National Seminar on Access to Elementary Education

The Consortium for Research on Educational Access, Transitions

and Equity (CREATE)

17-18 December 2007, NUEPA, New Delhi

Seminar Report

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National University of Educational Planning and Administration

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Introduction

A National Seminar on Access to Elementary Education was held by the National University of Educational Planning and Administration, New Delhi, on 17th and 18th December 2007.

The aim of the seminar was to share CREATE work and publications with the NRG members and experts from within as well as outside the University[1]. It also included some discussions on the future agenda for CREATE in 2008 and 2009. Thus the seminar brought together academics, educational professionals, policy makers, students, representatives from Indian NGOs, and government officials from the Department of Education. A full list of seminar participants is provided in Appendix 1.

The seminar was initiated by focusing on CREATE and its international perspective, followed by discussion of the Country Analytical Review and various other sub-themes related to elementary education in India. All the papers presented on the sub-themes were provided with discussion time which gave an opportunity for scholars to address issues and find solutions. A detailed programme for the national seminar can be found in Appendix 2.

This report is a record of the discussion of the papers presented during the seminar.

Inauguration

The inaugural session began with a warm welcome note by Professor R. Govinda to the participants and distinguished scholars in the house. He provided a brief introduction to the seminar in general and access to primary education in particular. Special thanks were given to Professor Keith Lewin and Professor Angela Little for their participation in the national seminar.

Professor Govinda highlighted the issue of Why Access? Do we need a seminar on this issue? Have we really solved the problem of access? He noted that here are still lots of children out of school, and that we are also looking at access in a much broader sense. In this context, equity and transition should be taken together in order to better conceptualize the term 'access'. The term 'meaningful access' also includes achievement and participation of children. It was pointed out that about 2 million children (in the 6-14 years age group) are still out of school, which suggests that access to primary education is still a major issue. Over the next two days of the seminar, access to primary education will be explored through the national review as well as six thematic reviews.

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[1] Full text of all papers can be accessed at http://www.create-rpc.org/publications/index.shtml.

1. CREATE International Perspective
Speaker: Professor Keith Lewin (University of Sussex)
Chair: Mr. Sudeep Banerjee
Time 10.00am to 11.15am

Professor Keith Lewin's presentation focused on the international perspective of primary education. He gave a brief introduction to the Consortium for Research on Educational Access, Transitions and Equity (CREATE) project and the partnership countries. Why is access to primary education not given more importance in Indian context? The problem has not been really solved. Meaningful access occupies a crucial significance in primary education. Meaningful access is about much more than just the availability of educational institutions. He also briefly discussed the expanded vision of access to basic education:

- meaningful learning
- appropriate alternative levels.
- reasonable access to subsequent levels of education
- connections to development as a process.
- trade offs and investment choices related to access
- differential, distributional and progressive indicators at different levels of analysis

Access issues for Education for All:
The Millennium Development Goals, Dakar Committee report and various international as well as national policy documents emphasize the importance of primary education and that there is a relationship between access, quality and outcomes. However, there are constraints on growth through systemic, time bound resources. There are troubles with targets and indicators like decentralized equity and outcome insensitive factors. There is also confusion about which are the ends and which are the means to achieve those ends.

Contextualizing Access:
Exclusion from basic education is a process culminating in an event with multiple causalities. CREATE uses the term 'zones of vulnerability' to describe the various spaces where children are included, excluded, or are at risk. Initial access has little meaning unless it results in:

1. secure enrolment and regular attendance;
2. progression through grades at appropriate ages;
3. meaningful learning which has utility;
4. reasonable chances of transition to lower secondary grades, especially where these are within the basic education cycle;
5. more rather than less equitable opportunities to learn for children from poorer households, especially girls, with less variation in quality between schools.

Thus, zones of exclusion are a hypothetical proposition which views exclusion as process rather than a product.

Zones of exclusion in Indian context:
Professor Lewin also presented the changes in enrolment by grade in India and compared it with China. He pointed out is that there is a significant difference between the two countries in terms. of enrolment by age, household income and enrolment, access and zones of exclusion by age. Apart from this, he also highlighted the characteristics of age wise enrolment in various Indian states, and particularly in Chhatisgarh and Madhya Pradesh.

2. Country Analytical Report: Access to Elementary Education in India
Speaker: Professor R. Govinda
Chair: Professor Shyam Menon
Time 11.30am to 12.30pm

Professor Govinda focused his presentation on elementary education in India and highlighted the field related issues in the Indian project. He pointed out that the field survey will be conducted in 3 clusters of about 37 villages in Madhya Pradesh and Chhatisgarh. Around 6000 household survey will be conducted and around 45 schools located in the clusters will be covered over two years. In-depth observational studies of selected village schools and an exhaustive online bibliography of around 2000 entries will be made. There will also be an attempt to organise a South Asia review on access and participation in basic education.

In the Indian context, Article 45 was enshrined in the Indian constitution to provide free and compulsory education for all the children in the age group 6-14 as a Fundamental Right. This corresponds to 8 years of schooling (elementary education) which is considered to be the first cycle of education. Non-availability of a primary school is no longer a major cause for non-participation of children in schooling, yet crores of children of school-going age remain out of school.

So the question arises, where does the problem lie with respect to access, participation and equity? Children who fail to benefit from formal school education do not constitute a monolithic group, however. Therefore, there are at least 6 zones of exclusion:

Zone 0:	Children who do not have access to pre-primary education
Zone 1:	Children who are never enrolled in primary schools
Zone 2:	Children who leave school without completing primary schooling
Zone 3:	Children who are in school, but at risk of dropping out
Zone 4:	Children who complete lower primary, but do not make the transition to upper primary or secondary schooling
Zone 5:	Children who make the transition to upper primary or secondary schooling, but leave before completing it

Further, he pointed out the nexus of poverty, social inequality, location and gender discrimination increase vulnerability to exclusion. School may be too late for action to stop exclusion. He also identified that there are many children who are out of the purview of school education and remain unnoticed. This includes the urban deprived – street

children, rag pickers, children from unauthorized settlements, migratory families and the physically and mentally challenged.

However, there are multiple databases which are incompatible in terms. of data source and age specification. There are structural problems. in terms. of organizational structure of the elementary education system because it is quite varied across the country. The provision of school facilities is also fragmented and non-standardized across the country.

The chairperson of the session, Professor Shyam Menon highlighted the indicators of access and equity, and focused on the validity and national structure of elementary education. During the discussion, it was pointed out that in the Indian context, even after nearly sixty years of independence; we do not have any universal structure of formal schooling in all the states. Apart from this, there is no systematic data regarding the number of children in primary schools as mentioned in the Indian Constitution (6-14 age group children) in all the states.

3. Education and Social equity: With a Special Focus on Dalits and Adivasis in Elementary Education
Speaker: Dr. Mona Sedwal
Chair: Professor Geetha B. Nambissan
Time 12.30pm to 1.30pm
Dr. Mona Sedwal presented her paper on "Education and Social Equity: With a Special Focus on Dalits and Adivasis in Elementary Education". Scheduled Castes and Scheduled Tribes are the terms. of reference listed in the Indian Constitution referring to Dalits and Adivasis, respectively. In government, legal and scholarly writing, particularly of the colonial period, terms. such as 'Depressed Classes' and 'Backward Classes' were also in use, but these eventually were replaced by the terms. SC and ST to refer to the communities listed in the Government Schedule as 'outcastes' and 'tribals', respectively. Dr. Sedwal focused on the conceptual issues and debates, and histories of exclusion among the Dalits and Adivasis. Though there are several commonalities in the experience and outcomes of social exclusion, there are also some critical differences in the ways in which social exclusion takes place that have led to somewhat different struggles for equal rights within these communities. The histories of exploitation and marginalisation of Dalit and Adivasi communities have produced different engagements with education as a path to social mobility. For Dalits, access to education has been a focal point in their struggle for equity and social justice. Though education was not a critical demand among Adivasis, state policy focused on education as the main avenue by which to 'mainstream' Adivasis and integrate them into wider society.

However, exclusion from basic education for Dalits and Adivasis is a complex socio-political process that has multiple roots and causalities. While differences between Dalit and Adivasi populations make generalisations across these two groups difficult, it is equally problematic to treat Dalit and Adivasi populations as composite homogenous communities. There are more than 400 major castes among Dalits and over 500 different tribes among Adivasis in the country. There are intra-community segmentation as well as hierarchies among the Dalits and Adivasis. Within each region, there are several different

Adivasi communities with their own dialects, distinctive identities and ways of living. Within the Dalit community, sub-castes and hierarchies are even more pronounced.

Dr. Sedwal focused her presentation on literacy advancement among Dalits and Adivasis. Dalit children comprise 17.4 per cent of the total youth population and Adivasi children are 8.97 per cent of the total youth population according to 2001 Census data. In the 6-11 cohort, Dalit children account for 23 million and Adivasi children are 12 million. In the 11-14 year cohort, there are 13 million Dalit children and 6 million Adivasi children. The absence of a comprehensive research agenda precludes evidence-based policy making that could radically alter the educational futures of Dalits and Adivasis. However, Dr. Sedwal identified critical areas for further research such as comparative research between states on Dalit and Adivasi education, teacher professionalism, qualitative and ethnographic research on school culture.

4. EFA Policy Analysis: Concepts and Cases
Speaker: Professor Angela Little
Chair: Professor J.B.G. Tilak
Time : 2.30pm to 3.30pm
Professor Little presented a literature review of studies that offer insights into the politics of policies for EFA, and especially policies for universal primary education. Based on this review, she also offered a conceptual framework and methodological approach for future CREATE case studies. The literature reviewed is wide-ranging and includes issues and areas such as:

- implementation of educational change
- the politics of policy implementation and formulation
- education policy studies
- the international dimension of policy formulation
- mass education policies and progress in the 19th and early 20th century
- content and historical methodological approaches
- successful contemporary policies
- the politics of contemporary policy formulations

She cited the work of Grindle (2004) on the politics of access and quality reforms[2]. This work highlights (i) the actions required to carry out access and quality reforms, (ii) the political implications of such reforms, and (iii) some of the political responses to such reforms.

In the Indian context, she focused on the political implications and political responses to access and quality related reforms. She briefly distinguished between access and quality reforms. since 1990. For instance, the Education Guarantee Scheme, Mid-day Meals, NPEGEL, Alternative Schools and provision of uniforms. and text books can be categorized under access reforms, whereas the National Curriculum Framework,

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[2] Grindle, M. (2004) *Despite the Odds: The Contentious Politics of Education Reform.* Princeton: Princeton University Press.

Minimum Levels of Learning, provision of school and teacher grants, BRCs and CRCs can be categorized under quality reforms. Originally, the BRCs and CRCs were intended to increase access, but ultimately the reform was diluted by negative politics. Similarly, the School Management Committee (SMC) scheme was intended to focus on the smooth interaction between schools and communities, which it was hoped would bring more children to the school, but this was also diluted by political interference.

Thus, education has both tangible and intangible quality dimensions:

- The quality aspect of education has to be seen in the context of the broader socio-economic development of the country.
- There are often competing forces within the political groups.
- There is a need to understand the micro politics within a broader perspective.

5. School Drop-outs or 'Push-outs': Overcoming Barriers for the Right to Education
Speaker: Dr. A.N. Reddy
Chair: Professor Karuna Chanana
Time : 3.45pm to 4.45pm
Dr. A.N. Reddy presented his paper entitled "School Drop-outs or 'Push-outs'". He focused on the school Drop-out and push-out trends. Despite a strong desire to continue education and the willingness to make huge sacrifices in order to do so, many children Drop-out of the education system. Though the Drop-out rate has been declining in the recent past, it continues to be very high. Dr. Reddy focused on the issue of whether children Drop-out of the system or pushed out of it. He argued that it is both the absence of a social norm in favour of children's right to education, as well as the system's lack of responsiveness to the needs of first generation learners that is leading children to leave school.

He identified some of the barriers to continuing schooling, including:

- poverty
- child labour
- lack of interest
- private costs of education
- poor quality of education
- corporal punishment
- the examination system
- factors such as long distances to school, marriage, and poor school achievement that contribute significantly to Drop-out in case of girls
- the absence of a social norm regarding children's right to education
- lack of systemic support for first generation learners

He then presented the Shankarapalli experiment in Andhra Pradesh, which shows that some of these issues can be overcome by collaborative efforts of government officials,

teachers, and communities through a recursive response of admission and promotion norms.

In the discussion, it was highlighted that while poverty is not the main reason for Drop-out, the 'culture of poverty' seems. to be a significant factor, especially in primary schools. Many children are also discouraged from attending school because of the low quality of the teaching and learning they encounter. Schooling for first generation learners is further complicated by migration, teacher absenteeism, and the need to socialise parents and children about the enrolment cycle. Teacher-community relationships are also a major factor in the phenomenon of Drop-out. Furthermore, caste, class, gender, religion, and regional disparities also play a role in Drop-out. All of these issues are a major challenge for analysis, and there is a need to analyse the complicated contexts of Drop-out, not as a separate category, but as part of larger trends and relationships.

6. Access to What? Impact of Diversification of Supply on Access and Participation
Speaker: Professor Nalini Juneja
Chair: Professor A.S. Seetharamu
Time: 4.45pm to 5.45pm
Professor Juneja started her presentation by raising questions such as: Does every child have equal access to elementary education? Does increased diversity imply meaningful access? She tried to look at research evidence of impact of diversity on access and participation in school education and to understand why exclusion happens. She also discussed the diversity of schooling options within both government provision and private formal schooling.

She described the share of enrolment in primary and upper primary schools. According to the NSS 52nd round, there is a substantially higher share in urban primary schools. The private enrolment share decreases in higher stages. According to Professor Juneja, two-thirds of all schools offer classes only through the primary stage, 17 per cent offer classes through the elementary level, and less than 3 per cent offer classes through the upper primary stage.

She also highlighted that the cost of primary education and of selected facilities in schools. In terms. of electricity, for example, only 15 states had electricity in more than one half of their schools. Furthermore, only 14.2 per cent of government primary schools have electricity, whereas among private schools it is 60.3 per cent.

Professor Juneja noted that there is growing inequality among government schools as well. For instance, in Delhi during the 70s and 80s, there were only three types of government schools: government secondary schools, municipal schools and model schools. However, there are now also Sarvodaya schools and Pratibha Vikas Vidyalayas in Delhi, and there are a rising number of 'quasi-government' schools such as Army Public school, Air Force school, Navy Public school, Police Public school, and the Sanskriti school. Apart from this, there is growing market for English medium schools.

In the second section, Professor Juneja focused on the diversity of schooling options and zones of exclusion. She asked a range of questions related to each zone: Does greater diversity ensure access to all? (Zone 1); Is there more Drop-out from some schools than others? (Zone 2); Are children more at risk in some schools than others? (Zone 3); Is transition more possible from some schools than others? (Zone 4).

Students of different socio-economic backgrounds often have very different levels of access to schools of different types, and as of yet there is no challenge to existing social structures of inequality. Students are restricted to a narrow range of schooling options, depending on their social and economic status. For example, direct and indirect costs of schooling are associated with Drop-out among Dalit children. Social differentiation and signalling are therefore often crucial outputs of schools.

There is little reported difference in achievement between private and government schools. Thus, it is important to give attention to the impacts of structural aspects of the system. Diverse schooling opportunities and new kinds of segregation within schools, for example, put disadvantaged children more greater risk of low achievement and Drop-out. Ironically, disparity of means such as infrastructure, quality and outcomes in schooling opportunities are sometimes presented in the name of diversity.

7. Gender Equity in Education: A Review of Trends and Factors
Speakers: Dr. Ramya Subrahmanian & Dr. Madhumita Bandhopadhyay
Chair: Dr. Farida Khan
Time: 10.00am-11.00am
This presentation was organised into three parts. The first part was about the importance of gender equity, the second about quantitative assessment, and the third about the importance of policy implementation.

Clarifying "gender"
The importance of gender equality in education was discussed. Education cannot be seen in isolation from other entitlement and process. NFHS-3 data shows the significant disadvantages that women face in multiple spheres because of the lack of the education. For meaningful outcomes, such as "empowerment", therefore, the level of schooling matters.

In the absence of education, women also face many problems. related to their own health and the health of their children, as well as a range of social and political issues. According to NFHS-3, more than 50% of women in India are anaemic. The mortality rate is also very high among child below five years of age. The mortality rate for girls under five specifically is 79.2%. A lack of education also tends to push young women into early marriage. A large proportion of women in India, for example, are still marrying before the legal age of 18, and about16% of girls begin bearing children between the ages of 15-19. The mother's level of education is one of the most important factors influencing infant mortality.

No single narrative can be used to map gender equity. Multiple explanatory narratives are needed to map change across social, economic, cultural, political parameters. There is therefore a need: to map the interface between gender and other axes of social inequality, to map the norms. that shape entitlements, value and rights of females and males in each locality, and to know how schooling relates to the wider socio-cultural environment in a given unit of intervention.

The presentation also highlighted that the focus is often on the potential for education to positively change, or at least influence, the social structures that perpetuate gender inequality. However, while it is commonly expected that education can deliver complex change, we often fail to pay attention to the complexities of gender when designing interventions.

A number of other issues were raised by the presentation, including:
- labour markets and marriage markets as determinants of the direction of opportunity change and changing aspirations
- education opportunity alone is not a marker of change processes
- a recent Action Aid study provided findings on the issue of adverse gender ratios – 'daughter aversion' is commonly in historically adverse gender ratio areas as

- well as new ones, and it cuts across income groups, social groups, and education levels
- delay of age of marriage alone is insufficient to change prospects for female education
- differential levels of education between men and women are often seen as socially necessary to maintain status

Quantitative Assessment
The following points were presented in the second part of the presentation:

Literacy – Present Status
- India accounts for 30% of the total illiterate population of world; 70% of these are women.
- Women constitute 48% of the total population of India; 40% of women are still illiterate (Census, 2001).
- There was a significant improvement in literacy rates (by 12.6 percentage points) particularly of women (by 15 percentage point) during 1991-2001.
- The gender difference in the literacy rate has narrowed by 22 percentage points
- The Gender Parity Index was 0.53 in 1981, 0.61 in 1991 and 0.71 in 2001.

Girls Enrolment to Total Enrolment
- Girl's participation has increased substantially since Independence, yet it is still below 50% at all stages of education:
  - Primary (28.1% to 46.7%)
  - Middle (16.1% to 44.4%)
  - Sec./Sr. Sec (13.3% to 41.5%)

Increasing Enrolment
- The 7th AIES data (NCERT, 2003), shows an increase in *total enrolment* in *primary* schools by *26.2* percentage points, and *37.5* percentage points in *upper primary schools* during 1993-2002.
- Enrolment of girls in all areas grew by almost 37% in grades I-V and by 52.5% in grades VI-VIII.
- In rural areas, enrolment of girls increased by 42.4% in primary schools and 66.2% in upper primary schools over the same period of time.
- Enrolment of girls is increasing steadily, with higher growth rates than that of boys.
- The growth rates for girls at the primary stage (Class I-V) were twice as high as that for boys and more than double at the middle stage (VI-VIII).

GER Upper Primary
- Boys had higher GER than girls: GER of boys increased by 20 percentage points, whereas for girls it is around 44 percentage points.

Gender Disparity
- At the national level, GPI declines to 84 at the upper primary level from 92 at primary level.
- In general, gender disparities in enrolment still exist in 'educationally backward' states, with long-standing gendered divisions in society.
- Bihar, Jammu and Kashmir, Punjab, Rajasthan, Gujarat, Chandigarh have not yet reached GPIs of 90 at the primary level.

Enrolment
- Increase in girls enrolment at the upper primary stage during 1981-01 is 23.49 percentage points as against 17 percentage points in primary level.
- NER is 64% and 78% respectively, and were much lower for girls and boys at the primary level, with an overall ratio of 71 percent.

Drop-Out of Girls
- Drop-out as well as repetition is more prevalent among girls.
- Girls' share of enrolment declines as they progress from one grade to another.
- Recent SES (2004-05) indicates that while girls now have a lower Drop-out rate at primary level, it remains high at the upper primary level.
- The 61st NSS data (NSS, 2006) found more females than males of age group 5-14 were not attending school.
- 14% of girls in the 6-11 age group were found currently not attending school against only 10 per cent boys of same age group.

Drop-Out
- The decrease in Drop-out rates for girls is much higher than the Drop-out rates for boys.
- At the upper primary level, the decrease for boys was 15 percentage points, while for girls it was 23 percentage points.

Girls Belonging to Disadvantaged Groups
- Improvement in enrolment has had a positive impact on the GER of SC and STs at the primary level, but the GER at the upper primary level showed a marginal decline between 2003-2005.
- At primary and upper primary levels, the gender gap in enrolments of these groups continues to be significant.
- The percentage share of girls in primary education from SC groups is much lower than that of boys as compared to general category children (Sixth AIES)
- Other disadvantaged girls are from religious minority groups, working children engaged in domestic chores, disabled girls and girls from difficult groups.

Important Factors Effecting Gender Equity
- Improvements in school availability
- Engagement in wage labour and domestic chores
- Education is not considered necessary

- Availability of female teachers
- Investment on girls' education is not valued

Continuing Challenges
Gender Stereotyping in Schools
- Fundamental systemic issues constrain progress towards gender equality in education.
- Gender stereotyping in textbooks and learning materials persists.
- Behaviour of teachers within classroom perpetuating gender stereotypes, with boys being favoured in many classroom activities.

Gender Differences in Learning Achievement
- Gender differences in achievement level can be bridged if adequate attention is provided to girls, both within the home and the classroom.

Policy Implementation
The following points were presented in the third part of the presentation:

Policy and Programmatic Responses
- India's focus on 'education for women's empowerment' (NPE 1986) offered much promise.
- Apart from some focused, innovative and exciting interventions, most of the focus has been on routine "girls' education" strategies.
- DPEP and SSA focused on parity in enrolment, improved learning and transition.
- Much been done to motivate female schooling through DPEP and SSA – successive JRMs. report on a range of strategies used.
- We therefore have a wide range of mixed strategies in place, some which are internationally considered best practices (MS, LJ, SK), but somehow their discourses and approaches have not permeated the mainframe of SSA.
- The move to target programmes and resources – NPEGEL and KGBV – in particular districts and blocks based on indicators appears to be a positive step – noted by JRM 5th and 6th Mission Reports also – but we need to wait for evaluations to see what is really happening

Policies and Programmes
- The main framework for assessing progress is parity/girls' education.
- JRM's confine comments on progress on girls' education to a specific sub-component of the report; it rarely cuts across other aspects including governance structures, teacher performance, etc.
- Links between girls' schooling and other markers of well-being (which ultimately impact on schooling) are not part of the evaluative framework – e.g. also World Bank Review of Progress under DPEP.
- The 5th JRM does talk about area-specific interventions, such as the need to address falling sex ratios, but how does this message permeate to institutional sub-structures at district and block level? How do we build the institutions and personnel who can build this into their overall work?

Strategies That Need Further Attention
- Bridge Schools: in the absence of tracking what happens next for girls, these transitional interventions remain a question mark in terms. of effectiveness.
- Decentralisation: the lack of attention to female participation and the neglect of gender issues as an issue for user committees represents a wasted opportunity.

Strategies to Emulate
- Mahila Samakhya: widely considered an innovative approach to female education through empowerment and multiple entry points.
- SK, LJ: show the merits of focusing on women and girls as key change agents and investing qualitatively in them.
- All of these point to the need for intense and sustained local efforts, which are not being captured in the large-scale programme roll out of SSA.
- They also point to the importance of building up individual capacities and self-esteem – conflicts and restrictions can exercise great harm on children's psyches and lead to self-exclusion.

Some Directions Forward
- Gender strategy for each state/district based on wider available data and research – so that JRMs and other monitoring mechanisms. actually can contextualise their findings and recommendations
- Attention to institutional infrastructure to realise these strategies – not sporadic training, but an "expert"-backed team for every district to monitor and provide support (can CREATE trial such an approach?).
- Better focused action research on gender issues that seeks to understand and deliberate with communities about the underlying dynamics of change.
- Cross-fertilisation of strategies that have helped build dynamic women-led SHGs/panchayats with VEC/MTA capacity building and training.
- For gender equity there is no question about the need to focus on secondary – girls are at their most vulnerable then.

8. Child Malnutrition and Education: A Critical Analysis
Speaker: Dr. Neelam Sood
Chair: Ms. Anita Kaul
Time: 11.15am-12.15am

Dr. Neelam Sood explained how India is progressing in many ways but at the same time is far behind in health. Although the infant mortality rate (IMR) has declined and life expectancy has increased, the high rate of malnutrition and mortality of women and children, and lack of access to health care still continue to be areas of concern.

The presentation included a discussion of the impacts of malnutrition in the early years. Namely, that poor nutrition can influence behaviour and affect overall development. It also described the impacts of micronutrient deficiencies. Specifically, anaemia due to iron deficiency is the most prevalent nutritional disorder, and micronutrient deficiencies in general can have a significant impact on school enrolment, participation and achievement.

The presentation concluded that malnutrition is an important issue for educational planners, especially because India has an unacceptably high number of malnourished children. There has been so sign of improvement in this situation between NFHS I and III. Severe malnutrition, however, has an enduring effect on behaviour and cognitive abilities. Micronutrient deficiencies can affect attention span, reasoning, reading and other abilities impacting on school performance, and stunting delays school enrolment and affects educational achievement. Research has shown that early intervention can help, but current intervention programmes in India are not appropriately targeted.

9. Distress Seasonal Migration and Its Impact on Children's Education
Speaker: Smita
Chair: Professor John Kurien
Time: 12.15pm-1.15pm
Points discussed in the presentation were:
- An overview of 'distress seasonal migration'
- Characteristics of distress migration
- Information about the annual cycle of migration in industrial areas
- Information about the annual cycle of migration in agricultural areas
- Information about the annual cycle of migration in other areas
- Spread and scale of migration
- Categories of migration
- Various migration sectors
- Impact of seasonal migration on children's health education and overall development
- Impact on children in receiving areas
- Impact on children in sending areas

Various interventions in education were also discussed:
The Challenge
- To recognise the issue and its complexity
- To deal with mobility which is frequent and unpredictable
- To ensure a child's schooling is not disrupted, despite migration

Mapping and Surveys
- Need to identify migration prone regions (the 'sending areas') and the sectors which attract migrant labour and locations of work sites (the 'receiving areas')
- Need to assess numbers
- Need to identify patterns of mobility across geographies and time periods

Intervention Strategies
- Work at sending and receiving ends
- Use multiple strategies to maximise coverage, including:
  - Seasonal hostels in villages to prevent migration

- Work site schools for those who migrate
- Summer Bridge courses in villages on return from migration
- Enable smooth transitions between village and work site schools

The need for attention to migrant children was identified within the current SSA Framework (amended July 2007), and work includes:
- Districts, blocks and villages where there is a high incidence of migration in or out should be identified, and strategies developed for tracking children.
- Efforts should be made to bring migrant children to regular schools both in districts where they stay or in districts to which they seasonally migrate. In cases where this is not feasible, then alternative options be explored, such as seasonal hostels/residential camps, work-site schools, peripatetic educational volunteers.

Furthermore, the SSA Framework states:
- *The receiving district /State where migrant families are located for some period shall have responsibility for ensuring that those educational facilities are provided to the children during the period of migration.*
- *…it would be necessary for sending and receiving districts and States to collaborate with each other. For this purpose 'task forces' could be setup.*
- *The appraisal process would scrutinize …whether strategies for education of seasonally migrating children have been included in district and State plans.*

10. Small, Multigrade Schools and increasing Access to Primary Education in India: National Context and NGO Initiatives
Speaker: Dr. Rashmi Diwan (co author: Dr. Nicole Blum)
Chair: Dr. Sharada Jain
Time: 2.00pm-3.00pm
The paper presented discussed the diverse characteristics of small schools and the need to understand their nature. This area has been the topic of a relatively small body of literature, which includes empirical studies on small schools at the international level and empirical studies at the national level. The presentation also described the results of a review of policies related to small schools in India, and of an extended quantitative analysis using educational data available from DISE. The quantitative analysis focused on a range of indicators related to infrastructure, facilities, enrolment, and teachers.

The presentation then outlined work on two qualitative case studies of small NGO schools in India. The first was of the small, rural satellite schools attached to Rishi Valley School in Andhra Pradesh, and the second of small schools supported by Bodh Shiksha Samiti in Rajasthan. In each case, the programmes' initiatives and impacts were analysed.

The presentation concluded with some recommendations for policies and practices related to small schools in India, and identified a number of further questions which remain to be researched.

Appendix 1. List of Participants

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Dr. Neelam Sood, Department of Inclusive Education, NUEPA

12. Dr. Rashmi Diwan, Department of School & Non Formal Education, NUEPA

INVITEES

Ms. Claire Naronha, CORD, New Delhi

Professor Shyam Menon, Head, Department of Education, University of Delhi

Dhir Jhingran, Asia Regional Director, Room to Read, New Delhi

Dr. Manabi Majumdar, Centre for Studies in Social Sciences, Calcutta

Professor A.S. Seetharamu, Institute for Social & Economic Change, Bangalore

Dr. Farida Khan, Jamia Millia Islamia, New Delhi

Dr. S.M.I.A. Zaidi, Professor and Head, Department of Educational Planning, NUEPA

Professor J.B. G. Tilak, Professor and Head, Department of Educational Finance, NUEPA

Professor Praveen Jha, Centre for Economic Studies and Planning, School of Social Sciences, Jawaharlal Nehru University, New Delhi

Professor Geetha B. Nambissan, Jawaharlal Nehru University, New Delhi

Dr. Shanti Jagannathan, European Commission, New Delhi

Ms. Sangeeta Mehta, Education Programme Officer, Department for International Development, New Delhi

Dr. Sharada Jain, Director, Sandhan, Jaipur, Rajasthan

Ms. Anita Kaul, Joint Secretary – Elementary Education – I, Department of School Education & Literacy, Ministry of Human Resource Development, New Delhi

Mr Samphe Lalungpa, Chief- Education Section, UNICEF, New Delhi

Ms. Renu Singh, Thematic Manager (Education), Save The Child, New Delhi

Dr. B.K. Panda, Associate Professor, Department of Inclusive Education, NUEPA

Dr. P. Geetha Rani, Assistant Professor, Department of Educational Finance, NUEPA

Dr. Y. Josephine, Associate Professor, Department of Educational Administration, NUEPA

Dr. V.P.S. Raju, Assistant Professor, Department of Comparative Education & International Cooperation, NUEPA

Dr. Manju Narula, Assistant Professor, Department of Educational Administration, NUEPA

Dr. Sunita Chugh, Assistant Professor, Department of Comparative Education & International Cooperation, NUEPA

Ms. Nupur Behl, UNESCO, New Delhi

Ms. Rujuta Deshmukh, Project Assistant, NUEPA

Ms. Reshmi Chakraborty, Project Assistant, NUEPA

Mr. Harish Behra, Project Assistant, NUEPA

Ms. Reeta Rajasekhar, Project CREATE

Professor A.B.L. Srivastava, Technical Support Group – SSA, Ed. CIL, New Delhi

Professor Karuna Chanana (retired), New Delhi

Mr. Daya Ramm, Education Advisor, Aga Khan Foundation, New Delhi

Dr. Sandhya Paranjpe, Department of Elementary Education, NCERT

Mr. John Kurien, Centre For Learning Resources, Pune

Shri. K. Ramachandran, UNICEF, New Delhi.

Dr. Aarti Srivastava, Department of Foundations of Education, NUEPA

Dr. Saroj Pandey, NCERT, New Delhi

Ms. Kiran Bhatti, UNICEF, New Delhi

Professor Keith Lewin, University of Sussex, UK

Professor Angela W. Little, Institute of Education, University of London, UK

Amita Chudkar, Aga Khan Foundation, New Delhi

Chandranna V., NCERT, New Delhi

Pavitra, NUEPA, New Delhi

Diptanshu, NUEPA, New Delhi

Professor Crain Soudien, University of Cape Town, School of Education, Republic of South Africa

Ms. Meera Samson,CORD, New Delhi

Prachi Srivastava, Centre for International Education, University of Sussex, UK

Appendix 2. Schedule of the Seminar

National Seminar on Access to Elementary Education, 17-18 December 2007, NUEPA, New Delhi

17th December 2007

9.00am   **Registration**

10.00am-11.15am   **Opening Session:** *CREATE International Perspective*

         Speaker: Professor Keith Lewin, University of Sussex

         Chair : Mr. Sudeep Banerjee

11.15am-11.30am   **Tea Break**

11.30am-12.30pm   *Country Analytical Report: Access to Elementary Education in India*

         Speakers: Professor R. Govinda and Dr. Madhumita Bandhopadhyay

         Chair: Professor Shyam Menon

12.30pm-1.30pm   *Education and Social Equity with a Special Focus on Dalits and Adivasis in Elementary Education*

         Speakers: Dr. Sangeeta Kamat and Dr. Mona Sedwal

         Chair: Professor Geetha Nambissan

1.30pm-2.15pm   **Lunch**

2.15pm-13.15pm   *EFA Policy Analysis: Concepts, Contexts and Cases*

         Speaker: Professor Angela Little, University of Sussex

         Chair: Professor J.B.G. Tilak

3.15pm-3.45pm   **Tea Break**

3.45pm-4.45pm   *School Drop-outs or 'Push-outs': Overcoming Barriers for the Right to Education*

         Speakers: Professor Shantha Sinha and Dr. A.N. Reddy

         Chair: Professor Karuna Chanana

4.45pm-5.45pm   *Access to What? Impact of Diversification of Supply on Access and Participation*

         Speaker: Professor Nalini Juneja

         Chair: Professor A.S. Seetharamu

18th December 2007

9.00am-10.00am   Meeting of the National Resource Group

10.00am-11.00am   *Gender Equity in Education: A Review of Trends and Factors*

       Speakers: Dr. Ramya Subrahmanian and Dr. Madhumita Bandhopadhyay

       Chair: Dr. Farida Khan

11.00am   Tea Break

11.15am-12.15pm   *Child Malnutrition and Education: A Critical Analysis*

       Speaker: Dr. Neelam Sood

       Chair: Ms. Anita Kaul

12.15pm-1.15pm   *Distress   Seasonal   Migration   And   Its   Impact   On Children's Education*

       Speaker: Ms. Smita

       Chair: Professor John Kurien

1.15pm-2.00pm   Lunch

2.00pm-3.00pm   *Small, Multigrade Schools and Increasing Access to Primary Education in India: National Context and NGO Initiatives*

       Speaker : Dr. Rashmi Diwan (co author : Dr. Nicole Blum)

       Chair: Dr. Sharada Jain

3.00pm-4.00pm   General Discussion and Future Plans

       Speakers: Professor R Govinda and Professor Nalini Juneja

       Chair: Professor Keith Lewin