attempted to provide broad contours of the proposed study. The chapter to follow is devoted to take stock of related literature. It is hoped that it would enable the investigator to go a-head in a sound manner.