



सत्यमेव जयते

## Gender Responsive Budgeting for The Department of Education





**Gender  
Responsive  
Budgeting  
for the  
Department of  
Education in  
Rajasthan**

Evaluation Organisation  
Department of Planning  
Government of Rajasthan





**VASUNDHARA RAJE**

CHIEF MINISTER RAJASTHAN

**MESSAGE**


It gives me great pleasure to see that the vision which I had when I formed the Government take shape. This is a vision of women confidently marching towards their empowerment and towards a society where there is true gender justice. To witness commitments transformed into actions, to actually travel on a path, hitherto only envisioned, is a matter of some satisfaction. Gender responsive budgeting has always been high on my list of priorities. As I have said on earlier occasions, "If women need development, then development also needs women".

In view of the importance that my government attaches to gender issues, we are trying to use gender responsive budgeting as a tool to further women's empowerment and gender equity in Rajasthan. My government is working hard to bring about an overall improvement in gender status, and this cannot be achieved unless development is balanced and equitable. Although, some indicators are improving like girls enrollment rates in schools, reduction in drop-out rates and better access to health care, we still have a long way to go in our journey towards equality and equity in Rajasthan.

We have begun our endeavour towards gender responsive budgeting in a modest manner, by identifying six key departments. These are the departments of Health, Education, Agriculture, Women and Child Development, Registration & Stamps and Social Welfare. My government has deliberately enlarged the vision of gender budgeting to look beyond traditional social sector departments, and therefore non-traditional departments such as Agriculture and Registration & Stamps have been included. Our objective is to integrate gender concerns into the overall plans and budgets of the identified departments and to establish an appropriate gender sensitive monitoring and evaluation framework within them. In the next two years, I would like all departments to be similarly taken up in a phased manner.

I would like to congratulate the Department of Planning, Government of Rajasthan for being proactive in taking gender budgeting forward as a tool for equitable planning and development. My sincere appreciation and thanks to UNFPA and UNIFEM for partnering us in this effort.

April 2006

  
(Vasundhara Raje)

# FOREWORD

I am very happy to note that the Department of Planning has come out with a report on “Gender Responsive Budgeting” for some important sectors of the State’s economy. These publications give us the opportunity to share with a wider audience both within the Government and outside, the initiatives taken by the Government for the development and empowerment of women and gender equality. At the same time, it shows that the Government recognises that gender inequalities exist and that it is committed to reducing these. It also demonstrates that the Government is ready and willing to try innovative methods, like gender responsive budgeting to reduce gender disparities.

We propose to cover all the departments in the next two years. We would like this exercise to be sustainable and the system of gender responsive budgeting to be institutionalised, whereby a gender analysis would become an integral part of the budget and planning processes of all departments.

I would like to thank UNFPA and UNIFEM for their support.



**Rajiv Mehrishi,**  
Principal Secretary,  
Planning & Finance,  
Government of Rajasthan.

April 2006

# PREFACE

There is a broad consensus that ‘development if not engendered is endangered’, as first elucidated in the Human Development Report of 1995. In spite of a lapse of over a decade, this still holds good. In the context of development, the critical thing to bring about is gender equality and women’s empowerment. The Government of Rajasthan is committed to seeing this happen. While there are a number of approaches and means that can be used for this purpose, here we are taking advantage of the tool of Gender responsive budgeting to ensure this. Gender responsive budgeting is known to be an extremely efficient tool for, not only mainstreaming gender and promoting women’s empowerment, but also indispensable for translating good policies into concrete realities on the ground.

This publication “Gender Responsive Budgeting for the Department of Education in Rajasthan” is the third in a series of gender responsive budgeting publications being brought out by the Government of Rajasthan. The credit for this forward looking and analytical outlook on the part of the Government is due entirely to the vision and leadership of the honourable Chief Minister, Vasundhara Raje. Firmly driven by her, gender budgeting has come to stay, in Rajasthan. The biggest strength of the gender budgeting initiative here is the fact that it is state-led and very much a part of the Government’s agenda. The Directorate of Evaluation and the Directorate of Economics and Statistics of the Department of Planning have played a very key role in this whole exercise.

To start with, we have taken up the gender budget analysis of six departments – those of Health, Education, Agriculture, Women and Child, Stamps and Registration and Social Welfare. The process for doing this analysis was very participatory. Officers of the concerned departments worked closely with experts from UNIFEM, UNFPA and IFES to brainstorm and put together these reports. We now, however, need to move forward from only analysing budgetary allocations and outputs for boys and men on the one

hand and girls and women on the other, to looking at more concrete results, to looking at impacts and outcomes, to analysing benefit incidence ratios etc.

The recommendations at the end of each of these reports present an edifice for expansion and further building upon and the Government will seriously be considering these.

We have many valuable partners in this journey and I would like to take this opportunity to acknowledge and thank them. These include, Ms. Chandni Joshi, Regional Programme Director, Ms. Firoza Mehrotra, Deputy Regional Programme Director and Ms. Sara Pilot, Programme Officer from the UNIFEM South Asia Regional Office in New Delhi; Ms. Ena Singh, Assistant Resident Representative, Ms. Dhanashri Brahme, Programme Officer and Hemant Dwivedi, Rajasthan State Programme Coordinator, all from UNFPA; Ms. Benita Sharma of IFES, and Dr. Sanjana Mohan, Consultant for so ably putting this report together. I would also like to take this opportunity to thank Mrs. Alka Kala, Pr. Secretary, Women and Child, Mrs. Asha Singh, Pr. Secretary, Social Welfare, Shri C. K. Matthew, Pr. Secretary, Education, Shri Rajiv Mehrishi, Pr. Secretary, Plan & Finance, Shri Sudhir Bhargava, Pr. Secretary, Medical & Health, Shri Manoj Kumar, Director, Agriculture for their support. Special thanks to Shri G.R. Parashar, Director, Evaluation, Shri D.K. Jain, Director, Economics & Statistics, Smt. Madhu Pokharna, Jt. Director and Shri S.N. Gupta, Deputy Director, Evaluation for their untiring efforts.



**Veenu Gupta**

Secretary,  
Department of Planning,  
Government of Rajasthan

April 2006



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## **List of Abbreviations**

<i>DPEP</i>	:	<i>District Primary Education Programme</i>
<i>GCM</i>	:	<i>Girl Child Motivators?</i>
<i>GER</i>	:	<i>Gross Enrollment Rates</i>
<i>GRB</i>	:	<i>Gender Responsive Budgeting</i>
<i>KGBV</i>	:	<i>Kasturba Gandhi Balika Vidyalaya</i>
<i>SSA</i>	:	<i>Sarva Shiksha Abhiyan</i>
<i>UNFPA</i>	:	<i>United Nations Population Fund</i>
<i>UNIFEM</i>	:	<i>United Nations Development Fund for Women</i>

## EXECUTIVE SUMMARY

Gender Responsive Budgeting (GRB) is an initiative of the Central and the State Government introduced in the beginning of the 21<sup>st</sup> century that reaffirms their commitment to the development and empowerment of women. GRB in education serves to assess how effectively the services of the Government are meeting the needs of women and girls, in relation to the men; how much the policies are focused towards women; and how much of the expenditure of the State in education is reaching the women.

GRB for the Department of Education in the year 2005-06 has been undertaken by the Evaluation Department. It is based on an in-depth analysis of the financial and physical information obtained from the Department; consultations carried out with officers from the Ministry of Women and Child Development, Government of India; Department of Education, Government of Rajasthan; and gender experts from UNFPA, UNIFEM and IFES. The following indicators have been analysed, to assess how gender sensitive the services in the Department of Education are:

- Enrollment of students in schools/ college by sex
- Retention of students in elementary education
- Percentage share of women among the teachers in elementary and secondary education
- Percentage expenditure of the budget on women/ girls

### GRB in Education - Summary of the Main Findings

**Gender Differentials in Enrollment of Students:** While percentage enrollment of girls in primary education is high, gender differentials become pronounced with higher education, with girls comprising one-third or less of all the enrollments (Table-1)

**Table-1****Percentage Enrollment of Girls in Various Educational Institutions (2004-05)**

Level of Education	% enrollment of girls
Primary Education	45.67
Upper Primary Education	36.90
Secondary Education	29.31
College Education	36.50
Technical Education	18.64
ITI and Polytechnic	13.37
Medical Education	28.05

**Gross Enrollment Rates (GER):** GER in elementary education are lower among girls, and the differential is more marked for upper primary schools, where the GER for girls is 46%, compared to 60% for boys.

**Retention of Students in Elementary Education:** Retention rate among girls for primary education (42.97%) is less than the rate among boys (47.19%). For upper primary schools, the retention rate for girls is almost similar to that for the boys.

**Percentage Share of Women Among the Teachers:** The majority of teachers in elementary and secondary education are men - women comprise less than 30% of the faculty in primary, upper primary and secondary education.

**Percentage Expenditure of the State on Girls' Education, by the Category of Education:** Expenditure of the State on girls' education reflects the disparities in enrollments; for the various levels of education, between 13.37 to 44.65% of the total expenditure is spent on girls' education (Table-2). The highest percentage of expenditure on girls is seen in Primary education (44.65%), and the lowest is seen in ITI's and Polytechnic's (13.37%).

**Table-2**

**Percentage Expenditure of the State on Girls' Education,  
by the Category of Education (2004-05)**

<b>Level of Education</b>	<b>% expenditure on girls</b>
Primary Education	44.65
Secondary Education	29.31
College Education	36.4
Technical Education	18.65
ITI and Polytechnic	13.37
Medical Education	28.05

## **Recommendations**

Based on the above analysis, following are the recommendations to the State Government to promote gender equity in the field of education:

1. Consider measures to encourage girls' participation in education, including: (i) increasing the proportion of women teachers, (ii) ensuring the availability of separate toilets for girls, (iii) establish accountability mechanisms making the teachers responsible for the education of the girls in the village, (iv) provision of scholarships and other benefits for participation of girls in higher education, (v) establish day care centres for their younger siblings, which will free them to participate in schools (vi) greater number of educational institutions for girls, especially for college education, at the sub divisional level and, (vii) hostel facilities for girls and women at the district and sub divisional level, especially for college education.
2. Explore the potential for greater participation of non-governmental organisations (NGOs) and the private sector in service delivery, particularly for the remote and underserved communities.
3. Strengthen the information system, to include indicators such as attendance of students and learning levels achieved, in addition to the available data, which focuses mainly on enrollment and retention of children.
4. To strengthen the availability of women teachers, consider the option of construction of residential quarters for women employees (such as ANMs, Anganwadi workers, teachers, etc.) at the village/ panchayat level - which may encourage more women to stay in their work place.

5. Link incentives and awards provided to meritorious girls, for example, **Gargi Puruskar**, with some form of vocational training, which will create job opportunities for girls.
6. In several programmes, the actual expenditure falls short of the planned budget. One reason cited for this is vacancies in the posts of teachers on account of transfers or retirement, as salaries contribute to about 80% of the total budget. Such vacancies need to be filled up on a priority basis, as this also has a detrimental effect on the participation, and learning levels achieved by the children.
7. Undertake impact analysis of the various schemes being implemented by the State (such as provision of scholarships to meritorious girls, provision of free text books, setting up of residential schools) to understand how much the schemes are benefiting the target groups and achieving their objective.
8. A greater emphasis on the quality of education being imparted in schools. Possible areas of focus include (a) building up the skills of the teachers (b) understanding absenteeism of teachers, and possible ways to address it (c) understanding the reasons for drop out of girls from school and college, and ways how this can be addressed and (d) review the curriculum and the pedagogy.

# Gender Responsive Budgeting for the Department of Education in Rajasthan

Rajasthan is the largest state in India, having a total geographical area of about 0.35 million square kilometres. The State has a population of over 56.5 million, which comprises of 29.4 million males, and 27.1 million females, the sex ratio being 922. More than three quarters of the population resides in rural areas. Rajasthan has one of the highest proportions of scheduled caste and scheduled tribe population among the Indian states, at 17.2% and 12.6% respectively.

At the time of the formation of the State, about nine years after Independence, a substantial development gap existed between Rajasthan and the other larger Indian states in education. While educational institutions have been functioning in the State since medieval times, the focus was more on children from royal families, the elite, Brahmins and the traders. In the beginning of the 20<sup>th</sup> century, an expansion took place in this field, with educational institutions being set up in small towns and villages. Between 1917 and 1940, several movements took place in education, and participation by children from rural communities was initiated. After Independence, a great deal of emphasis was placed on education, especially on primary education. Progress in education, particularly in literacy among women, was slow until the first four decades after Independence - the last decade however, saw significant progress being made in this field. According to the 1991 census, the literacy rate in Rajasthan was 38.6%, which was lower than the national average of 52.1%; Rajasthan was the second most poorly performing state in terms of literacy. The literacy rate among women was 20.44, almost half of the national average of 39.4 and the lowest for any state in the country. According to the 2001 census, the total literacy rate has gone up to 61.0. The literacy rate among men has increased to 76.46 (which is marginally higher than the national average of 75.85), and the literacy rate among women has increased by more than 20% to 44.34%.

This significant improvement has been made possible through efforts of the Central and State Government; innovative models that addressed critical issues in education



such as *Lok Jumbish* (community education project) and *Shiksha Karmi* (Para teachers) for remote communities; and effective partnerships with external agencies that included the World Bank, United Kingdom Department for External Development and the European Commission.

While the State has shown significant gains in education, several concerns persist. The enrollment and retention among girls continue to be significantly lower than those for boys; the gap is even greater among scheduled castes, scheduled tribes and other backward castes. There is insufficient human resource to meet the needs of the entire State. The quality of education needs to be understood better, and also strengthened.

## **Gender Responsive Budgeting (GRB)**

### **Overview**

Gender Responsive Budgeting (GRB) is not a separate budget for women, but involves the analysis and construction of general budgets from a gender perspective. GRB entails analysis of actual expenditure and revenue on women and girls as compared to men and boys, and helps Governments to decide on how policies need to be made, adjusted and reprioritised. The process of GRB eventually results in gender responsive budgets which are government budgets that are planned, approved, executed, monitored and audited in a gender sensitive way. In education, it is essential to assess how effectively the services of the Government are meeting the needs of women and girls, in relation to the men; how much the policies are focused towards women; and how much of the expenditure of the State is reaching the women.

Australia was the first country to develop a gender sensitive budget, in 1984; this was followed by South Africa, in 1995. Currently, the process of GRB is being carried out by 35 countries.

## **Gender Budgeting in India**

In India, gender perspective on public expenditure has been gaining ground since the publication of the report of the Committee on the Status of Women in 1974. The Eighth Five Year Plan (1992-97) highlighted for the first time the need to ensure a definite flow of funds from the general development sectors to women. The Ninth Five Year Plan (1997-2002), while reaffirming the earlier commitment adopted the

Women Component Plan as one of the main strategies and directed both the Central and the State Governments to ensure *“not less than 30 per cent of the funds/benefits are earmarked in all the women’s related sectors”*. For the first time, gender analysis of the Union Budget was carried out in 2001-02. A need was realised to analyse state budgets with a gender perspective since the States and Union Territories account for the bulk of the expenditure in the social sector which impinges on the welfare, development and empowerment of women.

## **Gender Budgeting in Rajasthan**

In the context of how well the public services are benefitting the women of the State, the Honourable Chief Minister of Rajasthan, in her budget speech for the year 2005-06, has emphasised the need for gender budgeting in the State. The State Government has decided to carry out gender budgeting for select departments on an initial basis. Six departments have been selected for GRB: Health, Education, Women and Child Development, Registration and Stamps, Agriculture and Social Welfare. The Evaluation Department has been assigned the responsibility of carrying out GRB for the Education Department.

## **Gender Budgeting Auditing for Education**

For GRB in education, an in depth analysis was carried out on the financial and physical information obtained from the department; and consultations carried out with officers from the Ministry of Women and Child Development, Government of India; the concerned departments of the Government of Rajasthan; and gender experts from UNFPA, UNIFEM and IFES. To assess how gender sensitive the services in the Department of Education are, the following indicators were analysed:

- Enrollment of students in schools/college by sex - Is the enrollment of girls in schools/colleges similar to the boys, or are fewer girls (as compared to boys) getting enrolled?
- Retention of students in school - Is the retention rate among girls similar, or less than boys? Is the proportion of dropouts among girls more than that among boys?
- Percentage share of women among the teachers - Is there equal representation of women and men among the teachers in the State, or are there fewer women teachers?

- Percentage expenditure of the budget on women/girls - Is the expenditure of the State Government on education, at various levels, equally reaching out to women and men, or is it that women are being reached less than the men?

Within services of the Department of Education, the following programmes were analysed:

- Elementary Education
- Secondary Education
- College Education
- Technical Education
- Industrial Training Institute (ITI) and Polytechnic
- Medical Education
- Sanskrit Education

The following section provides a detailed analysis of each of the above programmes:

## **I. ELEMENTARY EDUCATION**

The National Education Policy (1986) and the Programme of Action (1992) emphasise the national commitment of universalising elementary education. The policy commits to providing free elementary education of good quality to all boys and girls in the age group 6-14 years; and specifies the following three components for achieving its objective:

1. Universal reach and enrollment of all children in the age group of 6-14 years
2. Universal retention of boys and girls up to the age of 14 years
3. Improvement in the quality of education.

The Government of Rajasthan also lays a heavy emphasis on elementary education - more than half the education budget in the State is allocated for elementary education. This share has increased in the last few years.

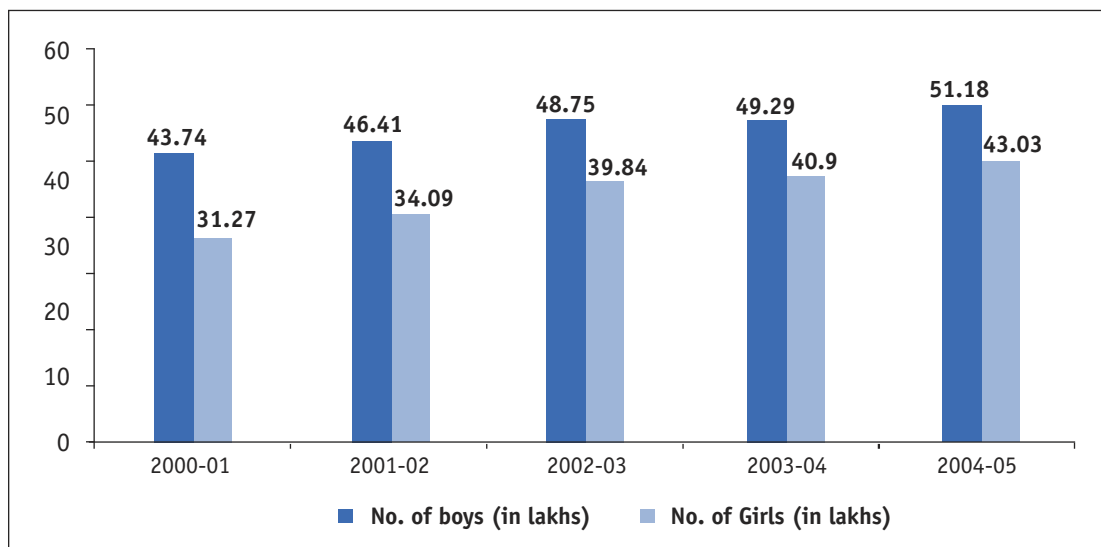
The following section presents an analysis of how gender sensitive the services of the State in elementary education are.

## Gender Differentials in Elementary Education

### Enrollment in Primary and Upper Primary Schools

There has been a steady increase in the number of girls getting enrolled in primary schools of the State in recent years (Figure-1). In the year 2004-05, more than 90 lakh students enrolled in primary schools in Rajasthan, of whom girls comprised just over 45%.

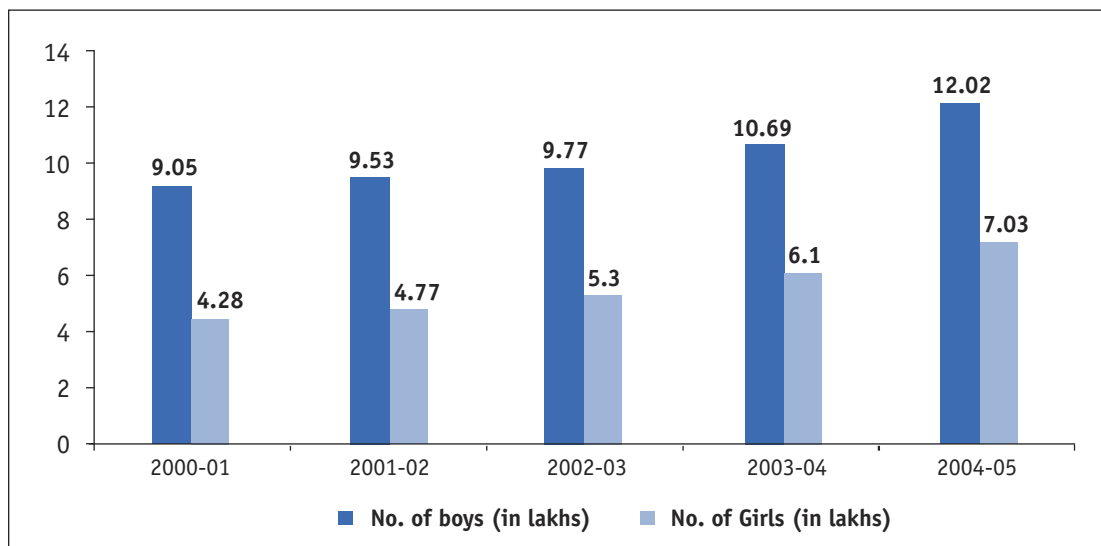
**Figure-1**  
**Gender Disparities in Enrollment in Primary Schools in Rajasthan (2000-05)**



While enrollment of girls in primary schools is a little less than the enrollment of boys, for upper primary schools this difference is more marked. Girls comprise only about one third of the total students enrolled (Figure-2). In the last 5 years, the percentage enrollment of girls in upper primary schools has increased by 4.79%. *This suggests that it may take more than 10 years for the enrollment of girls to be equal to the enrollment of boys, for upper primary schools.*

**Figure-2**

**Trends in Enrollments in Upper Primary Schools in Rajasthan (2000-05), by Sex**



**Gross Enrollment Rates (GER)**

The enrollment rate provides information on the number of students enrolled, and the relative proportion of girls and boys; it provides no information on enrollments as a percentage of all the children in the corresponding age group. This information is given by the GER, which is the percentage of children enrolled, from all the children in the corresponding age group.

Sex disaggregation of data on gross enrollment further confirms that lesser girls than boys are enrolled in primary schools in Rajasthan: GER in primary schools for boys is 119% as against 109% for girls<sup>1</sup> (Table-1).

**Table-1**

**Gross Enrollment Rate for Primary Schools by Sex (2003–04)**

Details	Boys	Girls	Total
No. of children in age group 6-11 years	41,36,335	37,48,288	78,84,622
No. of enrollments	49,28,940	40,89,826	90,18,766
GER	119.16	109.11	114.38

The differentials further widen for upper primary schools-Class VI-VIII (Table-2). GER for boys is 60% as compared to 46% for girls.

<sup>1</sup> The figures are higher than 100% reflecting enrollment of over age and under age children

**Table-2**

**GER for Upper Primary Schools, by Sex (2003-04)**

Details	Boys	Girls	Total
No. of children in age group 11-14 years	17,87,981	13,20,725	31,08,706
No. of enrollments	10,69,172	6,09,641	16,78,813
GER	59.80	46.16	54.00

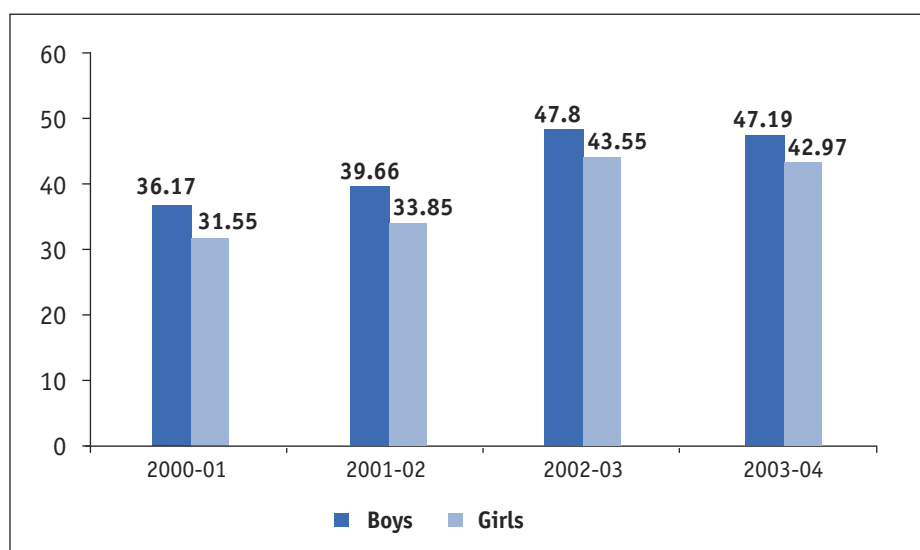
**Gender Differentials in Children's Retention**

Retention of the enrolled children until the desired schooling level more closely reflects performance of the education programme. The retention rate for primary schooling is defined as the proportion of all students who continue their studies up to Class V, out of all the students who enroll in Class I.

The following bar graph gives the retention rate among girls and boys for primary school (2000-04)

**Figure-3**

**Trends in Retention Rates for Primary Schools in Rajasthan, by Sex (2000-04)**



An analysis of the data on retention rates of children in primary schools over the last four academic years reveals the following:

1. More than half of all the children who enroll in primary school drop out by Class V.
2. Retention among girls is less than that for the boys.
3. There has been a steady, parallel increase in the retention among both boys and girls.

The retention rates for upper primary schools were further analysed <sup>2</sup> and the following facts emerged (Table-3):

- The retention rate for girls in upper primary school is almost similar to that for the boys.
- The retention of both girls and boys in upper primary school is high - approximately 87% of children who are enrolled in Class VI continue their studies until Class VIII.

**Table-3**

**Retention Rate in Upper Primary School (Class VI-VIII), by Sex**

Year	Boys	Girls
2000-01	75.83	80.73
2001-02	78.74	80.46
2002-03	83.50	85.33
2003-04	87.83	87.85

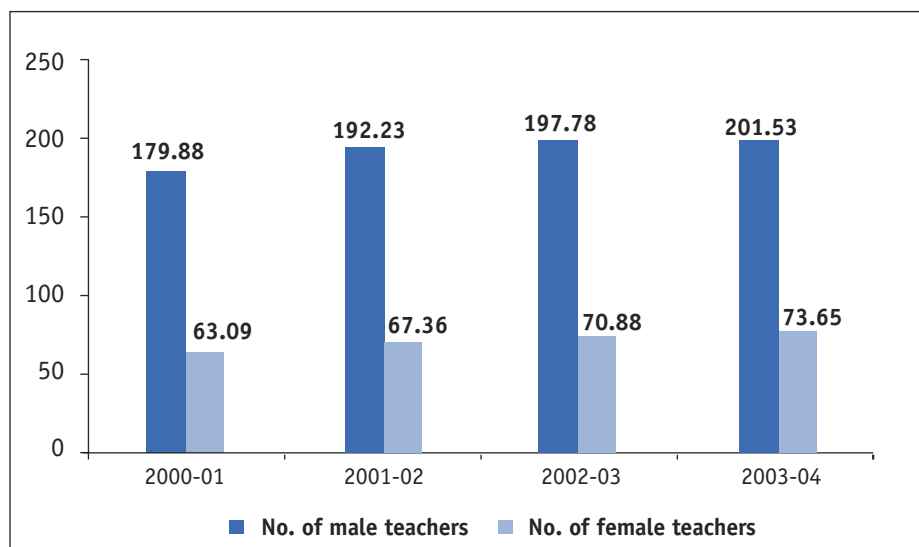
### **Gender Differentials in Availability of Teachers**

The number of teachers in primary and upper primary schools has progressively increased over the last 5 years: from 2000-01 to 2003-04, the total number of teachers has gone up by 32,000, which is an increase of 13%. It is well recognised that the presence of women teachers encourages enrollment and retention of girls in school. Analysis of the number of teachers, disaggregated by sex, reveals that in Rajasthan, only about 1 in 4 primary and upper primary teachers is a woman. The proportion of women teachers does not seem to be increasing significantly over the years (Figure-4).

<sup>2</sup> Percentage of students who continue their studies up to Class VIII, from all the students who joined in Class VI.

**Figure-4**

**Trends in no. of Teachers in Primary & Upper Primary, by Sex (2001-2005)**



**Gender differentials in expenditure on primary education** (Table-4, figure-5): Low retention and enrollment rates are reflected in lower expenditure on girls. Analysis of expenditure on primary education by sex in the last three financial years shows that of the total expenditure of the State on primary education, the amount reaching the girl child is between 42 and 45% (Table-4).

**Table-4**

**Budget Allocation and Expenditure for Primary Education, by Sex (2002-05)**

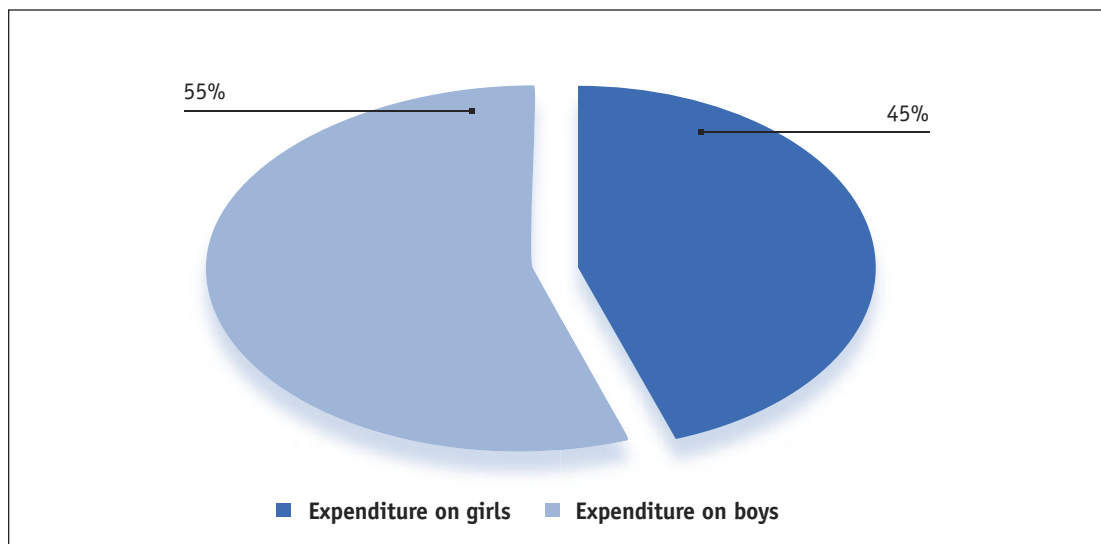
Year	Budget (in lakhs)	Expenditure (in lakhs)	% Expenditure	Expenditure on girls (in lakhs)	% Expenditure on girls
2002-2003	2,14,204.56	1,91,620.00	89.46	82,132.08	42.86
2003-2004	2,45,648.14	2,03,916.75	83.01	87,742.98	43.03
2004-2005	2,33,452.44	2,21,021.62	94.68	98,695.30	44.65

In 2004-2005, Rs 2,33,452 lakhs was allocated to primary education in the State. Of this, Rs 2,21,021 lakhs was actually spent. Of the total expenditure on primary education, Rs 98,695.30 lakhs i.e. 45% was spent on girl's education, and the rest on boys (Figure-5).



**Figure-5**

**Expenditure on Primary Education, by Sex: Rajasthan (2004-05)**



### ***Madrassa Education***

The *Rajasthan Madrassa Board* was constituted in January, 2003 with the objective of development, modernisation and progress of *Madrassa* education in the State. Following are the activities that have been carried out by the Board:-

- Registration of Madrassa: 1699 Madrassas have been registered until 29.01.05
- Distribution of free text books: About one lakh students studying in madrassas have been provided free text books.
- Selection of 1619 education assistants, who provide primary education to the student studying in Madrassas.

In the year 2005-06, more than 80,000 students were enrolled in *Madrassa* education, of which 30% were girls.

### **INITIATIVES TO PROMOTE GENDER EQUITY IN PRIMARY EDUCATION**

#### **District Primary Education Programme (DPEP)**

The DPEP is an initiative of the Government of India to give impetus to the national commitment of universalising primary education initiated in 1994.

## Background

- The Rajasthan Primary Education Council was registered on 3 November, 1997 under Rajasthan Society Act (1958). The council is the authorised society for the implementation of DPEP and Sarva Shiksha Abhiyan.
- DPEP was launched in two phases:
  - ♦ In the first Phase, in 10 districts (Alwar, Bhilwada, Jhalawar, Jhunjhunu, Kota, Nagaur, Sikar, Sirohi, Sri Ganganagar and Tonk)
  - ♦ In the second Phase, in 9 villages (Bharatpur, Bundi, Churu, Dausa, Dholpur, Hanumangarh, Jaipur, Karauli, Sawai Madhopur)

*The districts selected for DPEP are those, where the literacy level among women was less than the national average of 39.29, according to 1991 census.*

## Funding Pattern

85% of the funds for the approved budget come from the Central Government (through the World Bank) and 15% from the State Government. The maximum limit per district for a five year period is Rs. 40 Crore.

The allocation of the budget is as follows:

- Civil works: 24-33%
- Management: 6%
- Activities to promote quality of education: 61-70%

### Facts: DPEP

Details	1 <sup>st</sup> Phase	2 <sup>nd</sup> Phase
Date of commencement of programme	30 <sup>th</sup> September 1999	5 <sup>th</sup> September 2001
Date of completion of Programme	31 <sup>st</sup> December 2004	31 <sup>st</sup> December 2006
Total budget	404.41 Crores	372.44 Crores
Total expenditure (up to Dec 2004) and % of expenditure	339.23 Crores, 83.88%	195.30 Crores, 52.44%
Budget for 2004-2005	92.78 Crores	105.36 Crores
Expenditure (up to Dec 2004) and % of expenditure	51.68 Crores, 55.70%	39.83 Crores, 37.80%
Remaining project duration	2 Months	24 Months

At the start of the DPEP, major emphasis was placed on the enrollment of girls, especially among scheduled castes, scheduled tribes, other backward castes and

minorities. Following are the strategies adopted by DPEP to address gender differentials in the enrollments, retention and accomplishment:

- Provide facilities in the schools, such as school building, additional classrooms, separate toilets for girls, hand pumps, etc.
- Placement of women teachers and para teachers in both formal and non-formal schools.
- Provide incentives to girls studying in primary and upper primary schools, such as free books up to class VIII, exemption from fees payment and so on.
- 33% reservation for women in school development and management committees.
- Placement of gender coordinators at the State and district level.
- Recruit Girl Child Motivators (GCM) in districts where the literacy rate among women is less than 15%. These motivators sensitise the parents and girls to the need for education of the girls. In all, 648 GCM's from 11 districts were recruited in the year 2003-04, who reached out to 31,037 girls (against a target of 34,060).
- Balika Manch - These forums serve as a link between the schools and the parents of girls studying in school. In 2003-04, 16,574 Balika Manch were functioning (against a target of 17,331).
- Balika Shiksha Shivirs - Learning camps lasting six months are being organised to reach out to girls in the age group of 6-14 years, who are not enrolled in school.
- Special coaching classes are being run in schools for girls with support from School Development Management Committees (SDMC).
- 48,138 girls have been identified and enrolled under the component of education of children with special needs (CWSN).

## **Alternative Education Centres**

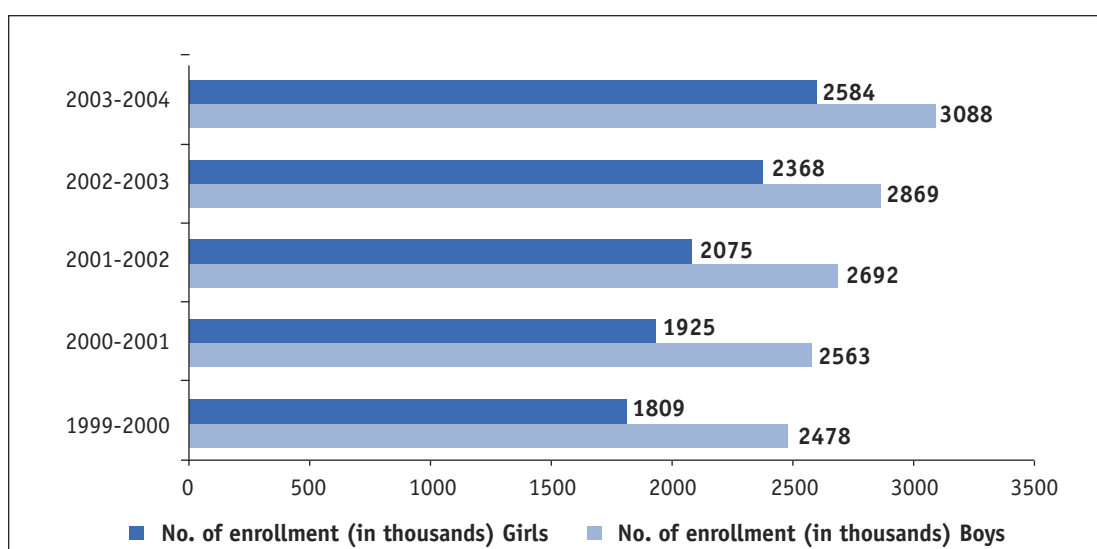
One of the ways in which DPEP aimed to achieve gender parity in primary education was through Alternative School Education Centres, which were established for reaching out to children who are not enrolled in the formal schools. A major emphasis of these schools has been on girls' education. Analysis of enrollments in the alternative schools for the year 2003-04 shows that nearly 3 lakh students were participating in these schools, with girls comprising nearly 60% of all the students (Table-5).

**Table-5****Alternative School Education: Sex Disaggregated Data on the Number of Enrollments, DPEP (2003-04)**

Type of alternative school	No. of enrollments		% Share of girls
	Boys	Girls	
Full duration (6 hours) Alternative Schools	70,352	72,738	50.83
Alternative schools having a duration of 4 hours	23,378	46,096	66.35
Madrasa Education	13,641	13,954	50.56
Bridge Course-Camp for education of girls	249	6,568	96.35
Shiksha Mitra Kendra	11,190	32,654	74.48
Mobile Schools	1793	1989	52.59
<b>Total</b>	<b>1,20,603</b>	<b>1,73,999</b>	<b>59.06</b>

**Gender Differentials in Primary School Enrollment under DPEP**

The above measures seem to have made an impact on enhancing girls' enrollment and on promoting gender equity in primary education. The analysis of data on enrollment under DPEP reveals that enrollments are progressively increasing over last five years in DPEP districts: the number of enrollments in 2003-04 is 24% greater than the enrollment in 1999-2000 (Figure-6). What is even more significant is that the increase is more marked among girls (29.91%) as compared to boys (19.9%).

**Figure-6****Trends in Enrollment of Students in DPEP Districts (1999-2004), by Sex**

## Gender Differentials by Socio-Economic Groups

Initiatives to promote the enrollment of girls seem to have impacted positively on the girls from underprivileged castes as well. To assess the reach of the District Primary Education Programme to girls from scheduled castes and scheduled tribes, the enrollment rates among girls was further segregated by caste. Following is an analysis of the enrollment rate among girls by caste and tribe for the year 2003-2004, based on the data from the DPEP districts.

**Table-6**

**DPEP-Percentage Enrollment of Girls by Caste and Tribe (2003-04)**

	% enrollment of girls (to total enrollments) in age group 6-11 years			% enrollment of girls (to total enrollments) in age group 11-14 years		
	All castes	SC	ST	All castes	SC	ST
DPEP Phase I	46.43	45.15	44.84	37.86	34.80	31.84
DPEP Phase II	44.65	46.20	45.55	36.97	35.87	33.16

It appears that in these districts, girls from scheduled castes and scheduled tribes were enrolled almost in similar proportion as girls from other castes. However, in the absence of data on retention and data from other districts on enrollments, it is difficult to make specific inference regarding the impact of DPEP on equity in elementary education.

## **Sarva Shiksha Abhiyan (SSA): Campaign for Education for All**

Sarva Shiksha Abhiyan is an initiative to meet the constitutional commitment of making available quality basic education across the entire country. This programme integrates and subsumes all the elementary education programmes in the State such as *Shiksha Karmi* and DPEP. The programme is funded by the Central Government and State Government on a 75:25 contribution ratio respectively.

While the prime objective of the programme is to ensure that all children complete five years of primary education by 2007, one of the major intermediate objectives of SSA is to eliminate “discrepancies based on gender and social causes from the primary level by the year 2007, and for elementary education by 2010”.

The objectives of SSA are:

- 1) All the children to be enrolled by the year 2003 in schools/education guarantee centres/alternative schools.
- 2) All children to complete 5 years of primary education by 2007.
- 3) All children to complete 8 years of elementary education by 2010.
- 4) Education for all with special emphasis on elementary education meeting the quality standards.
- 5) Discrepancies based on gender and social causes to be removed for primary level by the year 2007, and for elementary education by the year 2010.
- 6) Universal enrollment by the year 2010.

### SSA in Rajasthan - Salient Features

Year of commencement	2001-2002
Year of conclusion	2010
Area covered	32 districts (the entire State)

A unique feature of the SSA is the **child tracking system**, which is a system for compiling information on all the boys and girls in the age group 0-14 years. The information compiled includes the name of the child, father's name, age, caste; whether enrolled in school/drop out/never enrolled in school; formal/alternative school in which the child is currently studying. The information received is fed into a computer, and the software enables detailed analysis under the following three groups:

- Children to be enrolled in Class I
- Dropouts in the age group 6-14 years
- Children in age group 6-14 years who have never enrolled in school.

A plan is subsequently developed to link up these children to formal/alternative school.

## Performance - CTS for the Year 2003-04

The following table summarises the performance of the CTS for the year 2003-04.

**Table-7**

### Performance of the CTS for the Year 2003-04

S. No.	Details	Target	Achievement	% achieved
1.	Children to be enrolled in class I in July 2004	11,55,042	10,66,973	92.38
2.	No. of dropouts in the age group 6-14 years	2,54,909	1,33,777	52.48
3.	No. of children in age group 6-14 years never enrolled in school	1,53,762	67,560	43.94

Of the 11.5 lakh students who were to be enrolled in Class I, more than 90% students were linked to a formal/alternative school. From the children who had dropped out/never attended school, only about 50% were linked to a school of some kind.

### Initiatives under SSA to Promote Gender Equity

Some of the initiatives under the SSA to promote access of girls to primary education are:

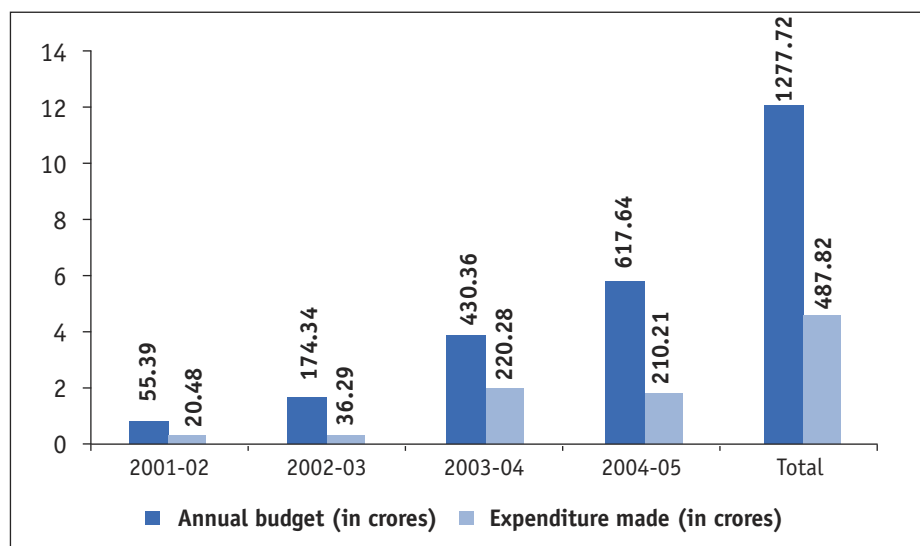
- Residential bridge courses for girls who were dropouts/never enrolled in school.
- Residential camps for girls for problem solving related to the main subjects being studied.
- Distribution of school bags and study material, which have been provided to 3.6 lakh girls so far.

### Budget Allocation and Expenditure on SSA

Since 2001, there is a significant increase in the budget allocation for SSA. The allocated budget in the year 2004-05 was Rs. 617 crores, which was 11 times the allocated budget for 2001-02 (Rs. 55 crores). In 2004-05, a budget of Rs. 617.64 crores was allocated for SSA, of which 38.17% was utilised. Analysis of trends in allocations and utilisation of funds for SSA from 2001-05 reveals that the expenditure under SSA has been significantly less than that budgeted: on an average, less than 40% of the budget has been utilised annually in the State of Rajasthan over the last five years (Figure-7).

**Figure-7**

**Trends in Allocation and Utilisation of Funds Under SSA Rajasthan (2001-2005)**



Analysis of the expenditure on the girls under SSA is difficult, as sex disaggregated data regarding the beneficiaries is not available.

## **II. SECONDARY EDUCATION**

Secondary education is the period during which students take decisions regarding their career and future. According to the National Policy on Education, strengthening secondary education will provide human resource that will contribute to the economic development of the country.

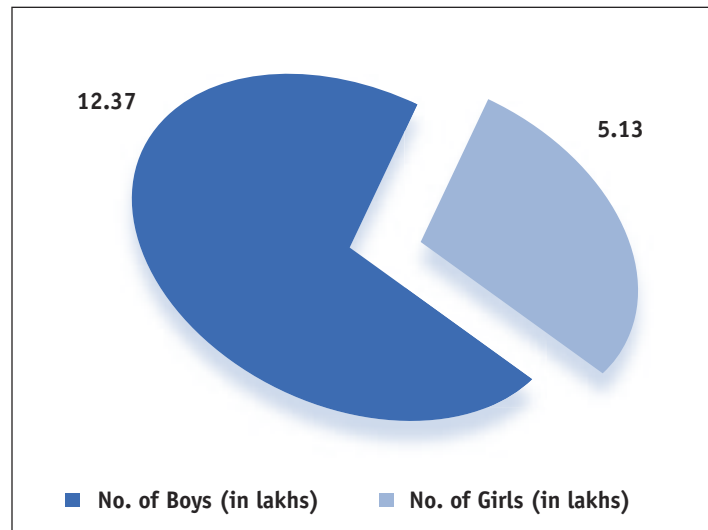
### **Gender Differentials in Secondary & Higher Secondary Schools (Class IX-XII)**

The enrollment of girls in secondary and higher secondary schools is much lower than that for the primary schools: girls constituted 29% of all enrollments in secondary schools in the State in the academic year 2004-05 (Figure-8).



**Figure-8**

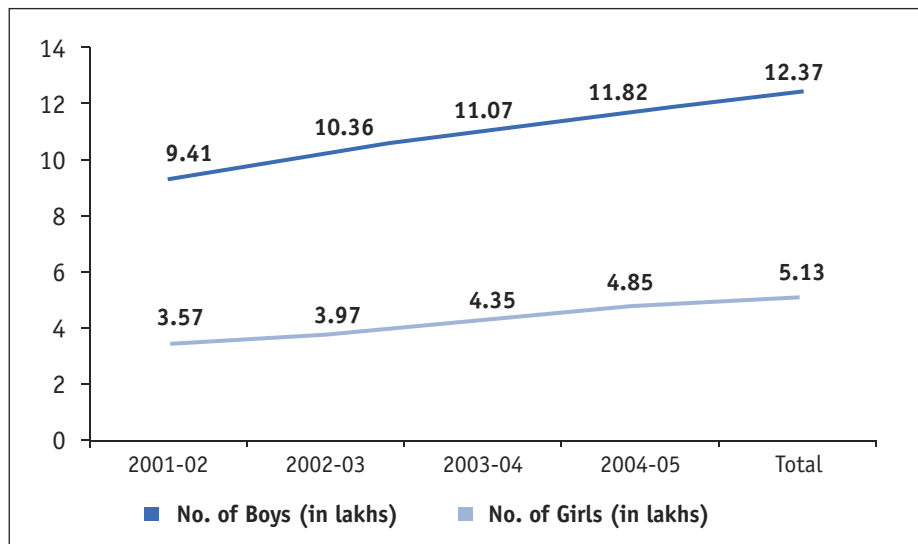
**Enrollments in Secondary Schools in Rajasthan, by Sex (2004-2005)**



The trend over the last five years also shows that there is very little increase in the proportion of enrollment of girls per year (Figure-9).

**Figure-9**

**Trends in Enrollment in Secondary Schools, by Sex (2001-2005)**



### **Gender Differentials in Number of Teachers in Secondary and Higher Secondary Schools**

Less than one third of all the teachers (28%) in secondary and higher secondary school are women, which is quite similar to the percentage share of women teachers in primary and upper primary schools. Further, there has not been much increase in the percentage share of women teachers in the last 5 years (Table-8).

**Table-8**

**Number of Teachers in Secondary and Higher Secondary Schools  
by Sex (2000-05)**

Year	Number of Teachers			% Share Of Women
	Men	Women	Total	
2000-01	67,268	25,642	92,910	27.60
2001-02	70,230	26,386	96,616	27.31
2002-03	75,673	28,696	1,04,369	27.50
2003-04	82,006	32,071	1,14,377	28.11
2004-05	81,659	32,389	1,14,248	28.40

### **Gender Differentials in State's Expenditure on Secondary Education**

The low enrollment rate of girls in secondary schools is reflected in the lower State expenditure on girls for secondary education, of all expenditure on secondary education (See Table-9). In the academic year 2004-2005, overall, Rs. 1,37,655.65 lakhs were spent on secondary education. Of this, only 29.3% i.e. Rs 40,352.77 lakhs was spent on girls' education - this is even lower than the percentage expenditure of the State on girls for primary education.

**Table-9**

**Sex Disaggregated Data on the Expenditure of the State for  
Secondary Education (2002-05)**

Year	Expenditure (in lakhs)	Expenditure on girls (in lakhs)	% expenditure on girls
2002-03	111010.45	31316.18	28.21
2003-04	122958.34	32247.56	28.67
2004-05	137655.65	40352.77	29.31

### **State Initiatives to Promote Gender Equity in Secondary Education**

To encourage enrollment of girls in secondary education the State Government is implementing several schemes:

- Girls from class I to post graduation are exempted from paying school fees.
- All girls studying in Government schools are provided free textbooks from Class I to XII.
- 20% of seats (out of a total of 4288) in Teachers Training College for B. Ed. and Shiksha Shastri are reserved for women; 3292 seats in 15 T.T.C.'s are only for women.

- Balika shiksha foundation was established in 1994-95 to encourage education among girls. The foundation addresses the gaps related to infrastructure and basic needs regarding secondary education; and also provides financial assistance to meritorious girls coming from poor families for higher studies.
- From 1997-98, the Board of Secondary Education of Rajasthan awards all girls who score more than 75% aggregate in class X, with Gargi Puruskar which provides these girls a scholarship of Rs. 1000/- per year for education in class XI and XII. In the year 2004-05, an expenditure of Rs. 102.19 lakhs was sanctioned for provision of the award to 10,219 girls.
- Appointment of mahila shiksha sahyogis (women education assistants) at 8545 higher secondary schools situated in panchayat headquarters.
- Kasturba Gandhi Balika Vidyalaya (KGBV) - KGBV are residential schools for girls, which are being established with support from the Central Government, in blocks which are performing poorly in terms of literacy. The blocks selected for construction of KGBV are those where the literacy rate among women is less than the national average and the gender gap is greater than the national average.

### **III. COLLEGE EDUCATION**

In 2004-05, the number of colleges functioning in the State was 729, of which 548 offered graduation, and 181 offered post graduation courses. These included 259 colleges, which were exclusively for women.

#### **Enrollment of Students for Graduate and Postgraduate Studies, by Sex (2000-05)**

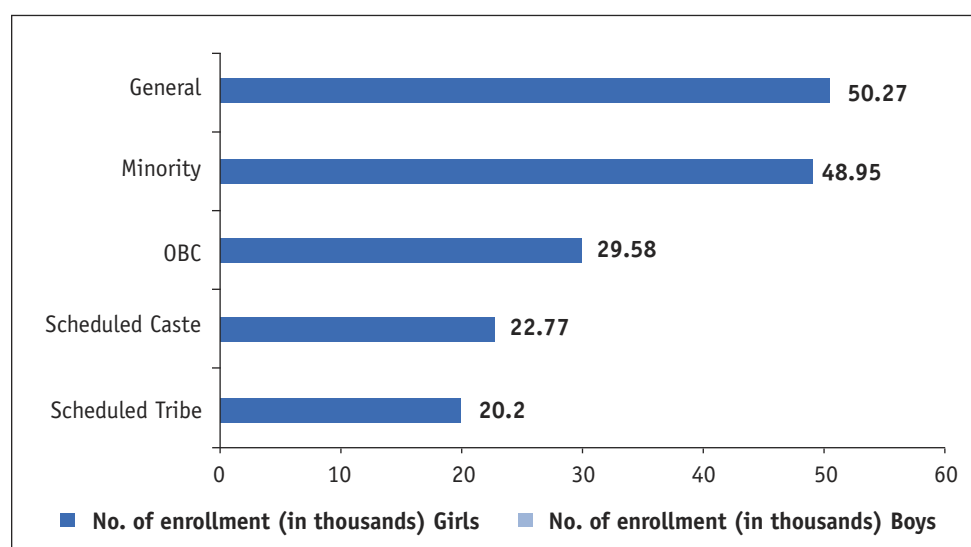
An analysis of trends in the enrollment of students for graduate and postgraduate studies from 2000-05 reveals that the girls comprise about one-third of all the students enrolled. In 2004-05, more than 3 lakh students enrolled in colleges in the State, of who just over 1 lakh were girls (Table-10). It is noteworthy that gender differentials in college education are less marked than for secondary education.

**Table-10****Trends in Enrollments in Colleges in Rajasthan, by Sex (2001-05)**

Year	Number of students enrolled			Girls as % of total enrollment
	Boys	Girls	Total	
2000-01	1,55,334	83,464	2,38,798	35.0
2001-02	1,56,386	89,290	2,45,676	34.9
2002-03	1,65,739	95,752	2,61,491	36.6
2003-04	1,82,394	1,03,553	2,85,947	36.2
2004-05	1,98,637	1,13,611	3,12,248	36.4

**Enrollment of Students in College by Caste and Tribe**

However, when data on college education is further disaggregated by caste and tribe, it is revealed that while much fewer girls (1 in 5) from the socially disadvantaged groups (S.C., S.T. and O.B.C.) enroll for higher education, among the rest, as many girls as boys enroll for college education (Figure-10).

**Figure-10****Percentage Enrollment of Girls to Total Enrollments in Colleges, by Caste (2004-05)****Budget and Expenditure of the State for College Education (2002-05), by Sex**

The analysis of data on expenditure of the State on college education shows that more than 96% of the allocated budget on college education is actually spent. In the year 2004-2005, for example, of Rs. 16,933 lakhs allocated for college education, Rs. 16,711 lakhs were actually spent (Table-11). Based on the enrollment of girls of

the total number of enrollments, it is estimated that of the total expenditure of the State for college education, about 35% reaches the girls.

**Table-11**

**Budget and Expenditure of the State for College Education (2002-05), by Sex**

S. No.	Year	Budget (in lakhs)	Expenditure (in lakhs)	Expenditure on girls (in lakhs)	% expenditure on girls
1	2002-03	14,665.61	14,097.95	5159.85	36.6
2	2003-04	17,271.65	17,240.17	6240.94	36.2
3	2004-05	16,933.63	16,711.75	6083.08	36.4

#### IV. TECHNICAL EDUCATION

In the past, technical education was provided by six State owned institutes. Presently, with private institutes also being recognised for technical education, the total number of institutes in the State has gone up.

The following analysis is based on information received from 4 institutes-

- 1 Technical College, Ajmer
- 2 Engineering College, Kota
- 3 Colleges of Technology and Engineering, Udaipur
- 4 Manikya Lal Verma Textile Institute, Bhilwada.

#### Gender Differential in Technical Education (2003-05)

Gender differentials seen in primary, secondary and college education also continue in technical education institutes. In the four institutes under study, girls comprise less than 20% of all enrollments - this is even lower than the percentage of girls enrolled in college education (Table-12).

**Table-12**

**Enrollment of Students in Institutes Providing Technical Education by Sex (2003-05)**

S. No.	Year	No. Of Enrollments			% Enrollment Of Girls
		Boys	Girls	Total	
1	2003-04	1867	409	2276	17.97
2	2004-05	1898	435	2333	18.64
3	2005-06	1937	467	2404	19.42

Lower expenditure on girls in technical education largely reflects their lower enrollment. In 2004-2005, the State Government spent about Rs. 507.55 lakhs on technical education: of this, about Rs. 95.7 lakhs (18% of all expenditure) was estimated to be spent on girls. (Table-13).

**Table-13**

**Expenditure of the State for Technical Education, by Sex (2003-05)**

Year	Total expenditure (in lakhs)	Expenditure on girls (in lakhs)	% expenditure on girls
2003-04	890.87	160.9	19.97
2004-05	995.72	185.66	18.65
2005-06	507.55	95.71	18.86
Total (up to September 2005)	2394.14	442.43	18.48

## V. INDUSTRIAL TRAINING INSTITUTES (ITIs) AND POLYTECHNICS

At present, about 18,000 students are receiving education at the ITIs and polytechnics in the State. Gender differentials in these institutes are the most marked of all educational institutes: girls comprised less than 15% of all enrollments in these institutes in last three academic years. Correspondingly, less than 15% of the total State expenditure on ITIs and polytechnics is reaching the girls (Table-14).

**Table-14**

**Sex Disaggregated Data on the Enrollment of Students and Expenditure of the State Government for ITI and Polytechnic (2003-06)**

Year	No. of Enrolled Students			Total Expenditure (in lakhs)	Expenditure on Girls (in lakhs)	% Expenditure on Girls
	Boys	Girls	% Enrollment of girls			
2003-04	13,877	2,149	13.41	600.70	80.85	13.41
2004-05	15,736	2,428	13.37	735.68	98.34	13.37
2005-06	15,374	2,557	14.26	226.96	32.36	14.26

## VI. MEDICAL EDUCATION

There are six medical colleges in the State which offer M.B.B.S degree and postgraduate courses. While gender differentials in enrollment exists in medical college out of the State, it is less marked than for technical educational institutes: about 1 of every 4 admissions in medical colleges of the State in 2005-2006 is a girl student (Table-15).

In 2005-2006, Rs. 7247 lakhs were spent on medical education: it is estimated that of this amount, about 25% was spent on girl students, a total of Rs 1870.08 lakhs. Analysis of expenditure of the Government on medical education reveals that of the total expenditure, only about 26% is reaching the girls.

**Table-15**

**Enrollment of Students, and Expenditure of the State Government in Medical Education, by Sex (2003-06)**

Year	No. of enrolled students			Total expenditure (in lakhs)	Expenditure on girls (in lakhs)	% expenditure on girls
	Boys	Girls	% enrollment of			
2003-04	1,497	537	26.40	15434.50	4074.89	26.40
2004-05	1,470	573	28.05	16883.66	4735.36	28.05
2005-06	1,549	536	25.71	7274.47	1870.08	25.71

## VII. SANSKRIT EDUCATION

In Rajasthan, there are 1785 Sanskrit schools/colleges in the State providing Sanskrit education. An analysis of the enrollments in Sanskrit schools and colleges from 2003-06 reveals that more than 2 lakh students enroll with the Sanskrit University every year: girls comprise just over 40% of the enrollments (Table-16). Of the total budget of the State for Sanskrit education, the fraction reaching the girls is a little over 40%.

**Table-16**

**Sex Disaggregated Data on Enrollment of Students, and Expenditure of the State Government for Sanskrit Education (2003-06)**

Year	No. of Students			Total expenditure (in lakhs)	Expenditure on girls (in lakhs)	% expenditure on girls
	Boys	Girls	Total			
2003-04	1,25,654	93,772	2,19,426	5769.79	2465.79	42.74
2004-05	1,35,260	94,701	2,29,961	6422.72	2644.96	41.18
2005-06	1,42,023	99,436	2,41,459	7082.61	2916.71	41.18

## Recommendations

1. Even though much progress has been made in the women's literacy levels, the enrollment and retention of girls in school is significantly lower than that for boys, and the gender gap only widens with increasing years of school and college education. Greater efforts are needed to encourage girls' participation in education. Some suggested measures, which will encourage more girls to enroll in schools and colleges include:
  - Increasing the proportion of women teachers.
  - Ensuring the availability of separate toilets for girls.
  - Establish accountability mechanisms making the teachers responsible for the education of the girls in the village.
  - Provision of scholarships and other benefits for participation of girls in higher education.
  - Establish day care centres for their younger siblings, which will free them to participate in schools.
  - Greater number of educational institutions for girls, especially for college education, at the sub divisional level.
  - Hostel facilities for girls and women at the district and sub divisional level, especially for college education.
2. Enrollment and retention of girls is particularly low among the Scheduled Castes, Scheduled Tribes and Other Backward Castes. The State Government is implementing several schemes to encourage the participation of girls from the under served communities; potential for greater participation of the non-governmental organisations (NGOs) and the private sectors in service delivery, particularly in such areas, also needs to be explored.
3. Most of the data available at present focuses on enrollment and retention of children. There is a need to strengthen the information system, to also include indicators such as attendance of students and learning levels achieved.
4. An important factor affecting the quality of education being imparted is the availability of teachers in the school. In addition to focusing on the number and proportion of women teachers, it is recommended that the Government consider options which may affect the availability of teachers in the school. A suggestion



in this regard, is construction of residential quarters for women employees (such as ANMs, Anganwadi workers, teachers, etc.) at the village level, which may encourage more women to stay in their work place.

5. To motivate girls to perform well, the State Government has initiated several incentives, such as the Gargi Puruskar, which is awarded to girls who score more than 75% aggregate in class X. An attempt can be made to link such incentives with some form of vocational training, which will create opportunities for girls, and make the incentives have a greater impact.
6. In several programmes, the actual expenditure falls short of the planned budget. One reason cited for this is vacancies in the posts of teachers on account of transfers or retirement, as salaries contribute to about 80% of the total budget. Such vacancies need to be filled up on a priority basis, as this also has a detrimental effect on the participation, and learning levels achieved by the children.
7. Several schemes are being implemented by the Government for poor children, and in particular, for the girl child. These include the provision of scholarships to meritorious girls, provision of free text books, setting up of residential schools, etc. An impact analysis of the various schemes is suggested to understand how much the schemes are benefiting the target groups and achieving their objective.
8. There is a need to focus on the quality of education being imparted in schools, in addition to tracking enrollment and retention of children. In this regard, some areas of focus include:
  - a) Building up the skills of the teachers
  - b) Understanding absenteeism of teachers, and possible ways to address it.
  - c) Understanding the reasons for drop out of girls from school and college, and institute measures to address this.
  - d) Review the curriculum and the pedagogy.



