CHAPTER - V
EDUCATIONAL DEVELOPMENT IN NORTHWEST INDIA: THE CASE STUDY APPROACH

A descriptive analysis into the status of education in Northwest India highlighted the wide disparities that exist in the educational development, both within and between the states. Despite of making improvements, huge socio-spatial disparities lie in four states in terms of literacy rates and universal schooling. In all the four states, districts with low or average female literacy had high male-female disparity in all three decadal years of study. Also, the reduction in gender disparity got reduced at a higher rate in high literate districts than in low literate districts. Rural literacy followed the similar trend and the rural-urban disparity is prominent in these states. Also, the inter-district variation in female literacy rate was higher than male literacy rate for all the states in region. However, within the states there were huge variations. The inter-district gap in literacy rate in Haryana was the maximum, 30.62 per cent (Gurgaon 84.70 per cent and Mewat 54.08 per cent). Haryana was followed by Punjab with 22.76 per cent inter-district variations (Mansa 61.83 per cent and Hoshiarpur 84.59 per cent). Though Rajasthan was the least literate state but its inter-district variation is 21.70 per cent (Kota 76.56 per cent and Jalor 54.86 per cent). The intra-state disparity in literacy rate in Himachal Pradesh was least among the four states, 15.98 per cent (Chamba 72.17 per cent and Hamirpur 88.15 per cent). Hence, it is significant to analyse the above variations by studying the variations within one state and between the states as well.

For this purpose, three districts from each state were selected for searching the variations within the states and also between the states. These districts within a state lie at different points in the spectrum of educational development as measured by the total literacy rate. Case study of these districts helped in comparing their educational development from two different dimensions: firstly, the within-state comparison of districts with high, average and low literacy rate highlighting the common areas and points of diversion called intra-state comparison; second, the commonalities and differences across states based on their performance. That is to find out the factors that are common in all the high literate districts in four states of northwest India i.e.
inter-state comparison.

5.1 HARYANA

The three districts of Haryana selected for case study are Ambala (81.75 per cent), Kurukshetra (76.31 per cent) and Sirsa (68.82 per cent)

5.1.1 Ambala

The advent of British Rule marked the growth of Sikh Power in this region and the consequent destruction by British in 1805. The British in order to increase their sway beyond Yamuna took the Chiefs in Ambala under their protection. The British controlled the affairs of all states in the region in a most effective manner through the political agency at Ambala. In 1845, the Sikh chief showed passive obstruction or open hostility to the British. The result was the police jurisdiction of most of the chief as well as transit and custom duty were abolished and a commutation was accepted for the personal service of the chief of his contingent. The political agency of Ambala was transformed into Commissionership under the commissioner of the Satluj states. By 1846 several chiefships had lapsed owing to their failure to have male heirs and the so called break down of administrative machinery. The British acquired strips of territory around Ambala district in 1847. In 1849, Punjab was annexed and then it was declared that expect Buria and Kalsia all chiefs would cease to hold sovereign powers.

The present day Ambala district of Haryana lies between 30° 10’ and 31° 35’ north latitudes and 76° 30’ and 77° 10’ east longitudes. Total geographical area of the district is 1574 sq.km. The district area falls in Yamuna sub-basin of Ganga basin, and is mainly drained by the river Tangri, Beghna and Markanda.

The climate of Ambala over most of the year is a pronounced continental in character. It is very hot in summers and markedly cold in winters. May and June can be really hot with the temperature soaring to over 48°C, while in winter it can be as low as -1°C. Ambala has a semi-arid as well as tropical climate. Being far away from the coasts and close to the Thar desert, it does not get the full share of the Monsoon current seen mostly across central and east of the country. Around 70% rainfall is received during the month of July to September and the remaining rainfall is received during December to February. Ambala is the maximum rain-hit area in Haryana with average rainfall being 47.16 inches per annum.
It is divided into three tehsils namely Ambala, Barara and Naraingarh, and sub-divided into six development blocks namely Ambala I, Ambala II, Barara, Shahzadpur, Naraingarh, and Saha.

5.1.2 Kurukshetra

The district derived its name from the ancient region of Kurukshetra, which literally means the land of the Kurs. It is believed that the Kurukshetra war described in the Mahabharata Puranas and the war was fought here and Shree Krishna preached the Bhagavat Gita to Arjuna on the battlefield before the war. At present, the Kurukshetra region is situated in Haryana. Its boundaries touch the south of Punjab and the north of Khandava (Delhi). On the whole, the district is a plain, which rise from North East to South and South West. The plain is notable flat with low-lying flood plains, known as either Betre Khadar of Naili. Saraswati, Markanda and Ghaggar are the main rivers of the district. It is one of the prosperous districts from agriculture point of view. The soil is generally alluvial, loam and clay does not comprise average texture of the soil.

The climate of Kurukshetra is very hot in summer and very cold in winter. It has maximum temperature of 45° C in summer and minimum temperature of 3° C in winter.

Kurukshetra district comprises two sub-divisions: Thanesar and Pehowa. Thanesar sub-division comprises two tehsils, Thanesar and Shahabad and two sub-tehsils, Ladwa and Babain. Pehowa sub-division consists of Pehowa tehsil and Ismailabad sub-tehsil. The significant towns in this district are Kurukushetra, Thanesar and Pehowa.

5.1.3 Sirsa

There are a number of legends about the origin of the name of the town. Sirsa is said to be one of the oldest places of North India and its ancient name was Sairishaka, which finds mention in the Mahabharata, Panini's Ashatadhayayi and Divyavadan. In the Mahabharata, Sairishaka is described as being taken by Nakula in his conquest of the western quarter. It must have been a flourishing city in the 5th century BC, as it has been mentioned by Pāṇini. Later, it seems to have been corrupted to Sirsats from its ancient name Sairishaka.

The Sirsa district which comprised three tehsils of Sirsa, Dabwali and Fazilka
was abolished in 1884 and Sirsa tehsil (consisting of 199 Villages) and 126 villages of Dabwali tehsil formed one tehsil and the same was merged in the Hisar district and the rest of the portion was transferred to the Firozpur district (Punjab). There was no change till the Independence of the country except that a village was transferred from Sirsa tehsil to the then state of Bikaner in 1906. The entire area of the district was included in the new state of Haryana on November 1, 1966. In 1968, Sirsa tehsil was bifurcated into Sirsa and Dabwali tehsils. In 1974, three villages of Dabwali tehsil were transferred to Sirsa tehsil. On September 1, 1975, Sirsa and Dabwali tehsils were constituted into a separate Sirsa district with headquarters at Sirsa.

Sirsa, the north western most district of Haryana State with a total geographical area of 4270 sq. km is located between 29°13’ : 29°59’ north latitudes and 74°30’:75°7’ east longitudes. Muktsar, Bathinda & Mansa districts of Punjab in the north; Ganga Nagar & Hanumangarh districts of Rajasthan in West and South, Fatehabad and Hisar districts of Haryana in surround Sirsa in north east and southeast respectively.

The climate of Sirsa district can be classified as tropical desert, arid and hot which is mainly dry with very hot summer and cold winter except during monsoon season when moist air of oceanic origin penetrate into the district. The normal annual rainfall of the district is 318 mm, which is unevenly distributed over the area 20 days. The south west monsoon, sets in from last week of June and withdraws in end of September, contributing about 80% of annual rainfall. July and August are the wettest months. Rest 20% rainfall is received during non-monsoon period in the wake of western disturbances and thunderstorms.

The district is under control of Hisar division and administratively divided into seven development blocks namely Sirsa, Dabwali, Odhan, Baragudha, Nathusari Choupta, Rania and Ellenabad.

5.2 HIMACHAL PRADESH

Una (86.53 per cent), Kullu (79.40 per cent) and Lahul & Spiti (76.81 per cent) are the three districts in Himachal Pradesh selected for case study.

5.2.1 Una

The district, with its headquarter at Una town, has a geographical area of 1542 sq. km and covers 2.8 % area of the State. It lies between North latitude 31°18’00’’ &
31°55′00″ and East longitude 75°55′00″ & 76°28′00″ and is covered in survey of India degree sheet No.53A & 44M. Towards north it is bounded Kangra district, towards north- & east by Hamirpur & Bilaspur districts and towards south-west by State of Punjab. Una lies in the southwestern part of Himachal Pradesh, with the beautiful Sivalik hills of the Himalayas gently rolling on one side. The Satluj river passes alongside Shahtalai hills, known for the shrine of Baba Balak Nath. Una is one of the districts of Himachal Pradesh, India, and shares its border with the Hoshiarpur and Ropar district of Punjab. The terrain is generally a plain with low hills.

Climate of the district is tropical to temperate in nature as the terrain varies from plains to high hills. Temperature varies from minimum of 4°C in winter to the maximum of 46°C in summer. The area receives rainfall during monsoon period extending from June to September and also non- monsoon period (winter). The annual average rainfall in the area is about 1040 mm with about 55 average rainy days. The winter season starts from the November and continues till the middle of March. Thereafter the mercury continues rising till the set of Monsoon which starts from the last week of June and continues till the middle of September.

The present Una district until November 1, 1966 was one of the tehsil of the Hoshiarpur district of Punjab. Consequent upon reorganization of Punjab all the hill areas including Una tehsil was transferred to Himachal Pradesh. Ever since, until September 1972 it continued to remain as tehsil of the then Kangra district. On the 1st September, 1972 the Himachal Pradesh Govt. reorganised the then Kangra district into three districts namely Una, Hamirpur and Kangra. Una district consists of two Sub-Divisions (Una and Amb), three Tehsils (Bangana, Amb and Una) and two Sub-Tehsils(Haroli and Bharwain) and is having five Development Blocks (Una, Bangana, Gagret, Amb and Haroli).

Administratively, the district has been divided into two sub-divisions (Una & Amb) and comprises of 4 tehsils [Una, Amb, Bangana, Haroli] & 1 sub- tehsil (Bharwain). Further, there are 5 CD blocks [Una, Amb, Gagret, Dhundla (Bangana) & Haroli]. There are 5 towns (Una, Mehtpur Badshera, Gagret, Santhokhgarh and Daulatpur), 758 inhabited villages, 56 uninhabited and 235 Gram Panchayats in the district.
5.2.2 Kullu

Kullu (1,220 m or 4,000 ft.) was once known as Kulanthpitha - `the end of the habitable world`. Beyond rose the forbidding heights of the Greater Himalayas and, by the banks of the shining river Beas, lay the fabled `Silver Valley`. The Chinese pilgrim monk Xuanzang visited the Kullu Valley in 634 or 635 CE. He described it as a fertile region completely surrounded by mountains, about 3,000 li in circuit, with a capital 14 or 15 li in circumference. It contained a stupa built by Ashoka, which is said to mark the place where the Buddha preached to the local people and made conversions, stupa was taken away by a mughal ruler and put in Feroz Shah Kotla Maidan in Delhi. There were some twenty Buddhist monasteries, with about 1,000 monks, most of whom were Mahayanist. There were also some fifteen Hindu temples, and people of both faiths lived mixed together.

Kullu town has an average elevation of 1,278 m or 4,193 ft.). It lies on the bank of Beas River. To the north lies the famous town of Manali, which through the Rohtang pass leads onto the Lahaul and Spiti Valley. Once can see an enormous change in the climate as one climbs up the windward side of the ranges to proceed to the leeward and much drier plateaus to the north of Manali.

December and January during winter observe lowest temperatures ranging from 4°C to 20°C, with some snowfall. Annual highest temperature in summer ranges from 25°C to 37°C during May to August. Months of July and August are rainy because of Monsoon, having around 15 cm rainfall monthly. Climate is pleasant in October and November.

Kullu town, as the administrative headquarters of Kullu district, has the offices of Deputy Commissioner (the district's chief officer earlier known as District Collector), the Superintendent of Police and the District courts. It is also the largest and the most varied constituency of Lok Sabha, the lower house of the parliament of India.

5.2.3 Lahaul & Spiti

Lahaul and Spiti, lies at north-east of Himachal Pradesh bordering Tibet, were at one time separate Himalayan regions of the Kullu sub-divisions, and Kullu itself formed a part of Kangra district of Punjab. However the reorganization of states on a linguistic basis in 1966 left Lahaul and Spiti out of the new Punjab state and came
under Himachal Pradesh.

It attained the status of a district in the year 1960. As is clear from the name ‘Lahaul & Spiti, the district comprises two different mountains tracts, one known as Lahaul and the other as Spiti. Hence the name of the district came into being with the formation of these two parts into a revenue district. It is an entirely tribal district and is a completely scheduled area under Schedule V to the Constitution of India.

The district of Lahaul and Spiti lies between 76°46’29” and 78°41’34” East Longitude and 31°44’57” and 32°59’57” North Latitude. It lies 10,050 feet above mean sea level. As per Census of India 2011, the district has a geographical area of 13,841 square kilometres, which is 24.86 per cent, almost one fourth of the total area of Himachal Pradesh. This is the largest district by geographical area in the State and 17th largest district in India. The district is situated to the south of Ladakh with Chamba and Jammu and Kashmir surrounding the district in the north; Kangra in Northwest; Kullu in West; Kinnaur in South and Tibet in the Northeast. Lahaul has three valleys- Chandra Valley, Bhaga Valley and Chandra-Bhaga Valley. The Chandra-Bhaga valley is also popularly known as Pattan. Spiti region is higher in elevation and has more difficult and inhospitable climate. Its two main valleys are Spiti and Pin.

Lahaul and Spiti, the trans-Himalayan high altitude regions get little rainfall and are snowbound for much of the year. There is a great variation in temperature and climate of lower portions of Lahaul and higher parts of Spiti. Lahual receives high rainfall during July and August whereas as we go up the rainfall is very less in the Spiti region. However, Spiti experiences snowfall in majority part of the year.

Lahaul and Spiti is divided into three sub-divisions- Keylong, Kaza and Udaipur; two tehsils- Lahaul at Keylong and Spiti at Kaza and one sub-tehsil- Udaipur. The entire district consists of 521 villages.

Lahaul and Spiti is the third least populated district among all the districts in India with only 31,564 total number of inhabitants (Census 2011) out of which 52.55 per cent are males and 47.45 per cent females. The bottom two least populated districts in India are Dibang Valley (8004) and Anjaw (21167) districts in Arunachal Pradesh. Out of total population of the district, 9.90 per cent population is from 0-6 years of age. The population has in fact decreased from 33,224 in 2001 recording a negative growth rate of 4.99 per cent. The decrease in population is due to reduction
in male population only whereas female population has slightly increased from 2001-2011. Being the largest district by area and with least population, the number of persons living per square kilometers is as low as two, which is second least after Dibang Valley (Arunachal Pradesh) with population density of one.

Lahaul and Spiti is characterized with more than one paradoxes. It is the largest district in Himachal Pradesh in terms of area but is least populated. The child sex ratio is impressive and highest among 12 districts but is among the bottom three districts in terms of overall sex ratio. The population growth rate has reduced in last one decade due to decrease in male population. This trend is supported by the fact that more male deaths than females and high female live births are recorded in a given year. In spite of highest per capita income in the State, the educational development leaves much to be accomplished.

5.3 PUNJAB

The three districts selected for case study from Punjab are SAS Nagar (83.80 per cent), Patiala (75.28 per cent) and Muktsar (65.81 per cent).

5.3.1 Sahibzada Ajit Singh (SAS Nagar)

Sahibzada Ajit Singh Nagar district has been carved out of areas falling in Ropar and Patiala District as 18th District of Punjab on 14th April 2006. Because of its contiguous with the union territory of Chandigarh. The district has been formed to achieve growth of development as this area is emerging as major I.T. hub of Northern India. The district includes SAS Nagar, Kharar and Dera Bassi Tehsils. It is located in the northeast part of Punjab and is part of Patiala division The District includes 414 villages. The important townships in the district are Kara, Kerala, SAS Nagar, Zirakpur and Dera Bassi. Kharar tehsil is the largest administrative unit of the New district with 144 villages followed by Dera Bassi Tehsil with 44 villages. 27 villages are newly added in the District Sahibzada Ajit Singh Nagar, which are carved out from District Patiala.

The district is spread over geographical area of 1092.64 sq. kms. The rural area constitutes 1021.77 sq.kms. as compared to urban area of 70.87 sq.kms. SAS Nagar, located to the West of Chandigarh, is almost a continuation of Chandigarh. To its north is Rupnagar district. To its south are Fatehgarh Sahib and Patiala.

SAS Nagar has a sub-tropical continental monsoon climate characterized by a
seasonal rhythm: hot summers, slightly cold winters, unreliable rainfall and great variation in temperature (0°C to 44°C). In winter, frost sometimes occurs during December and January. The average annual rainfall is recorded at 617 mm. The city also receives occasional winter rains from the west. District Sahibzada Ajit Singh Nagar is divided into three Tehsils- Sahibzada Ajit Singh Nagar, Dera Bassi and Kharar, two Sub-Tehsils and three Blocks. There are total 414 villages.

5.3.2 Patiala

Patiala district is one of the important historical districts of the Punjab. Baba Ala Singh, who was the first ruler of the Phulkian State, in 1763, founded Patiala. Patiala was made the capital of the State. Prior to 1919, it was the tehsil headquarters of Bhiwanigarh district of Patiala State. In 1919, the districts were reorganised and Patiala was made a district with three tehsils Rajpura, Patiala and Ghanaur.

Patiala district of Punjab state lies between 29°49’ 30°40’ north latitudes and 75° 58°76°48’ east longitudes. Total geographical area of the district is 3290 sq.km. It is surrounded by Fatehgarh Sahib and Rajpura in the North; Nabha and Samana in the Northwest; Samana and Sanaur in the South and; Ghanaur in the Northeast.

The climate of Patiala district can be classified as tropical steppe, Semi-arid and hot which is mainly dry with very hot summer and cold winter except during monsoon. There are four seasons in a year. The hot weather season starts from mid March to last week of the June followed by the southwest monsoon, which lasts upto September. The transition period from September to October forms the post monsoon season. The winter season starts late in November and remains upto first week of March. The normal monsoon and annual rainfall of the district is 547 mm and 677 mm, respectively which is unevenly distributed over the area 29 days.

On 20th August 1948, PEPSU (Punjab and East Punjab States Union) was for med and the district again underwent a territorial change. The Patiala district is divided into five sub-divisions (tehsils) namely Patiala, Nabha, Ghanaur, Rajpura and Samana comprising eight-community development blocks viz. Patiala, nabha, Sanaur, Bhunerheri, Rajpura, Ghanaur, Samana and Patran for the purpose of administration. The district headquarter, Patiala town falls in Patiala Tehsil.

5.3.3 Muktsar

Muktsar is situated in the cotton belt of Punjab and therefore popularly called
the "Area of white gold". The ancient history of the Muktsar district has been traced to the Indus Valley civilization. The archaeological finds at different villages of Muktsar district are almost similar to those of Harappa and Mohanjodaro. It is divided into three parts Pre-Harappa, Harappa and Late Harappa and it is believed that Shri Baba Bhai Gurdas had lived here during his last times and there is a temple witting that believe in the south west of the city.

Muktsar is located at 29°32’ and 30°12’ North latitudes and 75°10’ and 75°46’ East Longitudes. It has an average elevation of 212 metres (695 feet).

The climate of Muktsar district is classified as sub-tropical steppe, semi-arid and hot which is mainly dry except in rainy months and characterized by intensely hot summer and cold winter. During three months of monsoon season from July into the district and causes high humidity, cloudiness and good monsoon rainfall. The period from October to November Constitutes post monsoon season. The cold weather season prevails from December to February followed by the hot weather season or Pre monsoon season which ends up to the last week of June.

This district is the newly created district of Punjab by reorienting parts of adjoining Bathinda District in 1992, and is divided into five development blocks for the purpose of administrative control.

5.4 RAJASTHAN

The three high, average and low literate districts selected for case study from Rajasthan are Jhunjhunun (74.13 per cent), Churu (65.13 per cent) and Barmer (56.53 per cent), respectively.

5.4.1 Jhunjhunun

Jhunjhunun is an ancient town but now a district Headquarter. The Jhunjhunun district shines unique among all the districts of Rajasthan. It has a brilliant trail of brave soldiers who have sacrificed their lives for the defence of their country. It is a district of the business-magnets and advanced farmers. It is one of the prosperous districts of Rajasthan. Its area is 5929 Sq. Kms. Most of the part of the district is semi-desert. The Aravali ranges are embracing the south-eastern part of the District. The huge and magnanimous copper fields are lying in the bowl of these ranges in
Singhana and Khetri suburbs. The lush green valleys and beautiful natural scenes captivate the tourists. Lohargal, the holy shrines of pilgrimage, lies in the lap of these ranges. There runs and anecdote that Pandwas, the heroes of the Mahabharata took bath and bathed their weapons in the Surya Kund, thereby they got salvation. A large number of the people throng every year to take a holy dip in its water on the occasion of the Bhadrapad Amavasya every year.

This district lies in the core of the well-known erstwhile shekhawati province. Every con of this province speaks its own history of bravery and valour. Innumerable spots and monuments are connected with lives of these warriors. Moreover, the palatial buildings of the rich people, adorned with fresco paintings in different colours and shades are a great source of attraction for the tourists. The paintings of these havelies have not only become our attraction for the tourists but also a subject of serious studies. They seem to be depicting the culture, history and flora & fauna of an age. Now a days these havelies are lying vacant. The owners have left them for big cities and they visit on very rare occasions. They are boarded and watched by the Chowkidars or Munims.

Jhunjhunun district is a part of Shekhawati. It is called Shekhawati after the name of Rao-Shekha. He was a great warrior. He established his kingdom far and wide. He ruled over this territory for many years. He died in the year 1488, near Railawta.

Jhunjhunun is an old and historical town, having it own district headquarter, no authentic proof as yet, when this city was founded and by whom. In the year 1450 Mohammed Khan & his son Samas Khan defeated the Chatham’s and conquered Jhunjhunun.

5.4.2 Churu

Churu was founded in A.D. 1620 by Rajputs of Nirban Clan. Churu, like an oasis, situated in the middle of the shifting golden sand dunes, opens the gate to the great desert of Thar. Geographically, it lies in 28°18’N latitude and 74°58’E longitude. Administratively, it is the headquarters of the Churu District. The temples of Salasar Balaji & Babosa Maharaj Churu, Dadrewa the birthplace of Goga ji and
Baba Phoolnath Temple NAWA are situated in the Churu district. Before India's independence in 1947, it was a part of Bikaner State. The district came into existence in 1948 comprising three tehsils Churu, Rajgarh and Taranagar when the administration of Bikaner State was reorganized.

Churu is located at 28.30°N 74.95°E. It has an average elevation of 292 m (958 ft.). Churu is a district with an enchanting topography amidst the Thar Desert. The Churu City is encircled by large shifting sand dunes. The area is scanty in vegetation. Phoge and Kair bushes and Khejri/Khejra (Prosopis cineraria), Royara and Babul trees are to be mainly found on the sand dunes. In the towns Neem and Peepal and Siras trees can also be noticed. One can find Sand dunes all over the area with a couple of small limestone hills.

The region boasts record temperatures ranging from below freezing point in the winters to over 50 degrees in the summer afternoons. Before dawn in the months of December/January one may not be surprised to notice ice in small water pots or frozen water dews on the little vegetation. Yet one may find that summer nights are cooler and winter days are warmer. There is a great variation in minimum and the maximum temperature of Churu.

5.4.3 Barmer

The name Barmer is derived from the ruler Bahada Rao Parmar (Panwar) or Bar Rao Parmar (Panwar) who is said to have founded the town in the 13th century, when it was named Bahadamer ("The Hill Fort of Bahada"). Barmer is located in the western part of the state forming a part of the Thar Desert. The district borders Jaisalmer district in the north, Jalore district in the south, Pali district and Jodhpur district in the east, and Pakistan in the west.

The total area of the district is 28,387 square kilometres (10,960 sq. miles). The district is located between 24°58' to 26°32' north latitudes and 70°05' to 72°52' E longitudes. The longest river in the district is the Luni. It is 480 km in length and drain into the Gulf of Kutch passing through Jalore.
The variation in temperature in various seasons is quite high. In summers the temperature soars to 46°C to 51°C. In winters it drops to 0°C (41°F). Primarily Barmer district is a desert where average rainfall in a year is 277 mm.

In the 2001 census, there were two subdivisions, Barmer and Balotra. Now there are eleven subdivisions in the district, Barmer, Balotra, Gudamalani, Sheo, Siwana, Chohtan, Baytoo, Ramsar, Sindhari, Sedwa and Dhorimana with fourteen tehsils: Barmer, Baytoo, Chohtan, Gudha Malani, Pachpadra, Ramsar, Sheo, Siwana, Samdari, Dhorimanna, Gida, Sindhari, Sedwa, Gadra Road. The total of 1,941 villages in Barmer District come under Seventeen Panchayat Samitis.

### 5.5 INTRA-STATE COMPARISON OF DISTRICTS ON DEMOGRAPHIC AND EDUCATIONAL INDICATORS

Keeping in view the research questions that this study aimed to answer, case study method helped to explore the factors behind success or failure in achieving the desired or set results by using district as a specific illustration. Since more than one district was selected from each state, it was a collective case study in which the technique is replicated for each case as each case is set in different socio-cultural environment. The information collected in case study was analysed from two perspectives—within-state analysis and within-Northwest India analysis to get a complete and comparative picture of their performance on different indicators of social (Table 5.1) as well as educational indicators (Table 5.2 and Table 5.3).

#### 5.5.1 Haryana

The districts selected for case study from Haryana included Ambala, Kurukshetra and Sirsa. Sirsa is the largest district in terms of area (4277 sq. km) followed by Ambala (1574 sq. km) and Kurukshetra (1530 sq. km). Ambala is a high literate district with literacy rate 81.75 per cent and Sirsa is among the least literate districts with literacy arte 68.82 per cent. Kurukshetra is average performing district with 76.31 per cent of its population being literate but has literacy rate higher than the state average of 75.55 per cent.
Table 5.1
Population Profile of Selected Districts in Northwest India: 2011

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<th>Population Ranking</th>
<th>% Female</th>
<th>% Rural</th>
<th>Total Population Growth Rate</th>
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<th>Urban Population Growth Rate</th>
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<td>HARYANA</td>
<td>-</td>
<td>46.77</td>
<td>65.12</td>
<td>19.9</td>
<td>18.75</td>
<td>21.23</td>
<td>44.59</td>
<td>9.85</td>
<td>573</td>
<td>838</td>
<td>834</td>
<td>879</td>
</tr>
<tr>
<td>Ambala</td>
<td>11</td>
<td>46.7</td>
<td>55.62</td>
<td>11.23</td>
<td>10.26</td>
<td>12.35</td>
<td>40.26</td>
<td>_4.5</td>
<td>810</td>
<td>796</td>
<td>810</td>
<td>885</td>
</tr>
<tr>
<td>Kurukshetra</td>
<td>16</td>
<td>47</td>
<td>71.05</td>
<td>16.86</td>
<td>15.52</td>
<td>18.41</td>
<td>29.56</td>
<td>12.38</td>
<td>818</td>
<td>765</td>
<td>818</td>
<td>888</td>
</tr>
<tr>
<td>Sirsa</td>
<td>8</td>
<td>47.3</td>
<td>75.35</td>
<td>15.99</td>
<td>15.06</td>
<td>17.04</td>
<td>8.79</td>
<td>18.56</td>
<td>862</td>
<td>874</td>
<td>862</td>
<td>897</td>
</tr>
<tr>
<td>HIMALACH PRADSH</td>
<td>-</td>
<td>49.28</td>
<td>89.97</td>
<td>12.94</td>
<td>12.76</td>
<td>13.14</td>
<td>15.61</td>
<td>12.65</td>
<td>123</td>
<td>911</td>
<td>909</td>
<td>972</td>
</tr>
<tr>
<td>Una</td>
<td>6</td>
<td>49.4</td>
<td>91.38</td>
<td>16.26</td>
<td>17.44</td>
<td>15.06</td>
<td>17.89</td>
<td>16.49</td>
<td>338</td>
<td>860</td>
<td>875</td>
<td>976</td>
</tr>
<tr>
<td>Kullu</td>
<td>9</td>
<td>48.52</td>
<td>90.55</td>
<td>14.76</td>
<td>15.52</td>
<td>15.74</td>
<td>37.54</td>
<td>12.81</td>
<td>80</td>
<td>997</td>
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<td>942</td>
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<tr>
<td>Lahaul &amp; Spiti</td>
<td>12</td>
<td>52.55</td>
<td>100</td>
<td>_4.99</td>
<td>_10.05</td>
<td>1.3</td>
<td>NA</td>
<td>_5</td>
<td>2</td>
<td>864</td>
<td>1033</td>
<td>903</td>
</tr>
<tr>
<td>RAJASTHAN</td>
<td>-</td>
<td>48.14</td>
<td>75.13</td>
<td>21.31</td>
<td>20.84</td>
<td>21.82</td>
<td>29.01</td>
<td>18.96</td>
<td>200</td>
<td>839</td>
<td>888</td>
<td>928</td>
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<tr>
<td>Jhunjhunun</td>
<td>12</td>
<td>48.72</td>
<td>77.15</td>
<td>11.67</td>
<td>20.84</td>
<td>11.93</td>
<td>29.01</td>
<td>8.52</td>
<td>361</td>
<td>823</td>
<td>837</td>
<td>950</td>
</tr>
<tr>
<td>Churu</td>
<td>13</td>
<td>48.45</td>
<td>71.75</td>
<td>20.25</td>
<td>20.74</td>
<td>19.74</td>
<td>17.32</td>
<td>21.45</td>
<td>148</td>
<td>775</td>
<td>902</td>
<td>940</td>
</tr>
<tr>
<td>Barmer</td>
<td>7</td>
<td>47.42</td>
<td>93.02</td>
<td>32.52</td>
<td>31.86</td>
<td>33.25</td>
<td>25.06</td>
<td>33.11</td>
<td>92</td>
<td>889</td>
<td>904</td>
<td>902</td>
</tr>
</tbody>
</table>

Source: Census of India, 2011
Table 5.2

Literacy Growth Rate, Access and Teacher Component for Selected Districts in Northwest India: 2011 and 2012-13

<table>
<thead>
<tr>
<th>Districts</th>
<th>Increase in Total Literacy Rate</th>
<th>ACCESS</th>
<th>TEACHERS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1991-2001</td>
<td>2001-2011</td>
<td>Density of Schools per 10 Square Kilometer</td>
</tr>
<tr>
<td></td>
<td>Primary</td>
<td>Upper Primary</td>
<td>&gt; 30 for Primary</td>
</tr>
<tr>
<td>PUNJAB</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>SAS Nagar</td>
<td>NA</td>
<td>5.9</td>
<td>7.68</td>
</tr>
<tr>
<td>Patiala</td>
<td>10.68</td>
<td>5.98</td>
<td>5.29</td>
</tr>
<tr>
<td>Muktsar</td>
<td>NA</td>
<td>7.61</td>
<td>3.21</td>
</tr>
<tr>
<td>HARYANA</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Ambala</td>
<td>6.45</td>
<td>8.89</td>
<td>5.06</td>
</tr>
<tr>
<td>Kurukshetra</td>
<td>11.12</td>
<td>6.31</td>
<td>5.17</td>
</tr>
<tr>
<td>Sirsa</td>
<td>14.18</td>
<td>8.22</td>
<td>2.01</td>
</tr>
<tr>
<td>HIMACHAL PRADESH</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Una</td>
<td>9.46</td>
<td>7.78</td>
<td>4.11</td>
</tr>
<tr>
<td>Kullu</td>
<td>18.08</td>
<td>6.5</td>
<td>1.63</td>
</tr>
<tr>
<td>Lahaul &amp; Spiti</td>
<td>16.28</td>
<td>3.71</td>
<td>0.15</td>
</tr>
<tr>
<td>RAJASTHAN</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Jhunjhunun</td>
<td>4.68</td>
<td>1.09</td>
<td>5.38</td>
</tr>
<tr>
<td>Churu</td>
<td>16.29</td>
<td>_0.84</td>
<td>1.89</td>
</tr>
<tr>
<td>Barmer</td>
<td>22.43</td>
<td>_2.46</td>
<td>1.98</td>
</tr>
</tbody>
</table>

Table 5.3
Infrastructural facilities and outcome Indicators for Selected Districts in Northwest India: 2011 and 2012-13

<table>
<thead>
<tr>
<th>Districts</th>
<th>INFRASTRUCTURE</th>
<th>OUTCOME</th>
<th>% Change in Enrollment</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>% Schools with Student-Classroom ratio</td>
<td>% Government Schools with SMCs</td>
<td>% Schools approachable by All-weather Roads</td>
</tr>
<tr>
<td></td>
<td>&gt; 30 for Primary</td>
<td>&gt; 35 for Upper Primary</td>
<td>Primary</td>
</tr>
<tr>
<td>Punjab</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>SAS Nagar</td>
<td>15.36</td>
<td>10.33</td>
<td>100</td>
</tr>
<tr>
<td>Patiala</td>
<td>18.82</td>
<td>17.14</td>
<td>99.5</td>
</tr>
<tr>
<td>Muktsar</td>
<td>15.36</td>
<td>10.33</td>
<td>100</td>
</tr>
<tr>
<td>Haryana</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Ambala</td>
<td>2.34</td>
<td>29.46</td>
<td>97.4</td>
</tr>
<tr>
<td>Kurukshetra</td>
<td>24.53</td>
<td>18.96</td>
<td>99.2</td>
</tr>
<tr>
<td>Sirsa</td>
<td>30.2</td>
<td>31.54</td>
<td>100</td>
</tr>
<tr>
<td>Himachal Pradesh</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Una</td>
<td>9.48</td>
<td>19.52</td>
<td>100</td>
</tr>
<tr>
<td>Kullu</td>
<td>4.13</td>
<td>20.45</td>
<td>99.6</td>
</tr>
<tr>
<td>Lahaul &amp; Spiti</td>
<td>0</td>
<td>1.28</td>
<td>97</td>
</tr>
<tr>
<td>Rajasthan</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Jhunjhunun</td>
<td>11.86</td>
<td>10.58</td>
<td>99.2</td>
</tr>
<tr>
<td>Churu</td>
<td>26.02</td>
<td>17.68</td>
<td>97.3</td>
</tr>
<tr>
<td>Barmer</td>
<td>25.28</td>
<td>27.56</td>
<td>98.1</td>
</tr>
</tbody>
</table>

Among the three districts Sirsa has highest population followed by Ambala and the Kurukshetra. Sirsa has highest per cent of females (47.3 per cent) followed by Kurukshetra (47 per cent) and Ambala (46.7 per cent). All three districts have slightly lower female population than the state (46.77 per cent). Similarly, Sirsa has highest share of rural population (75.35 Ambala per cent) followed by Kurukshetra (71.05 per cent) and Ambala (55.62 per cent). Ambala’s share of rural population is less than that of Haryana (65.12 per cent).

Sirsa has highest population and largest area among the three states. It is the district with highest population density (862) followed by Kurukshetra (818) and Ambala (810). All three districts have population growth rate lower than the state average (19.9 per cent) from 2001-2011. Ambala recorded an increase of 11.23 per cent in total population from 2001-2011 with 40.26 per cent increase in urban population. However it recorded a decrease of 4.5 per cent in rural population. Total population growth rate for Kurukshetra was 16.86 per cent with 29.56 per cent increase in urban and 12.38 per cent increase in rural population. Whereas for Sirsa, growth rate for rural population was 18.56 per cent and that for urban population is 8.79 per cent. Increase in female population was 12.35 per cent, 18.41 per cent and 17.04 per cent respectively. All three districts recorded lower female population growth rate than the state average (21.23 per cent).

Sirsa has highest child sex ratio (862) even higher than that of Haryana (834). Ambala has least child sex ratio (818) followed by Kurukshetra (818). Similarly, Sirsa has highest total sex ratio (897) among the selected districts and fourth highest in the state, followed by Kurukshetra (888) and Ambala (885). All three districts have higher sex ratio than the state average (879).

From 1991-2001, Haryana’s literacy rate increased by 12.06 per cent whereas the increase in literacy rate was 7.64 per cent from 2001-2011. Sirsa, which is among the least literate districts of Haryana, gained 14.18 per cent in literacy rate from 1991-2001 and 8.22 per cent in next decade, 2001-2011. The decadal growth of literacy rate was 6.45 per cent in Ambala 11.12 per cent for Kurukshetra from 1991-2001. From 2001-2011, the decadal growth of literacy rate increased in case of Ambala (8.89 per cent) than the previous year and decreased for Kurukshetra (6.31 per cent). From 1991-2001, only Sirsa had higher increase in literacy rate than the state average whereas in 2001-2011, both Ambala and Sirsa recorded higher gain in literacy rate.
In terms of access to elementary schooling, Kurukshetra had highest number of primary schools per 10 km (5.17) followed by Ambala (5.06) and Sirsa (2.01). For upper primary schools, Ambala had highest school density (3.39) followed by Kurukshetra (3.12) and Sirsa (1.26). Only Sirsa had lower school density, both for primary and upper primary stage than that of Haryana (3.65 and 2.64 respectively).

Sirsa had highest per cent of schools with PTR higher than 30 in primary classes (42.28 per cent) followed by Ambala (38.77 per cent) and Kurukshetra (30.09 per cent). However in case of upper primary classes, Ambala had highest share of schools having PTR greater than 35 (14.45 per cent) followed by Kurukshetra (10.78 per cent) and Sirsa (9.65 per cent). All the three districts have lesser share of schools with PTR higher than as given under RTE Act (2009), both at primary and upper primary level.

Interestingly, Ambala had only 91.3 per cent of trained regular teachers and 95.3 per cent of trained contractual teachers. Whereas in case of Kurukshetra and Sirsa, all the teachers regular as well as contractual, were trained. On the other hand, the percentage of primary schools with student-classroom ratio greater than 30 was highest in Sirsa (30.2 per cent), followed by Kurukshetra (24.53 per cent) and Ambala (2.34 per cent). At upper primary level also Sirsa had highest share of schools with SCR greater than 35, followed by Ambala (29.46 per cent) and Kurukshetra (18.96 per cent).

All schools in Sirsa had constituted SMCs at both primary and upper primary schools. However, the share was 97.4 per cent in Ambala and 99.2 per cent in Kurukshetra for primary schools and 95 per cent for Ambala and 98.9 per cent for Kurukshetra for upper primary schools. Almost all schools were approachable by all weather schools in the three districts but only Sirsa had cent per cent approachable schools.

Notably, high literate district of Ambala had low GER (105.7) at primary stage as against that of Sirsa (112.5). Primary GER for Kurukshetra was (105.2) least among the districts. However, at secondary stage, Ambala recorded highest GER (104) followed by Kurukshetra (100.5) and Sirsa (97.6). The primary as well as upper primary GER of all three districts is higher than the state average (98.39 and 94.17 respectively). The ratio of girl’s to boy’s enrolment at primary level was highest for Kurukshetra (0.85), followed by Sirsa (0.84) and least in Ambala (0.81). The ratio for
upper primary level was highest for Sirsa (0.82) followed by Kurukshetra (0.78) and least in Ambala (0.76).

Transition rates from primary to upper primary stage is cent per cent for Ambala but 98.9 per cent for Kurukshetra and 94.4 per cent for Sirsa. Ambala recorded 2.2 per cent increase in primary stage enrolments. However, Kurukshetra recorded 3 per cent decrease and Sirsa recorded 3.7 per cent decrease in primary school enrolments. The upper primary enrolment increased by 5.5 per cent in Ambala, 4 per cent in Sirsa and 0.6 per cent in Kurukshetra. All districts fulfilled the target of 224 instructional days in a year at primary level and 225 at upper primary level.

5.5.2 Himachal Pradesh

Una, Kullu and Lahaul and Spiti are three districts from Himachal Pradesh selected for the case study. Una’s literacy rate (86.53 per cent) is higher than that of the state average (82.80 per cent) and is among the high literate districts. Kullu is among the average literate districts (79.40 per cent) and Lahaul & Spiti is the second least literate district (76.81 per cent) in Himachal Pradesh.

In Lahaul and Spiti females comprise more than half of the population (52.5 per cent). The share of female population is 49.4 per cent in Una and 48.5 per cent in Kullu. Same trend follows in terms of share of rural population. The entire population of Lahaul and Spiti is rural population. The share of rural population in Una is 91.38 per cent and Kullu is 90.55 per cent. All three districts have higher per cent of rural population than the state (89.97 per cent).

Among these three Una had highest population followed by Kullu and then Lahaul and Spiti. However, Una is the smallest district (1540 sq.km) in terms of area followed by Kullu (5503 sq. km). Lahaul and Spiti is the largest district in Himachal Pradesh (18841 sq. km). Since Una is smallest district area-wise and with highest population. Therefore, it is among the highly populated districts with 338 persons living per sq. km. Lahaul and Spiti is the least densely populated district with only 2 people living in one sq. km. Kullu is the third least densely populated district with population density of 80 persons per sq. km. as against the average population density of 123 for Himachal Pradesh.

During 2001-2011 Una and Kullu had higher population growth rate than Himachal Pradesh (12.94 per cent) from 2001 to 2011. Una’s population increased by
16.26 per cent in last decade with 15.06 per cent increase in female population and 16.49 per cent increase in rural population. Total population decadal growth rate for Kullu was 14.76 per cent with 15.74 per cent increase in female population and 12.81 per cent in rural population. Notably, Lahaul & Spiti showed decline of 4.99 per cent in total population with 1.3 per cent growth in female population. Male population of Lahaul & Spiti decreased by 10.05 per cent and rural population by 5 per cent. Kullu and Lahaul & Spiti recorded higher growth rate in female population than in male population.

Lahaul and Spiti has highest child sex ratio of 1033. There are 1033 females per thousand males in the age group of 0-6 years. Kullu has third highest child sex ratio (962) and Una has least child sex ratio (875). Una is the only district with child sex ratio less than that of Himachal Pradesh (909). However, the trend reverses in terms of total sex ratio. Una has highest sex ratio (976) followed by Kullu (942) and Lahaul and Spiti (903). Only Una has higher sex ratio than the state average (972).

From 1991-2001, Himachal Pradesh’s total literacy rate increased by 12.62 per cent whereas the gain decreased to 6.32 per cent from 2001-2011. The increase in total literacy rate from 1991-2001 for Kullu (18.08 per cent) and Lahaul & Spiti (16.28 per cent) was higher than the state whereas literacy rate of Una increased by 9.46 per cent. From 2001-2011, Una gained maximum (7.78 per cent) total literacy rate followed by Kullu (6.5 per cent) and then Lahaul & Spiti (3.71 per cent). However, except Lahaul & Spiti, the increase in other two districts was higher than the state average.

In terms of access to schooling, Una has highest density of schools at both primary (4.11) and upper primary level (2.43). Kullu has 1.63 primary and 0.64 upper primary schools per 10 sq. km. Lahaul & Spiti has least number of primary (0.15) as well as upper primary (0.06) schools per 10 sq. km. Only Una had higher density of schools than the state average for both primary (2.37) and upper primary level (1.15).

In terms of percentage of schools with higher pupil-teacher ratio (PTR) as given under Right to Education Act (2009), Una is performing best with least share of primary schools (9.64 per cent) having higher PTR. Kullu has 6.03 per cent primary schools. However, at upper primary level, Una has 2.67 per cent of schools with PTR 35. Meanwhile for Kullu the share is 1.14 per cent. Notably no school in Lahaul & Spiti has PTR higher than 30 and 35.
None of the districts have cent per cent teachers trained at elementary level. Lahaul & Spiti has highest number of regular (97.2 per cent) as well as contractual (90 per cent) trained teachers. Kullu has lowest number of trained regular (90.8 per cent) and contractual (74.2 per cent) teachers, which is less than the state average (94.62 per cent for regular and 90.20 per cent for contractual teachers). Una has 92.6 per cent regular trained teachers and 87.1 per cent of contractual trained teachers, less than the state in both cases.

In terms of infrastructure, Una has 9.48 per cent of primary and 19.52 per cent for upper primary schools with student-classroom ratio higher than 30 for primary and 35 for upper primary level. Kullu with 4.13 per cent primary and 20.45 per cent upper primary schools with student-classroom ratio higher than the RTE norms follow Una. Lahaul & Spiti do not have any primary school with high SCR whereas the share is 1.28 per cent for upper primary.

Una has cent per cent government primary schools and 99.1 per cent upper primary schools with School Management Committees (SMCs) however in Kullu 99.6 per cent primary schools and cent per cent upper primary schools have constituted SMCs. For Lahaul & Spiti the share for primary schools is 97 per cent and upper primary schools is 97.2 per cent. Una has 86.8 per cent primary and 87.6 per cent upper primary schools that are approachable by all-weather roads at elementary level. For Kullu and Lahaul & Spiti the share is less than the state average.

Gross Enrolment Ratio (GER) for Una (103.7) and Kullu (110.7) have gone above 100 but for Lahaul & Spiti it is 99.1 per cent at primary level. At upper primary level GER for Kullu (102.3) is highest, followed by Una (97) and Lahaul & Spiti (85.2). For Net Enrolment Ratio (NER) Lahaul & Spiti has least NER for primary (85.9) as well as upper primary level (64.1). Kullu has highest NER both for primary (92.3) and upper primary (80.4). Una too has NER (86.5) higher than the state average of 83.71 for primary classes but in case of upper primary stage it is 73.6, lower than that of Himachal Pradesh (75.26).

Gender parity, the ratio of girls’ enrolment to boys’ enrolment, is as high as 1.04 at primary level and 1.13 at upper primary level for Lahaul & Spiti. For Kullu too the ratio is 0.96 and 0.99 at both primary and upper primary level followed by Una with gender parity of 0.84 for primary and 0.82 for upper primary classes. In Himachal Pradesh, 97.85 per cent of children moved from primary to upper primary
from 2011-12 to 2012-13. The transition rate is 96.8 per cent for Kullu, 96.2 per cent for Una and 87.9 per cent for Lahaul & Spiti.

The per cent change in primary enrolment has decreased for all three districts with maximum decline in Kullu (4.5 per cent) followed by Una (3.5 per cent and Lahaul & Spiti (0.6 per cent). At upper primary stage, the decline is one per cent for Una and 6.2 per cent for Kullu. The increase in enrolment is as high as 11.9 per cent. All the districts have attained the mark of desired average instructional days.

5.5.3 Punjab

The three districts selected for case study from Punjab are SAS Nagar, Muktsar and Patiala. SAS Nagar has highest literacy rate (83.80 per cent) followed by Patiala (75.28 per cent) and Muktsar (65.81 per cent). SAS Nagar’s literacy rate is higher than that of the state average and is among the high literate districts. Patiala is among the average literate districts and Muktsar is the second least literate district in Punjab.

Among these, Patiala is the oldest district and got its district status in 1919. Muktsar was given the district status in 1995 and SAS Nagar in 2006. Also, Patiala is the largest district area-wise (3325 sq. km) followed by Muktsar (2615 sq. km) and SAS Nagar (1094 sq.km). Though SAS Nagar is smallest district (area-wise) among the selected districts its population density is highest and third highest in Punjab out of 22 districts. Muktsar with largest area and lowest population among three districts have least population density all over Punjab (348 persons per sq.km). Its population density is less than the state average.

During 2001-2011 all three districts have higher population growth rate than Punjab (13.89 per cent) from 2001 to 2011. SAS Nagar’s population increased by 33.15 per cent in last decade with highest increase recorded in urban population (90.23 per cent) and a decrease of 2.32 per cent in rural population. Total population decadal growth rate for Patiala is 19.62 per cent with 31.69 per cent increase in urban population and 12.66 per cent in rural population. Muktsar, with least population growth rate (16 per cent) had 27.16 per cent growth in urban population and 12.22 per cent growth in rural population. All three district recorded higher growth rate in female population than in male population. Also, the total population growth rate of all the three districts is higher than that of Punjab (13.89 per cent).
Muktsar with least population has highest share of female population (47.26 per cent) and Patiala with highest population has 47.12 per cent females. For SAS Nagar the percentage of female population is the least among the three districts i.e. 46.7 per cent. Same trend follows in share of rural population. Muktsar has 72.04 per cent population residing in rural area, which is higher than that in Punjab (62.52 per cent). Muktsar is followed by Patiala with 59.74 per cent rural population. District SAS Nagar has less the half of population in rural areas (45.24 per cent).

In terms of child (0-6 years) sex ratio, all three districts have lower values than Punjab’s average (946). SAS Nagar has undesirably highest child sex ratio (841) followed by Patiala (837) and then Muktsar (831). However, the trend reverses in case of total sex ratio. SAS Nagar has 876 females per 1000 males (least) as compared to Patiala (891) and Muktsar (896). Only Muktsar’s total sex ratio is higher than the state average (895). Though Punjab lies in the average group in terms of literacy rates, the literacy rate has always been higher than India in the respective year.

From 1991-2001, Punjab gained 10.14 per cent in total literacy rate whereas the gain decreased to 7.19 per cent during 2001-2011. Among the three selected districts SAS Nagar and Muktsar were not formed during 1991 census period. However the increase in total literacy rate for Patiala (10.68per cent) was higher than Punjab (10.14 per cent). From 2001 to 2011, the Muktsar gained maximum (7.61 per cent) total literacy rate followed by Patiala (5.98 per cent) and then SAS Nagar (5.9 per cent). However, except Muktsar, the increase in other two districts was less than the state average gain (7.19 per cent).

In terms of access to schooling, SAS Nagar has highest density of schools at both primary (7.68) and upper primary level (4.69). Patiala has 5.29 primary and 3.09 upper primary schools per 10 sq. km. Muktsar has least number of primary (3.21) as well as upper primary (1.95) schools per 10 sq.km level. SAS Nagar and Patiala have higher density of schools than the state average for both primary (3.66) and upper primary level (1.80).

In terms of percentage of schools with higher pupil-teacher ratio (PTR) as given under Right to Education Act (2009), SAS Nagar is performing best with least share of schools (18.45) having higher PTR. Patiala has 20.47per cent primary schools and Muktsar has as high as 37.12per cent of primary schools with PTR higher than 30. However, at upper primary level, Muktsar has only 2.56 per cent of schools
with PTR 35. Meanwhile for Patiala the share is 5.16 per cent and for SAS Nagar it is 4.29 per cent.

None of the districts have all the teachers trained at elementary level. SAS Nagar has highest number of regular (93.5 per cent) as well as contractual (90.2 per cent) trained teachers. Patiala has lowest number of trained regular (87.6 per cent) and contractual (69.5 per cent) teachers, which is less than the state average (80.06 per cent for regular and 84.32 per cent for contractual teachers). Muktsar has 91.6 per cent regular trained teachers and 85.3 per cent of contractual trained teachers, performing better than the state in both cases.

In terms of infrastructure, SAS Nagar has 15.36 per cent of primary and 10.33 per cent for upper primary schools with student-classroom ratio (SCR) higher than 30 for primary and 35 for upper primary level. SAS Nagar is followed by Patiala with 18.82 per cent primary and 17.14 per cent upper primary schools with student-classroom ratio higher than the Right to Education Act (2009) norms. For Muktsar, the number of schools is 27.49 per cent for primary and 23.26 per cent for upper primary level.

SAS Nagar and Muktsar have 100 per cent government schools with School Management Committees (SMCs) and almost all primary schools (99.5 per cent) in Patiala have constituted SMCs, still higher than the state average of 92.64 per cent. All districts have above 99 per cent schools that are approachable by all-weather roads at elementary level.

Gross Enrolment Ratio (GER) for all three districts has gone above 100 at primary level- SAS Nagar (100), Patiala (114.2) and Muktsar (110.9). At upper primary level GER for Patiala (103) is highest, followed by Muktsar (90.9) and SAS Nagar at the least (82.4). The Net Enrolment Ratio (NER) shows a different picture. SAS Nagar has least NER for primary (80.7) as well as upper primary level (60.5). Patiala has highest NER both for primary (91.9) and upper primary (74.5). Muktsar too has NER (86.6) higher than the state average of 85.72 for primary classes and for upper primary it is 62.8, lower than that of Punjab (70.13).

Gender parity, calculated by measuring the ratio of girls’ enrolment to boys’ enrolment, is same for all districts (0.80) at primary level being less than the state (0.82). However, at upper primary level it is 0.75 for SAS Nagar and Patiala and as low as 0.41 for Muktsar. All three districts have gender parity less than that of Punjab.
(0.79). In Punjab, 97.61 per cent of children move from primary to upper primary from 2011-12 to 2012-13. The transition rate is cent per cent for SAS Nagar, 99.3 per cent for Muktsar and 98.1 per cent for Patiala.

5.5.4 Rajasthan

Jhunjhunun, Churu and Barmer are three districts selected for case study in Rajasthan. These three districts lie at different levels of educational development measured in terms of literacy rates. Jhunjhunun is among high literate districts (74.13 per cent) and Barmer (56.53 per cent) among low literate districts. Churu lies on the average (66.75 per cent) but has total literacy rate higher than Rajasthan’s average (62.11 per cent) in 2011.

Among these three districts Barmer is largest in terms of area (28,387 sq.km) as well as population (7th highest in Rajasthan). But its population density is least among the three districts (92) and third least among all 33 districts in Rajasthan. Churu follows Barmer with total area of 13,835 sq.km and 13th highest in population. But has low population density (148), fourth least among all the state districts. Jhunjhunun has 9th highest population density (361). It is smallest district among the three selected districts (5928 sq.km) but population slightly higher than Churu.

All three districts have high per cent of female population than the state average (48.14 per cent). Jhunjhunun has highest proportion of female population (48.72 per cent) followed by Churu (48.45 per cent) and Barmer (47.4 per cent). Around 93 per cent of Barmer’s population resides in rural areas. The share of rural population in Jhunjhunun is 77.15 per cent and in Churu is 71.75 per cent. Only Churu has low per cent of rural population than in Rajasthan (75.13 per cent).

Barmer, the district with highest population, recorded highest decadal growth rate of 32.52 per cent followed by Churu (20.25 per cent) and Jhunjhunun (11.67 per cent). Only Barmer’s population growth rate is higher than Rajasthan’s average (21.31 per cent). The change in male population is higher than in female population for Jhunjhunun and Churu but for Barmer that has lowest per cent of female population has highest female population growth rate. Jhunjhunun with highest per cent of female population has lowest child sex ratio (837) in the state. Churu has higher child sex ratio (902) and Barmer has highest child sex ratio (904) among the selected three districts. The trend reverses in total sex ratio, which is highest for
Jhunjhunun (950), followed by Churu (940) and Barmer (902). Only Jhunjhunun has child sex ratio lower than the state average (888) and only Barmer than total sex ratio less than that of Rajasthan (928).

From 1991-2001, Rajasthan gained 21.86 per cent in total literacy rate whereas in the following decade the gain decreased to 5.7 per cent from 2001-2011. The increase in total literacy rate for Barmer (22.43 per cent) was highest followed by Churu (16.29 per cent) and Jhunjhunun (4.68 per cent) among the three selected districts. From 2001-2011, Jhunjhunun gained maximum (1.09 per cent) literacy rate. A decline of 0.84 per cent in Churu and 2.46 per cent in Barmer was recorded during 2001-2011.

In terms of access to schooling, Jhunjhunun has highest density of schools at both primary (5.38) and upper primary level (1.89). Barmer has 1.98 primary and 0.79 upper primary schools per 10 sq. km. Churu has least number of primary (1.89) as well as upper primary (1.47) schools per 10 sq.km level. Only Jhunjhunun has higher density of schools than the state average for both primary (3.16) and upper primary level (1.89).

In terms of percentage of schools with higher pupil-teacher ratio (PTR) as given under Right to Education (2009) Act, Jhunjhunun is performing best with least share of schools (14.24) having higher PTR. Churu has 30.42 per cent primary schools and Barmer has as high as 54.43 per cent of primary schools with PTR higher than 30. Same trend is followed at upper primary level as well. Jhunjhunun has 10.84 per cent of schools with PTR 35. Meanwhile for Churu the share is 13.09 per cent and for Barmer it is 31.61 per cent.

None of the districts have all the teachers trained at elementary level. Barmer has highest number of regular (92.8 per cent) trained teachers. Churu has lowest number of trained regular (87.6 per cent) and contractual (28.73 per cent) teachers, which is less than the state average (90.51 per cent for regular and 82.08 per cent for contractual teachers). Jhunjhunun has 91.7 per cent regular trained teachers and 87.3 per cent of contractual trained teachers, performing better than the state in both cases.

In terms of infrastructure, Jhunjhunun has 11.86 per cent of primary and 10.58 per cent for upper primary schools with student-classroom ratio (SCR) higher than 30 for primary and 35 for upper primary level. Barmer follows Jhunjhunun with 25.28 per cent primary and 27.56 per cent upper primary schools with student-classroom
ratio higher than the Right to Education norms. For Churu, the number of schools is 26.02 per cent for primary and 17.68 per cent for upper primary.

Jhunjhunun and Churu have cent per cent upper primary government schools with School Management Committees (SMCs) however in Barmer 85.7 per cent upper primary schools have constituted SMCs, which is still higher than the state average of 92.42 per cent. Churu has 97.3 per cent, Barmer 98.1 per cent and Jhunjhunun 99.2 per cent primary schools with SMCs.

Gross Enrolment Ratio (GER) for all three districts have gone above 100 at primary level- Jhunjhunun (108.4), Churu (105.9) and Barmer (112.3). At upper primary level the trend is reversed. The GER for Jhunjhunun (87.7) is highest, followed by Churu (79.7) and Barmer at the least (72.1). The Net Enrolment Ratio (NER) for Jhunjhunun is highest (66.5), followed by Churu (56.8) and Barmer (43). All districts have primary level NER either close to or higher than that for the state (79.54) whereas for upper primary only Jhunjhunun has higher NER than that of Rajasthan (61.97).

Gender parity, calculated by measuring the ratio of girls’ enrolment to boys’ enrolment, is highest for Churu (0.89) followed by Barmer (0.88) and Jhunjhunun (0.84) at primary level. However, at upper primary level it is highest for Jhunjhunun (0.85) followed by Churu (0.84) and Barmer (0.76). Jhunjhunun has gender parity less than that of Rajasthan (0.81) at primary level. In Rajasthan, 88.67 per cent of children move from primary to upper primary from 2011-12 to 2012-13. The transition rate is 99.1 per cent for Jhunjhunun, 95.9 per cent for Churu and 81.7 per cent for Barmer.

5.6 ANALYSIS OF HIGH, AVERAGE AND LOW LITERATE DISTRICTS WITHIN NORTHWEST INDIA

The within state analysis of socio-demographic and educational indicators of high literate district, average literate district and low literate district within a state suggests stagnated (nee status quo) increase in enrolment trends, both at primary and upper primary stage for educational inputs, at elementary stage and achieving universal elementary education along with increase in literacy status (nee number of literate population) in order to achieve the cherished goal of education for all (EFA).

These results indicate different factors that may be associated with varying levels of educational development of districts within a state or across the states in
northwest India as also prevalent in the rest of the states in India. However, to highlight the differences in the educational development of states in northwest India, it is significant to compare the high literate, average literate and low literate districts across the states. This will give comparative comprehensive picture of factors--common or distinct--that contribute or inhibit the educational development of the district.

5.6.1 Demographic Indicators

The four high literate districts in northwest India selected for the case study from Haryana, Himachal Pradesh, Punjab and Rajasthan are Ambala, Una, SAS Nagar and Jhunjhunun. As observed from Table, all the four high literate districts are small districts in terms of area and high population density within the respective states. Also, these districts have less share of female population than the average and low literate districts. The low literate districts, Muktsar, Sirsa, Lahaul & Spiti and Barmer have high proportion of rural population as compared to high and average literate districts. However, the population growth rate of high, average and low literate districts show a mixed picture with SAS Nagar and Una recording highest population growth than the average and low literate districts. Among the high literate districts SAS Nagar had highest population growth from 2001-2011; Churu recorded highest growth among average literate districts and Barmer in low literate districts. Interestingly, Lahaul and Spiti has shown a decline in population growth.

Among high and average literate districts, irrespective of the literacy levels, increase in female population is higher than male population for the districts of Punjab and Haryana states. Districts from Himachal Pradesh and Rajasthan have male population growth rate higher than that of female. However, for all the low literate districts the female population grew at a higher rate than the male population. In fact, male population in Lahaul and Spiti declined by 10.05 per cent from 2001-2011. Moreover, growth of urban population in high and average literate districts is significantly higher than in the rural population except Churu. In low literate group of districts, except Muktsar that has urban population growing at higher rate than its rural population, reverse trend was observed in the other three districts.

Except for three districts of Punjab, the average and low literate districts of Haryana, Himachal Pradesh and Rajasthan follow similar trend in terms of child sex
ratio. The child sex ratio is highest in least literate districts followed by average literate districts and then the high literate districts. However, in case of Punjab the trend is reversed. In terms of overall state level sex ratio, mixed trend is observed. In case of Punjab and Haryana where the state overall sex ratio is low, high literate districts had least sex ratio as compared to average and low literate districts. However, the trend is reversed in case of Himachal Pradesh and Rajasthan. In these two states, overall sex ratio follows the same trend as the literacy rates.

5.6.2 Education Indicators

The increase in literacy rate of least literate districts was higher than average literate districts and high literate districts from 1991-2001. However, from 2001-2011, the literacy rate of high literate districts increased at a higher rate than the low literate districts. High literate districts have better access with highest number of primary and upper primary schools than in the low literate districts (per 10 sq. km of the area). The teacher component shows mixed picture irrespective of the literacy level. The share of primary schools having higher pupil-teacher ratio than 30 is less in high literate districts as against low literate districts except Lahaul & Spiti where no school has high pupil-teacher ratio than given under RTE (2009) because of the fact that it has exceptionally low population density. At upper primary level, not all high literate districts have better pupil-teacher ratio than the low literate districts. However, share of schools with PTR higher than as suggested by the RTE (2009) guidelines at upper primary level is desirably lower than at primary level. Except Sirsa and Kurukshetra districts of Haryana, no other district under study has cent per cent trained teachers. However, percentage of trained regular teachers in low literate districts is higher than in high literate districts except in Muktsar and SAS Nagar districts of Punjab.

In terms of infrastructure, share of primary and upper primary schools with student classroom ratio higher than the 30 and 35 respectively, is much higher in low literate districts than in high literate districts except Lahaul & Spiti that has least share of schools with higher student classroom ratio. All the 12 districts have SMCs constituted in more than 95 per cent of schools. Irrespective of the literacy levels, only a few schools in districts of Himachal Pradesh and Rajasthan have all-weather
approachable roads.

Interestingly, low literate districts have better GER at both primary and upper primary level, than the high literate districts except Una and Lahaul & Spiti districts of Himachal Pradesh. Similarly, NER of high literate districts is less than that of low literate districts at primary level but at upper primary level the trend reverses and high literate districts show better NER than the low literate district except SAS Nagar and Muktsar districts of Punjab. There is no significant difference in ratio of girls’ to boys’ enrolment for high, average and low literate districts at primary level. However, at upper primary stage, low literate districts have better gender parity except Muktsar, which showed least gender parity in all the 12 districts of northwest India under study. Notably, the transition rate from primary to upper primary stage was low in low literate districts as against high literate districts. The percentage change in enrolment of government schools shows a declining trend in all the 12 districts. Highest decline was in Muktsar and only Jhunjhunun’s enrolment improved slightly by 0.1 per cent. At upper primary level the enrolment trend of government schools show a mixed trend where it increases in all districts except Una, Kullu (Himachal Pradesh), Churu (Rajasthan) and Muktsar (Punjab).

5.7 EDUCATIONAL ADMINISTRATION AND EDUCATIONAL DEVELOPMENT IN NORTHWEST INDIA: RESPONSES OF DISTRICT EDUCATION OFFICERS (DEOS)

The case study of 12 districts of northwest India included the responses from district education officers (DEO) with the help of an interview schedule regarding their views and experiences about different policy initiatives, planning, implementation and other issues and challenges regarding educational development. In order to get an in-depth understanding of the views of education officers responsible for the implementation of the educational initiatives at the district level, thematic analysis of the responses was done under the relevant themes. The responses of district education officers to 37 questions regarding educational development in Northwest India were clustered in five themes as shown in the table 5.4.
### Table 5.4

**Question-wise Coverage of Interview Schedule for Thematic Analysis of Responses of DEOs**

<table>
<thead>
<tr>
<th>Theme</th>
<th>Questions</th>
</tr>
</thead>
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<tr>
<td>Effective Leadership</td>
<td>1-2, 4, 21-22, 33, 35-37</td>
</tr>
<tr>
<td>System-wide Support</td>
<td>3, 7-8, 12, 16, 24-27, 34</td>
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<tr>
<td>Effectiveness of Policy Initiatives</td>
<td>5-6, 10-11, 13-15</td>
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<td>Teacher Component</td>
<td>9, 17-20, 23</td>
</tr>
<tr>
<td>Local Issues and Challenges</td>
<td>28-32</td>
</tr>
</tbody>
</table>

#### 5.7.1 Effective Leadership

Effective leadership focuses not only the educational beliefs and role of administrators in terms of their duties and responsibilities but also on their initiatives towards disadvantaged groups, the problems they face in implementing the schemes and steps taken by the administrators to motivate the teachers towards their role. These factors are important in taking the district forward in terms of educational development. The belief of district education officers in the importance of education and its role in society’s socio-economic development forms the basis of committed efforts on their part. All the DEO’s interviewed strongly believed that education is important in inculcating social values in the society.

“Education is very important in building a more equitable and just society. It is the most important factor in social development of our country.”

“Education is very important in nation building and making good citizens.”

“Education inculcates values of brotherhood and tolerance in people which gives birth to more harmonious society.”

Also education’s role in economic development is well established. Professor Amartya Sen, Economist and Nobel Prize winner said, “the remarkable neglect of elementary education in India is all the more striking given the widespread recognition, in contemporary world, of the importance of basic education for economic development. Somehow the educational aspects of economic development have continued to be out of the main focus.” The administrators echoed this relation between education and economic development. According to DEO of high literate district,
“Education is one thing that is, according to me, wholly-solely responsible for betterment of society in all ways. Our country is already very behind in terms of development from rest of the world. In this case, there is a need to educate each and every citizen if country has to utilize its potential to the optimum.”

Another DEO reaffirmed role of education in bringing economic development especially in rural areas,

“Without education there is no economic development. It is very important for rural development. Education has started development in rural areas and the entire picture of rural India.”

Similarly the importance of education in elementary education was reaffirmed.

All the administrators feel that though UEE is not sufficient to make a difference in socio-economic conditions of the society, it is the most important phase in child’s education and hence needs to be strengthened.

“UEE is not sufficient but certainly important to make a difference. Strengthening of secondary and higher education is equally important. Since elementary education deals with children from 6-14 years of age it is the most important phase for a child to build a strong foundation and hence should be high on priority.”

“Elementary education is the starting. Only when the goal of UEE is fulfilled, further improvement can be done. Though, yes primary as well as secondary education is also important.”

Some feel that mere UEE in terms of enrolment is not sufficient. Learning outcomes are equally important in determining the impact of elementary education.

“Not just universalization of elementary education is important. What is equally significant is the quality of education being provided in the schools.”

“Only making elementary education free and compulsory wont solve the purpose. It has to be implemented with rigour and honesty. Its not time to extend the same guidelines for secondary or higher secondary level. Though these are equally important.”

The government reports and surveys consistently show that despite government’s selective targeted educational initiatives for the children from socially disadvantaged sections, the discrimination based on caste, gender still exists in the educational development of all states. Though none of the DEO gave any special effort done on their part to improve the education standard of the disadvantaged sections, they believe that these sections are still backward due to long history of
deprivation as well as inability of government to reach to them and improve the situation.

“SCs, Minorities and CWSN, are historically backward sections of society. There literacy levels have always been less as compared to the rest. Though now there are number of schemes in place for all of them, still there is lack of awareness that hinders their progress. Moreover, since for years this problem persists, illiterate/uneducated parents don’t enrol their children to schools. But the situation has improved and is improving gradually.”

“Indeed the society and govt. both are unable to couldn’t develop the thirst/need in these groups for the education, even today these people feel neglected and the facilities provided by govt. is also insufficient for these people to make pace with the rest of the society.”

“All these disadvantaged sections mostly form the labour class. Hence they pay less attention and their dropout is high. In fact drop out is primarily their problem.”

“Due to lack of education in parents and due to some social customs and traditions in remote and rural areas the enrolment of girls is always less than that of boys.”

“....due to social bias still persistent girls are more involved in household work. But that is true more in case of elementary level. You know the sex ratio is low in Punjab so the enrolment of girls will automatically be less than boys.”

“Poverty is the main problem followed by big families with more number of children to take care of. This prevents parents from sending all their children to school. Also in rural areas, remote areas and poor families people are more concerned about social relation than education.”

Regarding the problems faced by DEOs in implementing the schemes on education, interestingly none of the DEOs from low literate districts accepted that they face any problem in implementing the scheme. However, DEOs of high literate districts accepted that though implementing is not a problem, there are certain factors like more authority and autonomy to work; not having to get involved in other duties that help in better implementation.

“Implementation is not a problem. But a conducive environment for implementing the schemes has to be provided for better results. Eg. Not giving any other duty to any person involved in education process.”

“SSA as such is not a problem. We at district level are given all the responsibility to implement the scheme. Only if this responsibility comes with authority, I believe the things will further improve. We are merely a
implementing and reporting authority; all actions and decisions come from the higher level.”

“Though there are practical issues sometimes but we as DEOs have to solve these problems on our own.”

Another important aspect of leadership at district level is the ability to motivate teachers in the schools for improving their performance and their role in teaching-learning process. All DEOs believed that teachers need motivation to improve their teaching learning process.

“I strongly believe that proper and rigorous inspection will keep the teachers motivated and committed.”

“Administration arranges teacher's training programme in the vacations for the motivation and commitment to their profession.”

“On a larger scale, proper and strict inspection has helped a great deal in keeping teachers motivated. Apart from that, I as an administrator try to encourage teachers wherever I go for inspection by giving examples of other schools that have done good or faced similar issues. As I have myself taught in schools and have remained a Principal also, I share my personal experiences with teachers.”

“Motivation is the key to every success. Teachers can be motivated by giving them either some monetary reward or social award to recognize their efforts.”

5.7.2 System-wide Support

In India, education is in the “Concurrent List” which means that both the states and the central governments can enact legislation in the education sector. Moreover, within the education system there are certain systemic factors that play important role in functioning of the school education system. The important ones of these are, the relevance of international initiatives on national agenda for education; effectiveness of central policies in states, the allocation of funds, role and effectiveness of SMCs.

Interestingly, all districts irrespective of their educational status believe that not all initiatives proposed by central government are required or implementable at the state and district level. All the DEOs of low literate districts believed that international initiatives do give direction and goals to achieve at the national level. However, for the high literate districts it is not true, they believe that policies at local level as to be planned keeping the ground realities in mind.
“All these initiatives have the vital role in the educational development of India.”

“These are not much helpful at ground level. At grass root level, area specific policies and interventions should be development with major involvement of teachers.”

“They just work as target setters. But we should know how much can be realistically achieved with proper implementation.”

The schemes to improve elementary education and literacy are mostly joint responsibility of central and state governments in terms of funding the initiative. The centre releases funds after receiving the proposals for the same from the state governments. However, the release of funds from centre and the time taken to reach to the states is a major problem. Again the district administrators seem divided on the matter of adequacy of funds under various schemes. The DEOs of all the high literate states feel that funds are not sufficient to cover all the expenditure. Whereas those of low literate districts believe that funding is not a problem and is sufficient.

School management committees (SMCs) are constituted as directed by the RTE Act (2009) to encourage parental participation in the process of education. However, effectiveness of these committees is still to be established. The DEOs, however express concerns over the functioning and effectiveness of the SMCs.

“SMC’s major role is only limited to taking care of funds. Apart from that since SMCs involve parents and panchayat leader, teachers do feel that responsible towards their duty primarily out of fear. Some teachers even realize their responsibility.”

“They are not effective. They even don’t hold monthly meetings. One reason I can say is that mostly the parents members of SMC’s are from labour class who don’t know the power of SMCs, they cannot afford to miss their daily wage and also they are not very educated and don’t come forward to give suggestions.”

“SMCs don’t work as actively as they should. Political interference leads to ineffective SMC”

“SMCs don’t have a major role to play as of now because proper training needs to be inculcated to all the members to know their rights and duties.”

“SMCs are not very effective as mostly children are more low socio-economic background, parents are not aware of their duties and cannot give meaningful suggestions. Also they hesitate to leave their daily wage and attend the meetings”
5.7.3 Effectiveness of Policy Initiatives

Since independence numerous policy programmes have been initiated to achieve the goals of UEE and universal literacy. These include Right to Education Act (2009), effectiveness of initiatives like Sarva Shiksha Abhiyaan, MidDay Meal scheme; affect of alternate modes of education such as EGS, AIE and private schools, decentralisation of education and recruitment of para-teachers or contractual teachers. The policy initiatives have yielded varying level of results on different indicators of educational development across the country as per details given by the economic surveys and five year plans.

Irrespective of the district’s literacy status, all the DEOs feel that right to education in itself is not sufficient. They also pointed out some issues that do not seem relevant in the local context.

“RTE is definitely a positive step. It mainly deals with infrastructural, physical facilities, enrolment etc. which are of prime importance. Quality comes later.”

“Though RTE is good in intention, there are lost of discrepancies. For example 25% seats have to reserved for children from lower SES in private schools. But in reality, the actual students who need these benefits cant avail it due to so many norms attached like parents should be from same block etc. So, proper implementation of RTE to reach the weaker sections is necessary.”

“No, there are some limitations of this act. The act provides 2 teachers upto 60 students, whereas the classes are five, there should be minimum six teachers for five standards (classes). There is no peon or class IV for cleaning and water facilities of the schools, small children have to do all the works.”

“We can’t say RTE is sufficient. Since independence lot of initiatives have been introduced. The core thing is to implement the policies effectively to gain desired results.

“Biggest problem with the RTE is that it has bought in CCE but has scrapped examinations like before. This is not a motivating thing for teachers.”

However there was also some area specific problem in implementing the norms of RTE. For instance in one of the districts that is lower in the educational development indicator, the population density is so low that the norm of pupil teacher ratio as given by RTE cannot be fulfilled.
“RTE is a very good initiatives. However, the PTR is a bit problematic because there are not many children in one school. No school have more than 50 students in my district.”

But all agreed that schemes like SSA and RTE Act (2009) have been able to attract children to the schools and also have motivated the administration to do so. Also the MDM has been seen to be effective in retaining the children in schools and also providing adequate nutrition.

“MDM again is a good scheme and has worked to retain students in school.”
“MDM is helpful in making children spend full time in the school.”

However, some DEOs also felt that in states like Punjab where food is not a problem, MDM has not done much in bringing children to school. However this district is mostly urban and economically developed.

“A scheme like MDM that provides food to students in school is as effective in state like Punjab. Punjab is a state where lack of food cannot be a problem. But that does not mean it is not useful. If a child gets food along with education, it is definitely attractive to poor people. However, not much difference is seen here in terms of keeping children in school by providing food.”

Another high literate district from Himachal Pradesh shares the same view,

“MDM had no effect on retention in our district.”

The views were divided on the issues of appointing contractual teachers and whether this will motivate the teachers for better performance. All the districts in northwest India on the higher side of literacy development maintained that appointing teachers on contractual basis would improve their efficiency and keep them motivated.

“I feel one reason why private schools perform better on quality indicators is because teachers have a sense of fear of being removed from the school in case of any lapse in teaching. This fear is lesser in government school teachers. So this can help in improving the efficiency of teachers to some extent. That does not mean that government school teachers are not committed but they are few in number.”

“I think it can help. They should join with a sense of responsibility. Teacher should be totally committed towards the job. No matter what his/her age is, a teacher should be wise and mature in thinking.”

“Yes it will help and impact on the academic standards of the school. You know ‘naukari pakki, kaam kachcha’.”
However, districts at the lower end of literacy development had an opposite view point and believed that teachers job should be permanent and it does not impact their motivation in a negative way.

“I think it's not necessary that contractual teachers improve their efficiency and improve the academic standards of the schools.”

“This will be exploitation. To motivate teachers ACR should be test based. Good performance means increment in salary. Also give some incentives as extra allowance.”

“Teachers efficiency is affected by extra duties given. Keeping them in contractual position wont help.”

Also on the matter of decentralisation, DPEP in 1995 was the first initiative in education started at the district level in case of districts with low female literacy rate that brought significant change in the educational planning process. In 2001, SSA also gave opportunity to states to develop their own course of action under the broader guidelines of SSA. However, even today the smallest viable unit of decentarlisation planning and management i.e. district does not possess enough autonomy and technical expertise to design its own programme of action for elementary education. The DEOs who are in charge of all the policy execution and planning process at district level believe that decentralisation though is a good in essence but has not generated desired results. The authority is mainly limited to utilization of funds given by centre and state governments under different schemes.

“Decentralisation in itself is a good idea that is meant to be helpful but its positive effects cannot be generalized. But at present the role of these bodies is limited and restricted to merely utilization of funds in execution of schemes.”

“The spirit with which decentarlisation of education was done have not been fully translated into actions. It is not as effective as on papers because they do not function properly and meet regularly to ensure improvement in schools.”

“No decentralisation of education planning at village level and to PRIs and SMCs has generated effective results to my mind. Though it has broken down the uniformity of the system, which is good but has not been effective.”

“Though decentralisation is a good step but has not generated much difference in outcomes.”
In case of Himachal Pradesh the DEOs feel that decentralisation has helped in improving the situation,

“For a small state like Himachal the schemes are effective as it is easy to implement and monitor all the areas. Decentralisation has actually helped in this regard.”

However, the internal village level politics was the main that hindrance in the smooth functioning of local bodies.

“No, I think involvement of panchayats/local bodies couldn't give better results. It involved politics in the schools. Local bodies/Panchayat members interfere the schools. The personnel usually complain the teachers or teachers are bound to obey these persons instead of performing their duties sincerely.”

“In rural areas, sometimes the members of these local bodies create problem for the execution of policies because of their personal issues with the Chairman/Head. But, yes, the responsibilities have been diverted which is good.”

“Political interference leads to ineffective local bodies. To promote their vote bank, sometimes a particular community is preferred in the process.”

5.7.4 Teacher Component

All the interviewees acknowledged teachers’ positive role in school and society at large. Also teachers are an important part in teaching learning process.

“Teacher has a major contribution both ways. Individual personality of a teacher matters a great deal to make a difference in education process. Female teachers are more important at primary level.”

“A teacher is a key person in the improvement or deterioration of quality education in schools. He is the only person who could take the facilities to the grass root level. He could pour himself in to his disciples.”

“I believe teacher has a very important role to play. If a teacher is committed, they can surely bring a change. Kabir ji said, “Guru Gobind ji do khade….”. But for this they must also understand their role. Everyone in society respects a teacher. They have full faith in a teacher and look up to them.”

“The improvement or deterioration of the education system depends largely on the teachers.”

“In a education system, teachers have the maximum contribution and most important role to play.”
However, all the DEOs agreed that apart from teaching there are other duties that teachers need to perform such as census surveys, keeping records, election duty etc. However on whether these issues affect teachers’ performance, the views remain divided. DEO’s from high literate districts believed that these duties do hamper the teaching learning process and teachers should not be given such duties and left to teach.

“Naturally, if a teacher spends most of the time and energy in maintaining records and doing administrative jobs, teaching will get hampered. In fact some teachers use this as an excuse to sneak out of school for few hours.”

“Of course it does. Teachers involved in these duties have to compromise in their teaching. I think teachers should be left alone only to teach and nothing else. It is a very important job.”

“Yes absolutely, these duties do affect their performance.”

However, DEOs in the districts where the education records are not encouraging feel that these duties are a part of teacher’s larger role in society and in no way hinders the process of teaching learning in schools.

“No, these are part of their overall duties and responsibilities. Teacher’s dedication is weak that’s why they feel this way.”

“During six hours of schools, teachers are not asked to do any other work except teaching. It’s only after school hours they have to do these things. Their commitment towards nation is also equally important.”

“Though teaching is the core duty of teachers. The head can assign any other duty for which their services are seek and they should abide by those as well.”

“Some non-academic duties are repercussion of academic duties. So teachers only have to perform these duties and teachers must perform.”

On asking about reasons why still so many teaching positions are vacant, one common reason came out is that the teacher’s recruitment is a political decision and also a very lengthy one.

5.7.5 Local Issues and Challenges

When asked about the local reasons for dropouts and absenteeism in the district one common issue was notable. None of the districts agreed to any major problem of dropout or absenteeism but highlighted the problem of children migrating
from other states with their parents for seasonal occupation and then returning back in few months. These children are mostly termed as dropouts.

“Mostly, drop out is only in case of children from very low economic background. Usually they are migrant labour and move to other states for work.”

“Drop out is not a major problem. Only in case of migrant labourers children dropout as they came here for few months, we enrol their children or give them initial training if they have never been to school. But after few months they go back to their State. This is the population of students that dropout.’

“Migrant children remain absent for two three months and sometimes don’t come back at all.”

“The cases of dropout have reduced significantly. The only remaining section of concern is the migrant children.”

“There is no dropout in my district. Only the migrant labour when leave, their children also leave the school. But these should not be counted as dropouts.”

All DEOs agreed that private school enrolment has increased over the period of time and surpassed that in the government schools.

“Since colonial days there are lots of private schools. People studied and got jobs. Now they prefer sending their children to private schools.”

“No doubt private education is increasing. Even the government is favouring private schools. If centre/state administration is serious about improving government schools they should equally enhance the government schools. Which it does to some extent but it also favours private schools by providing them land on concessions, for instance.”

“The enrolment ratio is gradually decreasing. (1) People don’t want to send their children in Govt. schools as status symbol. (2) The ratio between teachers and taught is not proper. (3) Teachers are busy in other works rather than teaching.”

Hence, the views and experiences shared by the DEOs of 12 districts of northwest India lying at different points on the spectrum of literacy – low to high-highlight the variance and discrepancy in their perceptions regarding different issues related to educational development of India in general and respective districts in particular. The major issues emerged from thematic analysis of the responses are related to the leadership of the DEOs; system-wide support in the form of
international initiatives, national policies and school management committees; effectiveness of policy initiatives like Sarva Shiksha Abhiyan, MidDay Meal, Right to Education Act (2009) etc. The factors related to teacher recruitment and training; and local issues and challenges of non-enrolment of children, dropout and absenteeism posing a threat to achievement of goal of UEE. It is also worth noting that irrespective of the literacy status of the districts, the DEOs echoed similar opinions on the matter of significance of universalisation of elementary education and role of education in education in social development, importance of role of teachers, their motivation and commitment, decentralisation and functioning of SMCs, effectiveness of national initiatives, and private school enrolment versus government school enrolment.

In a nutshell, it would be safe to infer that governmental efforts for universal elementary education in Northwest India, in particular and India in general have been well received and implemented by the district education officers. The difference in opinion may be seen as a response to diversity in a district vis-à-vis uniformly suggested modes of action for UEE.