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Theme: Challenges of Education  
Sub Theme: Policy challenges and interventions in School  
Education at both Central and State Governemt Level

## **Policy challenges and interventions in School Education at both Central and State Government level**

### **Introduction**

It has been established globally that level of education in a state is directly linked to the level of development. Investment in human capital development leads to overall development of the state. Even though, spending in education sector has increased considerably in past 1 decade after introduction of Right to Education Act, 2009 but the quality of education has not improved proportionately. As per the ASER Report 2016 released by PRATHAM, enrollment in schools for the age group 6-14 has been 96% or above since 2009. This proportion increased from 96.7% in 2014 to 96.9% in 2016. Nationally, the proportion of children in Std III who are able to read at least Std I level text has gone is just 42.5%. The level of arithmetic as measured by children's ability to do simple division problems has remained almost the same at 26% nationally. Further, in 2016, 24.5% of children enrolled in Std V could read simple English sentences.

This clearly shows that the spending in education sector has not yielded results as expected. Current intervention of Government has been made on improving physical infrastructure in schools and recruiting more teachers under Sarva Shiksha Abhiyan/Rashtriya Madhyamik Shiksha Abhiyan so that more schools can be made in remote areas and sufficient teachers can be recruited to ensure Pupil Teacher Ratio is as per RTE, 2009. However, there has been very little focus on assessing the quality of education imparted in schools. This paper is an attempt to identify the plausible reasons for poor learning outcomes in Government schools (elementary and secondary education) as well as interventions that can be made in school education to improve the quality of education imparted.

### **Role of Central and State Government in Education Sector**

Education Sector comes in the Concurrent List of 7<sup>th</sup> Schedule of Indian Constitution which gives rights to both Central and State Governments to frame laws and control the sector. Government of India has intervened in Education Sector (Elementary and Secondary) in many ways :

1. Right to Education Act 2009 was framed by Central Government with an aim to provide free and compulsory education to each and every child between 6 to 14 years of age. The act envisaged that there will be atleast 1 primary school in vicinity of 3 Kilometers. This lead to mushrooming of primary schools in remote areas of the state and creation of vacancies for teachers
2. Sarva Shiksha Abhiyan: The Scheme is linked to RTE 2009 which provides for recruitment of teachers in primary schools to maintain Pupil Teacher Ratio (PTR) of 30:1. The burden of salaries of teachers and construction of additional primary schools under SSA is shared between Central Government and State Government

3. Mid day meal Scheme: To ensure the twin objectives of curbing malnutrition of children and to improve attendance of children, mid day meal scheme was started by Government of India wherein it provides funds to State Governments for procurement of rice, wheat, conversion cost for pulses, oil etc.
4. Rashtriya Madhyamik Shiksha Abhiyan: Under the scheme, teachers for upper primary schools (Class 6 to Class 8) are recruited to maintain the required Pupil Teacher ratio. Further, under the scheme, funds are provided for upgradation of primary schools to upper primary.
5. Central Government Schools: Apart from providing funds under various schemes, there are various Central Government Schools. There are Jawahar Navodaya Vidyalayas (JNVs) in every district of the country which provide free education (with hostel facilities) to selected meritorious students in the district. JNVs are governed and controlled by Navodaya Vidyalaya Sangathan which is an autonomous society which receives funds directly from Government of India. Similarly there is Kendriya Vidyalaya Sangathan which has Kendriya Vidyalayas in many districts of the country. Kendriya Vidyalayas are meant for Central/State Government employees' wards. There are Kasturba Gandhi Balika Vidyalayas which also are directly under Government of India.

State Government intervenes in Education Sector (Elementary and Secondary) in the following ways:

1. All the primary, upper primary and secondary government schools except Central Government Schools are being controlled and run by State Government.
2. Recruitment of teachers, transfer of teachers, maintenance of schools, provision of desks and benches and day to day functioning of schools is carried out by State Government.
3. Various states provide stipends/scholarships to all the students studying in elementary and secondary classes.

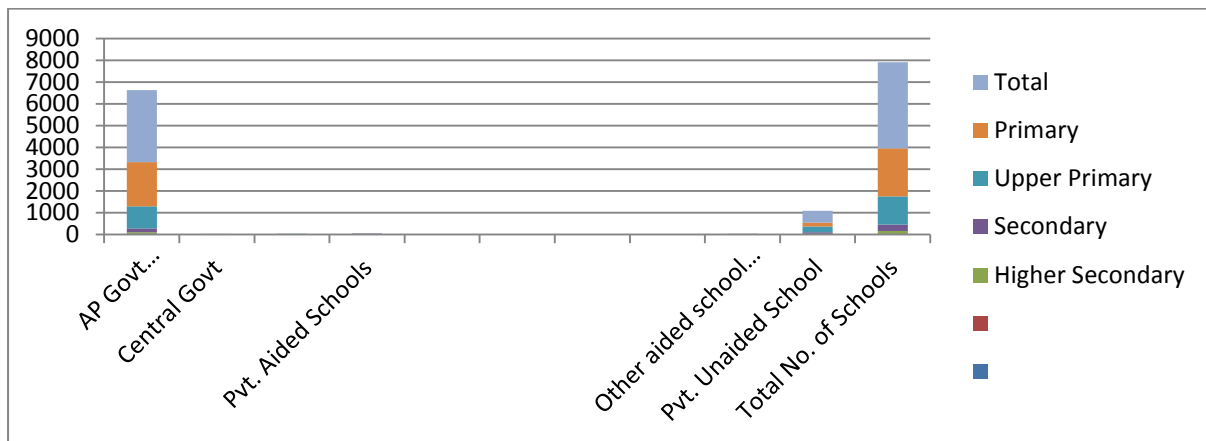
Currently the role of Central Government is very limited in Elementary and Secondary Education in India. They are having very few schools (JNVs, KVs etc.) which are under their control. Their role is limited to providing funds to State Governments and it is the state government which is playing a key role in imparting education as majority of the primary, upper primary, secondary and higher secondary schools are under State Government.

The following data shows the management of schools in Arunachal Pradesh :

No. of School		Higher Secondary	Secondary	Upper Primary	Primary	Total
AP Govt Management		101	181	1020	2015	3317
Central Govt	JNV	9	7	0	0	16
	KV	10	4	1	0	15

Pvt. Aided Schools	VKV	6	15	10	3	34
	RK Mission	2	0	0	0	2
	RK Sarada Mission	0	1	0	1	2
	BKM	0	2	0	0	2
	DPM/DPM (H/I)	0	2	0	0	2
Other aided school from other sector		0	3	11	5	19
Pvt. Unaided School		30	79	258	178	545
Total No. of Schools		158	294	1300	2202	3954

Source: Directorate of Education: Government of Arunachal Pradesh



Thus, we can see that majority of the schools in the state are being managed by Government of Arunachal Pradesh ( 84%). Further, the percentage of Government Schools in primary education is the highest (99.65%). The presence of Central Government schools is mostly in Higher Secondary and Secondary Sector. Private unaided schools are 545 in number which is 13.7% of the total schools. In primary sector, private unaided school are 8% of the total primary schools in the state which increases to 19% at upper primary level and it further increases to 27% at secondary level. Then at higher secondary level it decreases to 18%. At higher secondary level, the number of private, aided and central Government schools together amounts to 36% of the total number of schools.

***It is worthy to examine whether it is a right strategy to leave the burden of primary education sector completely on State Government (99.65% primary schools governed by Govt. of Arunachal Pradesh) as it is the primary education which plays the major role in shaping background of the child's education.***

**Performance of Government Schools (Both Central and State Government) and Government aided schools in Arunachal Pradesh**

As far as the performance of class 12<sup>th</sup> students is concerned, it has been abysmally poor in State Government Schools of Arunachal Pradesh. Result of AISSCE Class XII examination is as follows :

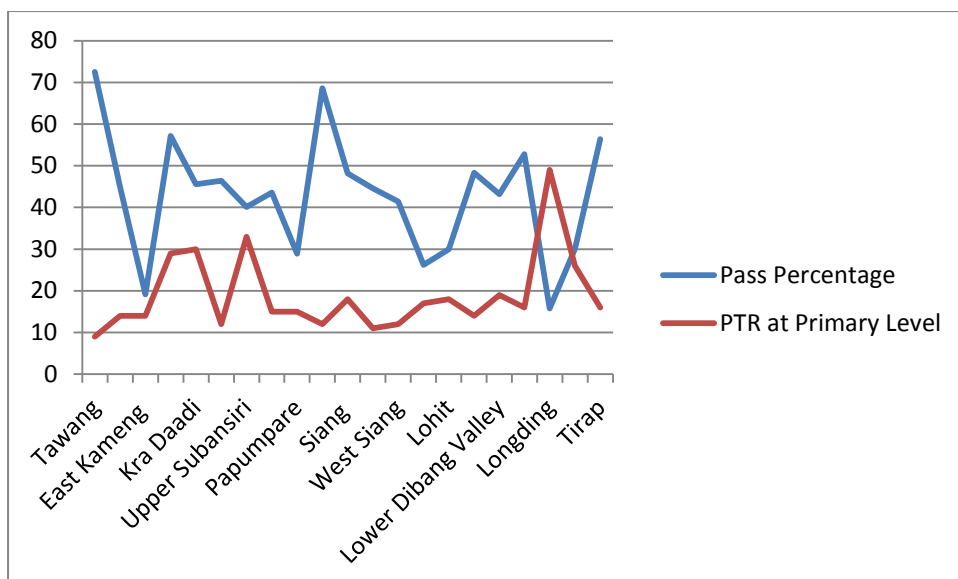
Sl. No.	Management	Appeared	Passed	Pass Percentage
1.	AP Govt. Managed	14016	5443	39 %
2.	Govt. Aided	355	309	87 %

Source: Department of Education: Government of Arunachal Pradesh

The performance of Government Aided Schools is much better than the Government Schools in Arunachal Pradesh. Considering the huge area of Arunachal Pradesh, it is important to examine the result of class 12<sup>th</sup> students districts wise. Further, there seems to be a correlation between the class 12<sup>th</sup> result and the Pupil Teacher Ratio in the district

Sl. No.	Name of District	Pass Percentage	PTR at Primary Level
1	Tawang	72.54	9
2.	West Kameng	44.86	14
3.	East Kameng	19.11	14
4.	Kurung Kumey	57.14	29
5.	Kra Daadi	45.54	30
6.	Lower Subansiri	46.44	12
7.	Upper Subansiri	40.08	33
8.	Capital Complex	43.55	15
9.	Papumpare	28.89	15
10.	Upper Siang	68.60	12
11.	Siang	48.17	18
12.	East Siang	44.54	11
13.	West Siang	41.44	12
14.	Namsai	26.17	17
15.	Lohit	29.96	18
16.	Dibang Valley	48.33	14
17.	Lower Dibang Valley	43.18	19
18.	Anjaw	52.76	16
19.	Longding	15.79	49
20.	Changlang	30.04	26
21.	Tirap	56.35	16

Source: Directorate of Education, Government of Arunachal Pradesh



It can be seen that the districts in which Pass Percentage is high, PTR at primary level is very low. Similarly in districts where Pass Percentage is low, PTR is very high at primary level. Thus, there is an indirect correlation between result in class 12<sup>th</sup> and the number of teachers in primary schools. Primary schooling plays a very important role in improving quality of education imparted in students.

**However, can it be said that PTR is the most important factor in deciding quality of education imparted in the schools?** The following is the PTR and pass percentage of VKV (Government Aided Schools) in Arunachal Pradesh.

Sl. No.	Name of School	Pass Percentage	Pupil Teacher Ratio
1	VKV Shergao	88	27
2	VKV Neepco, Yazali	73	27
3	VKV chimpu	89	27
4	VKV Nirjuli	88	27
5	VKV roing	69	27
6	VKV Jairampur	100	27
7	RK Mission Narottam Nagar	90	23
8	RK Mission Aalo	91	23
9.	Total	87	

The Pupil Teacher Ratio (PTR) in the VKVs is 27:1 and RK Mission is 23:1 which is comparable to the PTR of Government schools. **Thus, having teachers in school is definitely a necessary condition for having a good result but it is not the only condition.** One common thing between VKVs and RK mission schools that makes them stand out from Government School is that both of them are boarding schools which follow strict education curriculum with dedicated set of teachers.

Similarly the result of Kendriya Vidyalaya and Jawahar Navodaya Vidyalayas in the state is also good with more than 75% students passing class XII<sup>th</sup> exam. This

shows that performance of Central Government schools and Government aided schools is much better than schools run by State Government.

***There are only 3 higher secondary schools in entire Arunachal Pradesh which have more than 75% pass percentage which are GHSS Tuting (77.14%), GHSS Mariyang (81.58%) and GHSS Kodak (86.96%). All the 3 schools are situated in very remote locations of Arunachal Pradesh. This shows that Geographical remoteness has very little affect on the performance of students and quality of education imparted.***

### **Observations regarding quality of education imparted in Central and State Government Schools**

1. Even though both Central and State Government have their higher secondary schools in the state, the performance of Central Government Schools is much better than State Government Schools.
2. The performance in boarding schools both Government aided and Central Government Jawahar Navodaya Vidyalayas is much better than residential schools.
3. In Central Government schools, there is a fixed policy of teacher's transfer wherein each and every teacher has a hard and soft area tenure. Further, the recruitment of teachers at all levels (primary, upper primary, secondary and higher secondary level) is made through a competitive all All India Level Examination. This ensures that the teachers who are selected through this process are of good quality. While in State Government Schools, most of the teachers at primary and upper primary schools are appointed in schemes like Sarva Shiksha Abhiyan (SSA) and Rashtriya Madhyamik Shiksha Abhiyan (RMSA) (both of which are contractual in nature) through a simple examination which is conducted by the Deputy Commissioner of the district. This leads to most of the unemployed graduates in the district of the schools appearing for such jobs. Further, only candidates who are from the district or nearby generally apply for such jobs which leads to lack of proper competition for such posts.
4. The problem of quality of teachers further aggravates that the SSA and RMSA teachers Union force State Governments to regularise them after certain years of service. In Arunachal Pradesh also, SSA teachers and RMSA teachers have gone on strike many a times to create pressure on the State Government to regularise them.
5. Further, there is no policy of teachers' transfer in the State Government with most of the teachers preferring to stay in their hometown and in urban areas. This creates an artificial vacancy of teachers in the state as remote areas are never being served as most of the teachers are from urban areas who prefer to stay at their native places.
6. As per RTE 2009, Government has to provide schools in a periphery of 3 Kilometers which has led to mushrooming of schools in remote areas.

However, this has not improved the quality of education in these areas as teachers are not ready to serve in there. Since, the students do not get good quality of education at primary level, they are not able to perform at upper levels.

7. In Arunachal Pradesh, there is very little presence of private industrial sector. Major employer in the state is Government. Since the number of jobs in the State Government is limited, students studying in remote areas are not able to qualify for competitive examinations. Thus, due to lack of adequate jobs for the educated youth, there is little motivation in students to work on their academics.
8. Teachers training in the state is a neglected aspect with SSA/RMSA teachers getting hardly any formal training from the Teachers Training Institute. This leads to further decrease in quality of education imparted at primary and upper primary level.
9. One of the most important aspect in school education is timely receipt of NCERT books in the school. In Arunachal Pradesh, almost 90% of the schools are facing acute shortage of textbooks due to poor planning and diversion of funds in hard infrastructure rather than procuring school text books.
10. Pre schooling at Anganwadi centers is also not upto the mark as most of the Anganwadi workers in the state are illiterate. Even though, Government of India has launched Early Child Care Education (ECCE) policy in the state, it has not been implemented in its letter and spirit due to lack of Recruitment policy of Anganwadi workers.
11. Since various tribes in Arunachal Pradesh speak different languages, it is very difficult for primary school teachers to communicate with students in one common dialect. This role has to be ideally played by Anganwadi centers which give pre-primary education. However, due to lack of implementation of ECCE policy in the state, pre-primary education of students has been completely neglected. The students who come in class 1 do not even understand basic hindi/English alphabets. This makes it very difficult for teachers to communicate with the students.
12. Under CM Adhunik Shiksha Yojana, smart class rooms have been installed in all upper primary and above schools. However, there are many schools wherein electricity supply is not there and there is no power back up. Further, many of the teachers have not been given adequate training to use the Smart Class Rooms effectively.
13. Most of the Government Hostels in the State are lying vacant. The basic reason behind the same is untimely disbursement of stipend. Due to late disbursal of stipend, students are not able to procure ration and hence are not able run the hostel mess.



## **Suggestions to improve quality of education in the State**

### **Interventions required at the Central Government Level**

1. As seen in Arunachal Pradesh, the focus of Central Government has been limited to release of funds for carrying Central Schemes like Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Shiksha Abhiyan (RMSA) and other central government schemes. Further, Central Government manages only 10% of Higher Secondary Schools, 4% of Secondary Schools and nil primary schools in the State. There are only 2 reputed Societies (Kendriya Vidyalaya Sangathan, Navodaya Vidyalaya Samiti ) in the Central Government which have minimal presence in the State. **Central Government must come out with a New Education Policy where its role in primary and upper primary education shifts from giving funds to the state to running and managing their own schools. A society for each state may be created by Central Government with sufficient Autonomy to run schools in all the tehsils/sub divisions of the state with sufficient funds. Further, the society must also have its own Teachers Training Institute. The society must have sufficient autonomy to recruit/transfer/dismiss its teachers.**
2. **There must be bifurcation of Navodaya Vidyalaya Samiti in 5 zones (North, East, West, South and North-East) as it has become too big for one society to manage all the Schools in India.** Further, Jawahar Navodaya Vidyalayas are producing excellent results in the State. The Guidelines must be changed to establish 1 Navodaya Vidyalaya in every sub division of the district to identify talented students at sub-division level.
3. Smart Class Systems must be introduced in all Central Government Schools with focus on using innovative methodologies of imparting education in schools. A new stream of teachers in the field of career counselling must be created wherein each school has teachers who take lectures on this subject.
4. Teachers Training is one area which requires massive reformation in the States. There must be compulsory teachers training course annually for every teacher in the state. Thus, for every 10000 teachers recruited under SSA/RMSA, Central Government must open 1 Teachers Training Institute in the State.

### **Interventions required at State Government Level**

1. Since it is seen that the performance of Government Aided Schools in Arunachal is much better than Government Schools, there is a need to evaluate the expenditure done per student in a Government Aided School vis-à-vis in Government School. Further, the amount spent per child must not be directly compared. It must be equated with the learning outcomes in both the schools by conducting an independent study with NGOs like Pratham. A basic model for evaluation process is given below :

- Annual Expenditure on 1 child in Government Secondary School : Say A ( It will be calculated by adding teachers salary, annual maintenance cost of school, net asset value annually for cost of construction, mid day meal, electricity bills, water bills, running cost etc.)
- Annual Expenditure on 1 child in Government Aided Secondary School : Say B
- Learning Outcome in Government Secondary School per child : C ( An independent survey to assess the learning outcome of a school which can be based on certain set of questions by NGOs like Pratham)
- Learning Outcome in Government Aided Secondary School : D ( On similar lines as above)
- Annual Expenditure per child in Government School achieving desired learning:  $A * C$
- Annual Expenditure per child in Government Aided School achieving desired learning:  $B * D$
- Annual Revenue Generated by a youth for the state who has obtained desired learning : E
- Annual Revenue Generated by a youth for the state who has not obtained desired learning : F

After calculating the above data, one do a comparative analysis between expenditure done per child in Government Schools and Government aided schools and possible revenue that a youth can generate who has desired education. In case the  $(E - B * D)$  exceeds  $(F - A * C)$ , we must shift our strategy from running government schools to bringing in Government Aided Schools. Furthur, in areas where learning outcomes are extremely poor (less than 10%), State must bring a policy to run schools on public private partnership.

2. A clear cut teachers transfer policy must be implemented in the State with each school being categorised in 4 segments and each teacher to serve in all the 4 segments in his entire career. The policy must be implemented with complete transparency in the State.
3. On the lines of Navodaya Vidyalaya Samiti, State Government must form a new Autonomous Education society like Pratibha Vikas Vidyalayas in Delhi with a mandate to establish quality Residential Schools in all the districts of Arunachal Pradesh. The students in these schools must be selected by a written test in class 6 onwards. Furthur, the recruitment of teachers must be carried out in a free and transparent manner.
4. To promote talented students in the state, Arunachal Pradesh Talent Search Examination must be organised in class 9<sup>th</sup> on the same lines of NTSE. The merit students must be given monthly scholarship till completion of their class 12<sup>th</sup>.
5. Mid day meal scheme in Arunachal Pradesh in not giving any desired outcome. Due to the remoteness of the schools, the scheme is not being

implemented in majority of the remote areas. A study must be done to evaluate the impact of mid day meal scheme in context of Arunachal Pradesh.

6. Currently focus of the Right to Education Act is on constructing schools and sending teachers in every nook and corner of the state. There must be a re-evaluation of the scheme vis-à-vis establishment of cluster of schools and residential campus for teachers covering a cluster of villages and provision of Transport facilities to remote areas of the state. This is necessary in the present context as it is seen that majority of the teachers do not stay in remote villages due to lack of amenities.
7. There must be efforts to establish an Education City in the State which has secondary and higher secondary school campuses along with higher education institutes. Education City can be created in Namsai which has good connectivity with Tinsukia and Dibrugarh.
8. Rather than having secondary and higher secondary schools in remote corners of the state, focus must be on creating good hostel facilities and bringing secondary and higher secondary schools together so that Education hubs are created in district headquarters. This will create an academic environment in the district headquarters and pupil teacher ratio in the schools will be streamlined as most of the teachers prefer staying in district headquarters.
9. There is a need to bring in a complete shift in the way education is being imparted in the state. Current focus is on sending teachers in the remote areas of the state so that education can be provided at their doorstep. However, since there aren't adequate infrastructure facilities in the remote areas, the teachers do not prefer to stay in those areas which ultimately affects the quality of education being imparted in those areas. It is a but obvious fact that any salaried employee would want to stay in an area which has basic minimum infrastructure facility. This in a way creates a hostile environment in imparting education in the state. There are 2 possible solutions to this problem. First is to develop big residential and students campuses in remote areas with sufficient number of teachers, residential hostels, medical services and mess facilities are there in the campuses. Second is to create hostel facilities and secondary/higher secondary schools primarily in bigger towns so that sufficient number of teachers can stay in those areas thereby creating an academic environment in the State.