

**CHAPTER VI-**  
**MAJOR FINDINGS, DISCUSSION,**  
**CONCLUSION AND SUGGESTIONS**

## Chapter VI

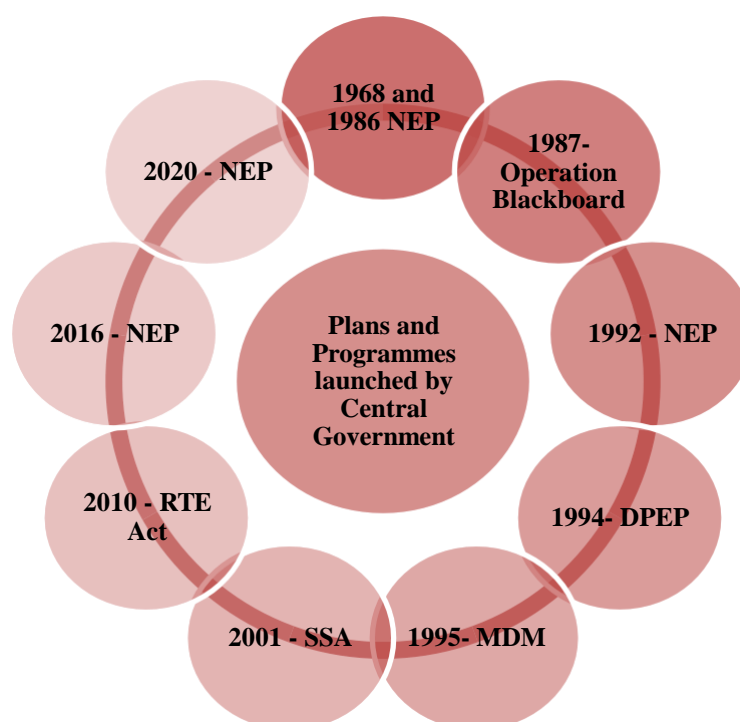
### MAJOR FINDINGS, DISCUSSION, CONCLUSION AND SUGGESTIONS

This chapter summarizes the major findings of the study from the perspectives of both Teacher and Parent respondents. The findings have been divided objective wise. Conclusion is drawn from the findings to understand the current implementation of the plans and programmes for primary education and the broad perspectives of both the stakeholders regarding the existing plans and programmes. On the basis of major findings and conclusion, suggestions for effective implementation of the educational development plans and programmes have been given.

#### 6.1 Major Findings

**Objective 1:** To study the Educational developmental plans and programmes launched by the Central and State Government for the promotion of primary education.

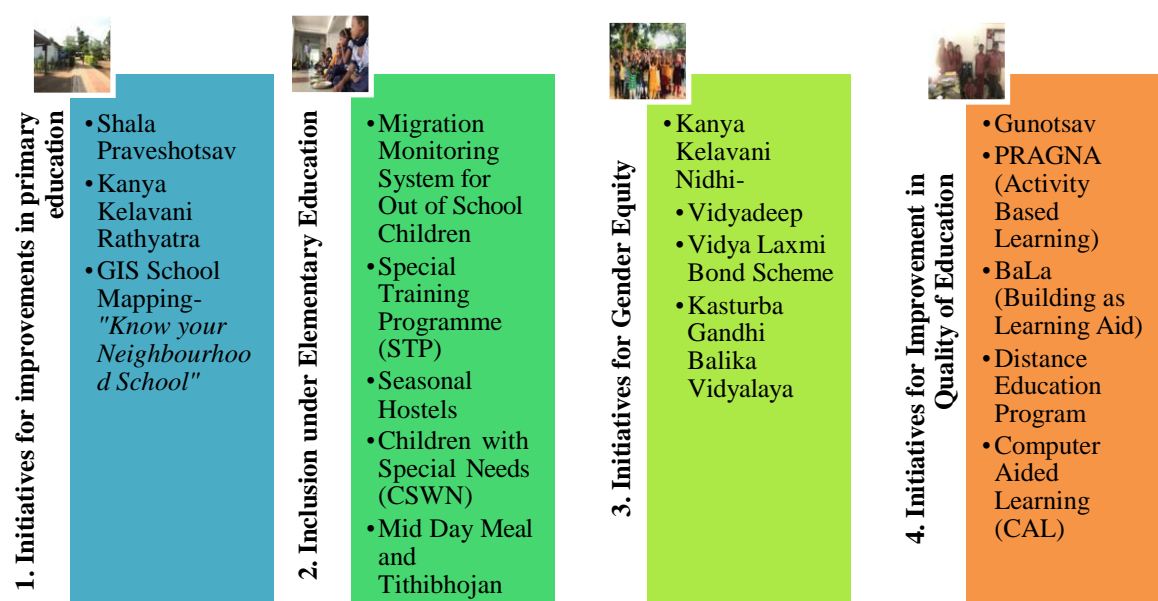
**Figure 77:** *Plans and Programmes launched by the Central Government*



The advent of independent planning for education by the Indian government was post independence in the year 1947. The five year plans had various measures to tackle the

problem of drop-outs and mass illiteracy. The first concrete step however, was taken during the year 1986 with the National Education Policy being framed, which was revised in 1986. Since then, the government has set targets to be achieved in the areas of education and certain plans and programmes were launched to meet those targets. Each programme had a different target to achieve, with universalization of elementary education being the primary objective of all. Amongst the many programme that were launched, DPEP, MDM programme, SSA and RTE Act have been successful in increasing enrolment of the children at the primary level. Over the years, there has been a paradigm shift in the programme objectives from quantity to quality of education and the plans and programmes are reflective of those goals. The latest National Education Policy 2020 envisages major reconstruction of the primary education system where the focus has shifted from quantity in education ensuring quality of education through foundational, integrative and experiential learning which is learner centered.

**Figure 78: Plans and Programmes launched by the State Government of Gujarat**



Parallel to the central government's objectives for primary education and with education being a concurrent subject, the state government of Gujarat had its own initiatives to ensure that the goal of universalization of primary education is achieved with focus on access, retention and quality of education. The focus of the initiatives in

Gujarat has been on improvements in primary education, gender based inclusion and gender equity as well as initiatives for quality. Amongst them, as per the census report of 2011, the gender enrolment ratio has improved owing to the initiatives undertaken under the Gender Equity aspect of the state government like Kanya Kelavani Yojna and KGBV schemes. Apart from that, MDM has been instrumental in ensuring that the drop out ratio post 5<sup>th</sup> grade is reduced (Dreze & Goyal, 2003). In the areas of quality of education, Gunotsav has been implemented which ensures quality teaching and learning and infrastructural support to primary education. While no concrete researches have taken place to assess the fairly new programmes like Gunotsav, Kanya Kelavani Yojna and Shala Praveshotsav, the research indicated that at these programmes have met their objectives to a certain extent.

**Objective 2:** To find out the present position of the implementation of the Educational plans and programmes from the stakeholder's perspectives in selected schools, in terms of the objectives of the programme.

#### **From the Teachers' Perspective**

99.1 percent (111) teachers said that RTE Act, MDM programme, Shala Praveshotsav and Gunotsav are being implemented in their schools.

96.4 percent (108) teachers informed that their schools hold regular meetings in school as per the RTE mandate

Only 47.3 percent (53) teachers said that their schools take help of community leaders to mobilize communities

MDM was being implemented effectively, but without community participation as per 52.7 percent (59) teachers

Assessment under Gunotsav were regular in all the schools as per directive

#### **From the Parents' Perspective**

Parents were aware of most of the activities under the programmes but were unaware of the names of the programmes

Only 47.5 percent (95) parents were aware of Gunotsav programme, awareness being the least

All parents were aware about MDM programme and its implementation

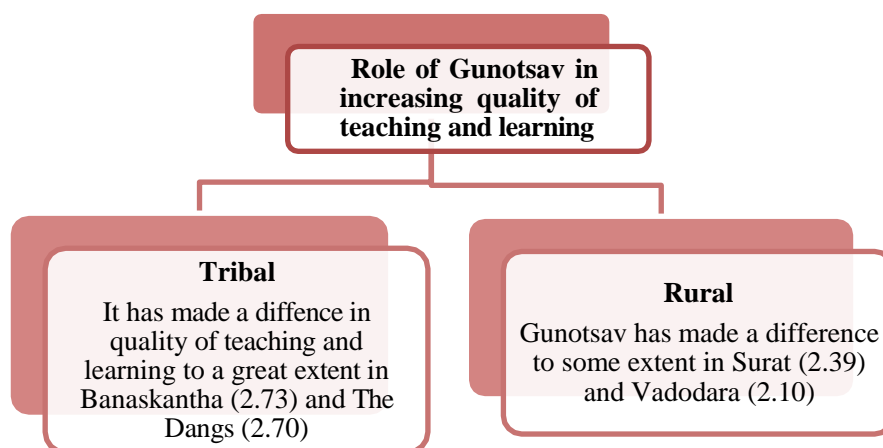
Awareness regarding RTE facilities, library and computers was the least amongst the parents

78.5 percent (157) parents were aware about Praveshotsav programme and were a part of it in the last 2 years

**Objective 3:** To understand the perspectives of different stakeholders from the Rural and Tribal areas on the impact of Educational Developmental Plans for the promotion of primary education

### From the Teachers' Perspective

(Figures in brackets indicate mean score)



No Detention Policy compromising quality of education	
Tribal	Rural
Teachers in Banaskantha were of the opinion that the No Detention Policy compromises quality of education to the least extent (1.70) Teachers in Dangs were of a different opinion, believing that the policy compromised education to a great extent (2.63).	Teachers in Vadodara and Surat believed that the policy compromises quality of education to a great extent and jeopardizes the future with mean score of 2.72 and 2.61 respectively.

Role of Kanya Kelavani Yojna in increasing Gender Enrolment Ratio	
Tribal	Rural
KKY has made a difference to a great extent in Banaskantha (2.97) and Dangs (2.97) in helping to break the social and cultural norm around education of girls.	KKY has made difference to some extent in Vadodara and Surat (2.45 and 2.65 respectively)  INR 1000/- is not a big amount for the parents in these districts and thus it was not much of a motivation.

Overall Implementation of MDM	
Tribal	Rural
MDM has been successful in achieving its aim of increased social integration amongst children through meals. Teachers from both Tribal and Rural areas, Banaskantha (2.93), Dangs (3.00) and Surat (3.00) and Vadodara (2.90) were of the opinion that it has inculcated the habit of sharing amongst the students.	

Overall impact of Government plans and programmes on enrolment and retention	
Tribal	Rural
Banaskantha (2.73) and Dangs (2.70) have seen significant impact in girls education and education of SC/ST population.	Surat has benefitted to some extent (2.39) in terms of retention of children in schools while Vadodara (2.10) has seen the impact to the least extent.

**Objective 3:** To understand the perspectives of different stakeholders from the Rural and Tribal areas on the impact of Educational Developmental Plans for the promotion of primary education

### From the Parents' Perspective

(Figures in brackets indicate mean score)

**Whether schooling has brought about any visible behavioural changes in children**

Regardless of district, parents were of the opinion that schooling has brought about visible behavioural changes in their children. Banaskantha (3.00), Dangs (2.80), Surat (2.98) and Vadodara (2.96)

No Detention Policy compromising quality of education		Role of Kanya Kelavani Yojna in motivating education for girls	
Tribal	Rural	Tribal	Rural
Parents in Dangs were of the opinion it affects quality of education to the least extent (1.74) as this was the only hope for their children. Parents in Banaskantha believed this impacted education to some extent (2.48)	Parents in Vadodara opined that NDP affected quality of education to a great extent (2.64) while those in Surat believed it affects the quality to some extent (2.22)	Parents in Dangs (1.84) and Banaskantha (2.58) were of the opinion that KKY has benefitted to some extent as there is not much scope for girls after primary schooling.	Parents from Vadodara (2.86) and Surat (2.74) were of a higher opinion regarding KKY in breaking the norms of educating the girl child.

Benefit of MDM programme- Child does not have to work anymore		Whether plans and programmes have helped in improvement of 3 R's	
Tribal	Rural	Tribal	Rural
Parents in Dangs were of the opinion that MDM has not helped much in reduction of child labour (2.68), harvest season calls for more income and food is no motivation for school	Parents in Vadodra and Surat were of the opinion that MDM has helped a great deal in reduction of the incidence of child labour. (mean score being 3.00 each)	The Plans and Programmes have helped in the 3R's to a great extent in Banaskantha (2.92) but till some extent in Dangs (2.38) where the parents believed it didn't impact much as such	The parents in Surat and Vadodara believed that they helped in improvement to some extent (mean scores being 2.04 and 2.48 respectively)

**Objective 4:** To find out the problems encountered in the implementation from each of the stakeholders perspectives

Parents did not face much problems in availing the facilities except that the teachers were busy with government load and were unavailable to solve their queries

### **From the Teachers' Perspective**

(Figures in brackets indicate mean score)

#### **Training**

Training has been a problem for teachers in Vadodara (2.01) and Dangs (2.37) where the teachers believed that the trainings were repetitive and insufficient. Teachers in Banaskantha (2.80) and Surat (2.78) were satisfied to a great extent

#### **No provision of checklist for work**

This was a problem to some extent in Banaskantha (2.17) and Surat (2.00) while less of a problem in Vadodara (1.21) and Dangs (1.47).

#### **Community Participation**

Community participation was a problem to a least extent in Banaskantha (1.43), while a problem to a great extent in Surat (1.83), Dangs (1.87) and Vadodara (2.00), where the community members were rigid to participate in the school programmes.

**Objective 5:** To give suggestions for the problems encountered in implementation

### **Suggestions from Teachers' Perspective**

(Figures in brackets indicate mean score)

#### **Organization of more awareness campaigns**

Teachers from Banaskantha were of the highest opinion regarding organization of more awareness campaigns to a great extent (2.93) as they believed it can make a lot of difference. Teachers from rest of the districts believed that it is important to some extent only.

#### **Provision of role specific training**

Teachers in Vadodara were not much of the opinion to provide role specific training (1.86) as they were satisfied with the current training. Teachers in Banaskantha were in need of role specific training to a great extent (2.67).

#### **Establishment of transparent communication channels**

Teachers from Surat believed that communication channels should be established to a great extent (2.91) as most parents have no idea regarding what is happening in the schools. Teachers in Vadodara were however, of a lesser opinion (2.45) indicating that transparent communication is not the need of the hour.

### **Suggestions from Parents' Perspective**

#### **Organization of more awareness campaigns**

Parents from Surat suggested conducting more awareness campaigns to spread awareness to a great extent (3.00).

#### **Need for a facilitator to take care of queries**

Parents in Surat suggested that a facilitator would help to a great extent (3.00) in helping them with queries. Parents in Banaskantha (2.82), Vadodara (2.66) were also of the same opinion.

#### **Establishment of a transparent communication channel**

Parents in Surat were of the opinion that a transparent communication channel can help to a great extent (2.98) to increase participation of parents in schools. On the contrary, parents in Dangs were of the opinion that this can be of help to some extent (2.00) as parents are almost all the time migrating to other villages for work.



**Figure 79: Overall common findings emerging between perceptions of Teachers and Parents related to Implementation and Impact of plans and programmes**

With regard to Kanya Kelavani Yojna 64.3% (72) teachers said that it has been successful to a great extent in increasing the enrolment of girls while 90% (180) parent respondents believed that it has paved a way to motivate the parents to send their girl children to school.

Teachers and parents alike were the most satisfied with the implementation of Mid Day Meal programme in the schools. They were of the opinion that it has reduced hunger amongst the children and has increased the regularity of the children in schools.

No Detention Policy- 58% (65) teachers and 62.5% (125) parents were of the opinion that the No Detention Policy is jeopardizing the future of the children. While there were parents who felt that such a policy is required for the students to be motivated to go to school.

75% (84) teachers said that they themselves monitor the MDM programme in schools and Panchayat had little or nothing to do with it, parents were also of the same opinion that they were not included in such affairs of the school.

100% (112) teachers said that community members were informed regarding the child's progress, 97.5% (195) parents said so too. The ways of informing the parents was however informal like home visits, or interacting with them during the celebration of national holidays like 26<sup>th</sup> January and 15<sup>th</sup> August in schools.

Parents Teachers Meetings were irregular as per the parents as only 8.5% (17) parents had attended more than 4 meetings in the past year, while teachers claimed that meetings were regular. Parents highlighted that the meetings only included the teachers telling them about sending the children to school regularly and nothing else.

54.5% (61) teachers believed that Gunotsav has helped in increasing quality of teaching and learning while 65.5% (131) parent respondents believed that it had helped in achieving the basic 3 R's of learning and nothing beyond that.

Praveshotsav requires the Government officials to visit the schools and garner community support, however, teachers and parents claimed that only local level CRC's and sometimes BRC's visit the school but otherwise no one from the District level ever come to visit the schools or the communities.

While 91.5% (183) parents were of the opinion that more awareness campaigns need to be organized to spread awareness regarding government plans and programmes, 58.9% (66) teachers were not of the same opinion. As per the teachers' perception, campaigns were already being conducted. The perception of the parents revealed that no such campaigns were held in their villages and thus local level awareness campaigns must be held including the local people.

77.7% (87) teachers were of the opinion regarding establishment of a transparent communication channel between school and parents as they believed that parents were not interested at all in schooling of the children. While on the other hand, only 28.5% (57) parents were of the opinion regarding establishment of a transparent communication channel. The parents revealed that even if it is established, it will be for a namesake as the school doesn't involve the parents in academic activities at all.

Teachers and parents were both of the same opinion and understanding that the teachers are over burdened with the Government work which was non-academic in nature and mostly did not allow them to concentrate them on teaching. This also inhibited them from paying full attention to the parents when they come for queries to the schools.

## 6.2 Impact of Plans and Programmes

The below tables highlights the implementation and impact of the government plans and programmes of the Central and the State governments for primary education, based on the research findings as against the objectives of the plans and programmes as envisaged. Amongst all the findings, the ones highlighted in green are the emerging positive findings while the ones highlighted in red are the negative findings which do not support the objective of the plan and programmes as envisaged.

1. Right to Education Act	
Objective	Implementation and Impact
Free and Compulsory Education, free uniform, books and infrastructure	It has motivated parents to send their children to school. Parents were aware that Government has a law in place for the education of children, all because of RTE.
Local Authorities have to publicize the schools and facilities for community members	There was no participation of local authorities, either in publicity or in monitoring. As a result, many parents were not aware regarding the facilities that their children are entitled to, like computer facilities, library facility, exposure to play etc.
Formation of School Management Committee	School Management Committee was formed in each school as per the rule constituting of representative population but meetings were sparse and members were not active in school activities, community members were not aware about who the members of the SMC were.
SMC to oversee the working of the school, make school development plan and monitor the government grant utilization	SMC monitoring was limited to oversee the implementation of MDM that too only is a few schools in Banaskantha. Rest, their duties were limited to meetings now and then where they had not much to work. This has resulted in SMC members not being too active in school activities.

2. Mid Day Meal Programme	
Objective	Implementation and Impact
Encourage poor children to attend school regularly and help them in concentration	It has made a significant impact in Surat (3.00), Banaskantha (2.94) and Vadodara districts (2.98). 61.6 percent (69) teachers also claimed that concentration of the children has improved (Figures in bracket indicate mean scores of parents' responses)
Improve nutritional status of the children	79.5 percent (89) teachers believed that the nutritional status of children in their schools has improved to a great extent. The parents in Banaskantha (3.00), Surat (3.00) Vadodara (2.98) and Dangs (2.66) were extremely satisfied with the child enjoying eating at school which led to improvement in nutrition.
Monitoring by public authority for implementation, community support and social and gender equity	There was no monitoring done for MDM in all the four districts except that done by the teachers themselves. The SMC was involved only in Dangs and Banaskantha. There was no public involvement in implementation of MDM whatsoever.
Public to ensure no discrimination takes place and social harmony is fostered	MDM has promoted social harmony to a great extent as per parents in Banaskantha (3.00), Vadodara (3.00), Surat (3.00) and Dangs (2.72)
At the local level, it is the duty of Gram Panchayat, members of PTA and mother committees to monitor regularity, timeliness, cleanliness etc.	The participation of local authorities was negligible; they had no affairs to do with MDM in schools in all the four districts. Teachers themselves monitored and sometimes SMC members. This has resulted in over burdening the teachers where the teachers remain frustrated for not being able to concentrate on their academic roles and responsibilities.

3. Kanya Kelavani Yojna	
Objective	Implementation and Impact
To reduce out of school children and create awareness among the masses regarding importance of girl education	82.5 percent (165) parents were of the opinion that KKY has motivated girl child education to a great extent. 64.3 percent (72) teachers were also of the same opinion. As a result, the social and cultural norm around education of girls was broken, partly due to the incentive provided and partly because “others were also sending their girls were sending their girls to school”
Help girl children to continue their education	KKY has motivated education for girls to a great extent as per the parents in districts like Vadodara (2.92), Banaskantha (2.86), Surat (2.86). the impact was not of this level in Dangs however, as there are not much opportunities post primary education in the district.

4. Shala Praveshotsav	
Objective	Implementation and Impact
Hundred percent enrolment in first grade, encouragement of girls education, make school a place for learning with joy	Alongside RTE, Shala Praveshotsav has helped in raising awareness amongst the community members regarding importance of education. As a result, each year, all the students who have attained age 6 are admitted in the schools through a campaign.
To obtain cooperation and awareness from the society for the Government schools, to make education a responsibility of the society	The onus of education was with the schools only. Community participation was negligible and there was no coordination between the people and the government officials regarding school affairs. As a result, parents were not aware that

	even they had an active role in education of their children
Hundred percent literacy to the children between 6-14 years. To ensure that the child completes primary education with utmost quality	Except for parents in Banaskantha (2.92) who believed that 3R's of children has improved, parents in Vadodara (2.48), Dangs (2.38) and Surat (2.04) believed that progress has not gone beyond the basics.

5. Gunotsav	
Objective	Implementation and Impact
To bring awareness among the teachers, students, administrators, communities and stakeholders for quality of education	The myth regarding “parents are not interested in education of children” was broken. Parents and teachers alike have realized the importance of primary education as it can break the cycle of daily wage laborers form being in poverty
To ensure enhancement of reading, writing and numerical skills for all children	Except for parents in Banaskantha (2.92) who believed that 3R's of children has improved, parents in Vadodara (2.48), Dangs (2.38) and Surat (2.04) believed that progress has not gone beyond the basics.
To assess quality based classroom teaching learning processes followed in schools.	Remedial classes were being conducted to help attaining the objective of universal numeracy, writing and reading skills. However, only 56.5 percent(113) parents were aware about them and their objective. There was no awareness regarding the objective of Gunotsav as such amongst the parents.
Self evaluation based on reading, writing and mathematical aptitude	It was observed that the teachers either prompted the answers during assessment or wrote the answers for the children themselves. Parents were aware of this yet didn't complain.

### 6.3 Discussion

The Government Plans and Programmes for primary education have had a positive impact in ensuring enrolment and retention of the children at the primary education level. Parents and teachers alike are satisfied with most of the programmes like RTE Act, MDM programme, Shala Praveshotsav and Kanya Kelavani Yojna altogether and little dissatisfied with Gunotsav programme which aimed at ensuring quality in primary education. Implementation was taking place of all the programmes in all the selected schools but the awareness regarding the same differed amongst the parent respondents. Mid Day Meal programme being a largely incentive based programme is by far the most successful programme which has been instrumental in achieving all of its objectives. The parents are the happiest with the programme. On the other hand, Gunotsav, according to the parents and teachers has not been successful to a great extent in achieving its objectives.

With regard to RTE Act and the provisions under it, No Detention Policy as a provision is something that both, parents and teachers perceive to be a regressive one. The reasons, as discussed by both the sets of respondents included that this particular provision is inhibiting the teachers from teaching and the children from learning. The fear of being detained in classes due to not knowing what is taught in the schools was absent from the children and thus, they lived carefree in the schools knowing that they will be promoted, no matter what. Teachers and parents were of the opinion that this can jeopardize their future opportunities to schooling and learning where the child will remain as a blank slate, not having learnt much in the schools.

Having discussed that programmes like Shala Praveshotsav, MDM and RTE Act call for community participation and action in the schooling of the children, teachers claimed that the community members are called to participate but they rarely come. On the other hand, the reasons as discussed by parents for not participating in the school activities revealed that the meetings in the schools are irregular and even when they are held, they have to leave their work and attend it only to hear the teachers tell them to send the children to school regularly. Barring parents from the Dangs district, who were migrant laborers on a majority level, parents from other districts revealed that there was nothing concrete being discussed in the meetings and that is why they chose not to leave their work and attend the meetings. Parents and teachers were

happiest with Kanya Kelavani Yojna as an economic incentive based programme as the incentive motivated many parents to send the children to school. Despite schooling being free at the primary level, many parents cannot let go of the cost which can be gained through engaging their children in agricultural labor but the incentive under Kanya Kelavani Yojna gives them a hope that by not making their children go to school, they are going to earn money as well as education for their children.

One thing that was observed is that the parents were not aware about most of the facilities, major being computer and library which are important teaching and learning materials. Parents were not aware that these as facilities were important for learning of their children under the RTE Act and thus they made no efforts to discuss the absence of these aspects in the schools of their children. Also, the greatest myth that the teachers are nursing is that the parents are not interested in education of the children; the reality is however, different. Parents are very much interested in education of their children; they are concerned that education is the only way which can pull their children out of the misery of daily wage that they face. Lack of proper teaching and facilities at schools is not doing good to their children and they cannot afford to send the children to other schools. They are concerned that the children are not learning anything beyond the basics and that is what bothers them about the future.

The teachers had their own share of problems where they discussed that they were burdened with so much work of the government that they were unable to concentrate on their academic responsibilities. Moreover, a lot of work has become online like the online entry of attendance of students, due to these activities and the absence of technical help; the teachers spend most of their time on these administrative duties rather than focusing on teaching. While the perceptions of the teachers and the parents were differing at many places, both were of the same perception that more awareness campaigns need to be organized so that the people of the community can know what the government has in store for their children in terms of primary schooling. If the community members are aware regarding the deliverables meant for them, they would better be able to utilize them and discuss regarding the same in the meetings.

Overall, the perceptions of both, teachers and parents were positive regarding RTE Act, Kanya Kelavani Yojna, Mid Day Meal Programme and Shala Praveshotsav. The



only concern they displayed was that the quality of teaching and learning needs to be looked into and community participation for school programmes and effective implementation for the programme activities needs to be channelized.

#### **6.4 Conclusion**

By and large, the Primary Education Plans and Programmes have been successful in ensuring enrolment of the students and their retention at the primary education stage. Understanding the perceptions of the stakeholders is an important aspect for any programme improvement as it helps to know what the people at the ground level perceive regarding the efforts of the government.

While MDM scheme has been quite successful in achieving majority of its objectives, Gunotsav as a programme needs to gain momentum in order to ensure that the quality of teaching and learning can be improved.

The teachers said that the plans and programmes were being implemented in the selected schools. While the children were getting the benefits as envisaged in the objectives of the plans and programmes, the aspect of community participation, training and monitoring is something that needs to be looked into for proper implementation. The participation of the community members was negligible in implementation of activities at the school level. The interaction between the schools and the community members was quite low and infrequent due to the parents being daily wage laborers.

The student-teacher ratio is skewed and there are many students per teacher, which makes teaching and learning a difficult task, especially in districts like Banaskantha and Surat where there are quite a number of group shalas. More often than not, the teachers are always in a race to complete the curriculum rather than teaching it effectively, the teaching time being consumed majorly in non-academic activities. The Plans and Programmes are often implemented on a stringent deadline, aiming to meet the quantifiable deliverables rather than achieving quality output. For example, under the Gunotsav Programme, which requires testing of students who have low test scores, Teachers themselves have revealed that sometimes they are asked to show good learners as low scorers whose learning levels have improved through remedial classes. More often than not, the teachers themselves fill up the answer sheets for the

students as the students do not have the capacity to write that much. The training of teachers is of little or no use as the training sessions are repeated with no strategies to improve pedagogy. There is very little use of digital mediums to teach at school and the teachers have no training regarding use of technology for teaching.

The parents are the indirect beneficiaries of the plans and programme for primary education. Most of the parent respondents were not aware about Programmes like Gunotsav, which stresses on the aspect of quality education. Parents in Vadodara, Surat and Dangs were of the opinion that despite schooling, the ability to read and write in their children is not upto the mark, they couldn't read and write even beyond the basics.

Parents, though not aware about the educational development programmes as such, are aware of the fact that the academic capabilities of their children is not increasing which is jeopardizing their future academic opportunities, the major one being the No Detention Policy. Despite the new rule of scrapping the policy, where examinations shall be conducted for the students in standards fifth and eighth standard. Parents were of the opinion that the schooling is not making them ready for employment but rather forcing them to be wage laborers in the future. Local institutions like the Panchayat members were not too involved in the school activities at all. Parents believe that the local institutions and leaders must take active part in the schooling of the children in order to encourage community participation in schooling.

By and large, there have been programmes like MDM, Kanya Kelavani which have been very instrumental in achieving the impact as envisaged in the objectives, Gunotsav yet has to reach its impact. Involvement of the community members is still a question for many schools which largely remains unaccomplished. We have a long way to go to ensure that education becomes a joint responsibility between the community and the government so as to ensure that the children get the best of schooling and an environment of growth that they deserve.

In relation to teachers, training plays a vital component with regard to knowledge and implementation of the plans and programmes for primary education. There were significant differences in perception of teachers with regard to training as a variable and the teachers who were trained had positive perceptions regarding benefits as compared to the ones who were not. With regard to supplementary ways of

implementing programme action, the trained teachers had an upper hand as compared to the untrained ones. District was a major variable resulting in variance of perceptions of both teachers and parents alike.

Linking the findings to the the Theory of Overlapping Spheres of Influence, the findings of the study revealed that there is no interaction between the spheres i.e, the family, school or the community. The theory envisages that the family has to be a crucial element in the education of the children, but due to large part of the population engaged in agrarian economy, they are rarely involved in the schooling of the child. For a child, learning is limited and confined to the four walls of the school alone.

Theory of Collective Impact presupposes that problem solving is a shared responsibility. While in the context of research, there is a shared common agenda of importance amongst the stakeholders that education of a child is of utmost importance, the communication regarding shared responsibilities however remains absent. Just like in relation to Theory of Overlapping Spheres of Influence, the continuous and comprehensive communication between the stakeholders is not instrumental as per the findings of the research. The local structure of Governance is largely passive in the schooling of the children which otherwise can be a vital support structure for effective awareness building and implementation of the plans and programmes.

The Theory of Collaborative Governance is something that we need to adopt in practice in its real sense. It was found that the grassroot workers are our teachers working in the Government schools who are largely omitted from the decision making process. While not all the teachers from the grassroot can be involved, the idea of facilitative leadership where local community members can choose a teacher representative to participate in the decision making at the District/State level can be initiated. This can ensure effective representation and participation of stakeholders and continuous communication in the long run which trickles down from the centre to the grassroot level.

Education is a powerful tool that can lead to change, if the initiatives to effectively impart it can take place. The idea of Comprehensive Community Initiatives (Connell & Klem, 2000) as proposed in Theory of Change cannot be implemented in the communities where the current research has been undertaken. While the entire idea

cannot be negated, it cannot be accepted either in the context of current research findings. The major reason behind this is the fact that when there is no awareness regarding a problem being present, or the initiatives of the Government regarding improvement in education, no community initiatives can take place from the public. Awareness leads to action and it is very important that to drive community initiatives, awareness is generated first. Community initiatives like Tithi Bhojan have been very successful in the state of Gujarat because of the realization that malnourished children cannot focus on studying while hungry. Similar awareness regarding the importance of quality education and collective impact for change through education needs to be sought. Only can in real terms can the community members be aware and initiate action to tackle the issues.

While the road to change through education is slow and gradual, it does have a lot of positive benefits through which development can flourish. Little by little, the efforts need to be collectively gathered and driven in a direction which can do collective good, for our children, our schools, our communities and our nation at large.

### **6.5 Suggestions for schools and local authorities**

It is evident that we are achieving the quantifiable results as per the universal goal of achieving hundred percent enrolment through our primary education interventions. The focus now must not be on quantity but focusing more on quality. The major problem that the education system in Government schools faces is that of meeting the demands of the rapidly changes in educational technology. While most of the children have access to schooling, the change in learning trajectories is not seen yet. The new education policy draft stresses on the urgent need to focus on the “learning crises” immediately. The draft also has laid equal emphasis on focusing on the foundational learning and numeracy and has envisioned that it becomes an immediate national mission and as an indispensable, non-negotiable part of the curriculum.

Due to the fact that our schools are not keeping themselves technologically abreast, there is a very weak link between education and the employment markets. The problem of inefficiency of the current system can be termed as chronic as the schools are not producing minds that can fit the demand market. The system needs a big push in terms of revitalizing the entire system by recruiting of proper staff, training them from time to time, adoption of technology, effective implementation of the activities,

regular monitoring of the progress and lastly ensuring that the stakeholders are informed and engaged in the process. Policy making and implementation is a dynamic process (Rallis, Rossman, Cob, Reagen and Kuntz, 2008). According to the authors, policy on paper is not the same as policy that is implemented on the ground. Research has revealed that the implementation aspects like school and district leadership, will and capacity, stability of people and policies and communication and how policies are enacted and the results they produce.

According to McLaughlin (1989, 1990), the most important component of policy implementation is district and principal leadership. The district leaders have to play an important role in the policy implementation and they at the district level must play an essential role in interpreting and mediating the implementation in the schools.

The existence of capacity at all the levels is needed to implement a policy (Adelmann and Elmore, 1999). According to the authors, the levels include the state where the policy design takes place and supports and monitors the implementation. the schools implement the policies and the capacities of the teachers play a very vital role in deciding how the policy implementation looks like at the classroom level. (Anagnostopoulous, 2003, Weatherly and Lipsky, 1977).

Over and above the individual capacities and those of the policy makers, implementation of the policy is quite critical. According to Desimone, Smith and Phillips, 2007, a policy's success depends a lot on the persuasiveness of the policy to the ones who are the core implementers. It also depends upon the degree to which the key stakeholders remain involved over the period of time.

### **Public Education Campaigns**

Working with the mindsets of the people is very important. In order to make the parents aware about the government efforts for education and the incentives attached to it, it is important to conduct mass campaigns regarding the state schemes on education specifically.

The policies and programmes on education are largely based on the top-down approach. We need to also focus on the Bottom-up approach where implementation is seen as an interaction and negotiation taking place over a period of time, between those who put policy into effect and those on whom action depends. (Fudge, 1981)

It is said that the real test of the pudding is not in how it is made, but how it tastes. Similarly, what matters is not how the policy or programme is designed but how the reactions at the ground level are, as the reactions of those on the grass-root shape the entire process. If the people are not aware, there will be no reaction as such and the implementation would not reap the desired results.

### **Need Assessment of Small Schools**

There has been mushrooming of schools in each district in order to meet the universal objective of hundred percent enrolment in the last decade. It is important to identify how many of these schools are functioning effectively. Many small schools have no proper infrastructure, no adequate teachers and no material necessary for teaching and learning. A need assessment by the local Government or an outside agency can help in determining the felt needs of the schools in order to make teaching and learning effective and meaningful.

### **Restructuring Teacher Training**

Gunotav programme can ensure that the three basic R's (Reading, wRiting and aRithmetic) in children is achieved. For that, effective training of the teachers needs to take place. Sustained improvement in schooling will not necessarily come from improving certain aspects but by shifting focus on the core issue i.e to create well-equipped, well prepared teachers.

Enhancing the professional skills of the teachers regularly is vital as it would help in creating a more professional image of the teachers personally and of the school at large. There is a gap between what the learning demands and the skills possessed by the teachers. Government training programmes can be strengthened through handholding of the district level institutions like DIET and Cluster Resource Centers by institutions like IIM's and IIT's.

A similar activity took place at IIM-A in collaboration with Delhi Government regarding undertaking a leadership training with Principals of municipal schools in Delhi. This training programme focused on the capacity of the Principals regarding how to work with the School Management Committee, how to enhance innovations among teachers and how to develop the teachers. We need a massive investment in

technology for education and even more massive on incorporating the necessary skills in our teachers to deliver content through ICT.

### **Breaking the Myth- Parents Are Not Interested in Educating the Children**

There is a long standing myth in the minds of the implementers Parents are interested, are we interested in teaching our children? When the parents were asked about whether they were satisfied with the schooling of the children, the answer of majority of the parents was a definitive “yes” wherein the parents acknowledged that the children had access to free schooling in the least.

But the parents were worried about the future of the children in terms of whether the children would be able to meet the demands of organized employment in the future. While the parents admit that schooling is necessary, they are well aware about the learning needs of the children too and demand that schools must focus on quality of teaching and learning as well.

### **Introducing Flexibility of Curriculum**

The school curriculum at present lays emphasis on inculcation and sustenance of personal, national, social and spiritual values like cleanliness and punctuality, tolerance, justice, community resource management and moreover respect for law and order and truthfulness. In order to make education a meaningful experience, flexibility in terms of incorporation of locally relevant materials and activities must be encouraged. This cannot be done unless the process of designing the curriculum involves local teachers, experts and the views shared by the local community members.

A radical measure to undertake a major reading mission needs to be established. If it is ensured that majority of the children can read, we can solve a major chunk of our educational problems. The idea is not to only focus on new children getting admitted, but now to focus on the one’s already admitted. School based practices for learning improvement should be established where regular assessment of the progress of the child’s academic activities can be measured and necessary steps can be taken to ensure that the child is learning and learning well.

The concept of Minimum Levels of Learning (MLL) is indeed an important concept and is considered to be an effective tool for assessing the students' performance. The MLL approach includes child centered teaching, diagnostic and remedial teaching, continuous and comprehensive evaluation and above all, action research. These approaches need to be practiced in order to achieve the goal of quality education for all. Flexibility in terms of the selection of strategy to teach must be provided.

### **At the Policy Front**

We need to move from a system of policy making to a more robust action oriented system where there is a strategic communication and clear cut mention of roles and responsibilities of each one involved in the implementation.

### **Moving from a Uni-directional Form of implementation to a Multi-directional one**

The programmes and policies to a large extent, as perceived and accepted by the teachers, try to fulfill the quantitative aspects rather than the qualitative one which is supposed to bring desired change.

The focus of the implementation is largely meeting the implementation milestones rather than the impact it seeks.

Implementing any programme/policy involves different actors at each levels involving hierarchies, capacities which are distributed and various dynamics at each level. After focusing on what is to be done, focus should be directive towards how it is to be done. Of course, while the long term focus is to bring about better implementation, the major direction to improve the education system, the focus must also be on building the capacities of those involved in the implementation. the policy needs clarity and visibility with regard to who is supposed to implement what and where to go in case any solution is to be sought.

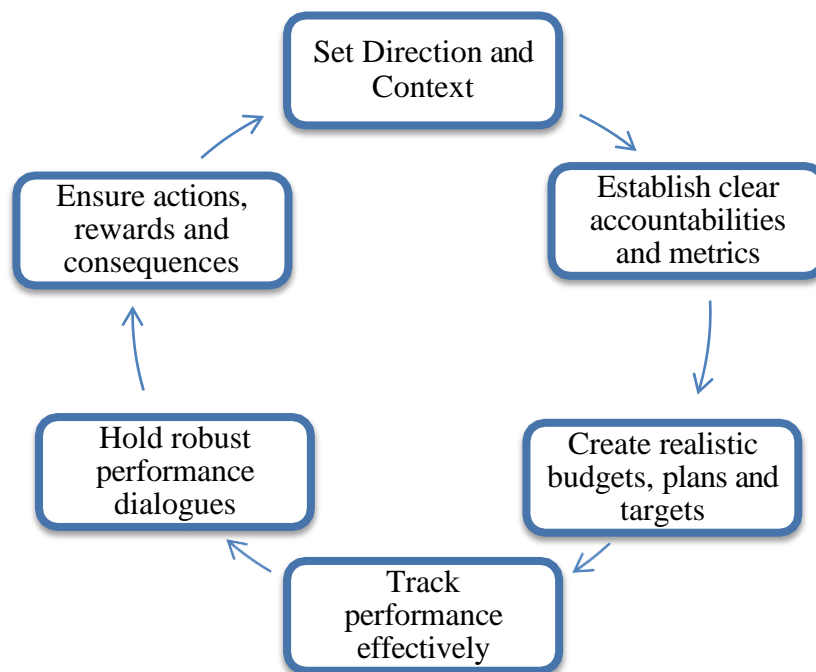
### **Applying the Concept of Deliverology: How to think about Implementation**

Barber M. (2015) proposed the system of deliverology, which basically talks about how to think about the implementation. It aims to diffuse management practices in public administration. The approach lays a central emphasis on the role of the Government's leadership and on administrative performance overall. This approach



encompasses that effective implementation get things done in order to achieve the government's goals.

**Figure 80: Deliverology: How to think about Implementation**



**Source:** Barber, M. (2015), “*Deliverology in Practice*”

The crux of Deliverology is to constantly challenge the performances and keep adapting to meeting the challenges that inhibit implementation and impact outcome. Barber emphasizes that the holding performance dialogues is one of the most effective tools of deliverology wherein the achievable targets can be seen and performance at each stage can be monitored in order to make programme management decisions in relation to the objectives/targets sought.

### **Adoption of the Third-Generation Paradigm**

The Third-Generation Paradigm, apart from the Top-Down or Bottom-up approach focuses more on how the implementation generally works (Najam, 1995).

This paradigm generally pre-supposes that theoretical development and more rigorous scientific research design is necessary for policy implementation. This perspective aims to combine the bottom-up and top-down approaches. The concept of Forward and Backward Mapping as given by Richard Elmore, can be utilized to combine the approaches. (Elmore, 1985)

Forward mapping consists of stating the policy objectives, elaborating the means and ends and explicitly specifying the outcome/criteria by which the policy implementation is to be judged at each stage.

Backward Mapping on the other hand consists of stating behaviors to be changed at the grass-root level.

In the context of current research, the behavior of the parents is not of indifference or ignorance but that of lack of awareness towards the programmes and policies. The problem of the parents and teachers, till some extent being unaware regarding the plans and programmes and its implementation at the local level needs to be tackled in order to see some desirable changes.

### **Taking the Policy Streams Approach**

Learning from the “Garbage Can” model of decision making (Cohen et. al, 1972) which particularly describes decision making process in the public sector and academic organizations, as an organized anarchy, John Kingdon (1984) propounded the Policy Streams Approach. The decision making in the organized anarchy is portrayed as a garbage can which is a mix of problems and possible solutions are dumped.

According to the policy streams approach on the other hand, policy making can be conceptualized as three largely unrelated “streams” viz.,

1. The problem stream, consisting of information about the real problems and the effects of previous government interventions.
2. Community composed of researchers, advocates and specialists who analyze the issue and suggest alternatives.
3. A political stream which encompasses elections, legislative leadership contests and the like.

Kingdon (1984) envisages that major policy reforms will happen when these three streams are joined by “a window of opportunity” in response to a recognized problem, the policy community develops a proposal that is technically and financially feasible and where the law-makers find it advantageous to approve it.

What is worth noting in this approach is that it incorporates policy communities. It also gives importance to substantive policy information regarding real world problems and the impact of previous governmental interventions.

The current system of policy, though well researched, lacks the stream of involvement of specialists from the grass root levels of work at the implementation front.

### **Tracking of Policy**

It cannot be said that there is no system to monitor the progress of implementation currently. There is a system where the Block Resource Coordinators (BRC's) and Cluster Resource Coordinators (CRC's) are involved in the monitoring of the activities of implementation at the grass-root level; however, it is not quite robust. Tracking, at all levels of implementation needs to be done in order to fulfill the following functions:

- 1. Assessing the progress:** timely and strict routine monitoring needs to be undertaken to assess the progress of work done. In-house as well as outsourced monitoring activities need to be channelized.
- 2. Problem Solving:** Regular monitoring can easily help in identifying obstacles which inhibit delivery and implementation and cause a hindrance in achieving the desired results. Flagging such hurdles be it lack of monetary resources or human resources can help in addressing the specific problems.
- 3. Monitoring the Performance:** Tracking the performance, quantitative, qualitative as well as those of the key players in implementation can help in easy identification of the current skills as well as the required skills of the implementers to meet the implementation demands. This will also ensure timely skill up gradation of the implementing staff.

### **Seeking Support for Implementation**

Making policies and leaving them to implement is not the answer to achieve desirable impact.

Allock et. al. (2015) in a review of components of service improvement for the health foundation highlighted that those who work at the grass root of the policy

implementation know more about the challenges faced than those who frame the policies.

In the current research, the perception of teachers revealed a lot of difficulties based on the experience of implementation of programmes and policies. It is thus imperative for the Government to tap into the perceptions and experiences of these grass root implementers in order to give a better direction to implementation.

There is a need to find a way of bridging and capacitating dialogue between the local and the national narratives. This can largely be done by intermediary organizations which play a crucial role in developing capacities for change and at the same time implement models programmes. The best example for this is the Akshaya Patra scheme which has not only helped meet the programme objectives, but also helped in building the capacities of the local stakeholders in engagement of the programme.

## **6.6 Suggestions for Future Researches**

The study was undertaken with an aim to identify the perspectives of teachers and parents regarding the various efforts of the Government, Central and State towards the development of primary education. While programmes from the Central level trickle down to all the states and UT's, there are efforts at the micro level as well which are concentrated towards growth of primary education. Understanding the complexities of efforts made towards implementation and the perceptions of people involved in it (both implementers and beneficiaries), can be difficult but at the same time it is important as that actually tells us how a programme is performing at the ground level.

- Efforts to understand the awareness level of the people regarding government efforts is essential as it is the first step to identify where the problem lies, is it that the people are unaware or is it ignorance?
- Similar studies can be undertaken in various districts to understand the level of awareness and perceptions of the people regarding various government programmes so as to gain an insight as to what the masses think of the programmes and their deliverables.
- A cross sectional study can be undertaken to understand perspectives of the government officials, the teachers, parents and the community at large to know what they think of the plans and programmes that are meant for

improvement of primary education. This can help in understanding the deeper perspectives of different people at one point of time, thus thinking of better ways of implementation.

- Such a research, if undertaken through the education department by a third party engaged in research, can help in increasing the reach of the research and at the same time help in getting first hand data in order to improvise the implementation.
- Researches to identify local level best practices, its implementation and impact, can help in replication of those efforts at a macro level.
- The present study can be taken forward and adapted to suit the local/state level interventions that need to be studied from a differential perspective in order to bring the plans and programmes that are being implemented effectively into the limelight.

With the advent of the new National Education Policy 2020, the approach would shift from rote learning to experiential learning where focus shall also be on integrated teaching and learning approaches and individualized attention. While these will be the efforts of school, the efforts would also be made at the community level to increase participation of the people in education. The policy has proposed a merger of foundational education with the primary education so as to achieve the basic numeracy and literacy skills to create a strong base, moving on to functional literacy and to experiential learning.

The major task however, is to spread awareness regarding the efforts and make parents equal stakeholders in the education of the children. Social work practice emphasizes on interaction between the circles of interaction and this is what is required to ensure that the people at all the levels coordinate, interact and ensure that every child gets an opportunity to schooling not only in quantifiable terms, but in its true qualitative meaning as well.