



DELHI

The Right of Children to Free and Compulsory Education Act, 2009 (RTE Act) was notified to come into force on April 1 2010. Almost five years have gone by since the RTE Act became a law. In the context of urban areas, especially with respect to low income neighbourhoods, what does “guaranteeing” education mean? How can citizens find out if every child in their community is in school and whether he/she is learning? What is the way for people to assess whether schools in their locality are complying with the norms laid down by the law?

The aim of this exercise was to find the answers to these questions and figure out what it would take to translate policy into practice in urban locations across India. Five cities participated in this exercise. These cities were: Delhi, Jaipur, Patna, Mysore and Hyderabad. In each of these cities, one municipal ward, typically a mixed or low income area, was chosen to be a “pilot” location and a census was carried out.

We hope that the measures, methods and findings from this exercise are useful as a demonstration of what can be done to understand the status of education in urban areas. We also hope that the actual example of a census of one municipal ward in the city can guide the way for community-based planning, not just for compliance with the RTE Act, but for guaranteeing quality elementary education for all children in the city.

ENROLLMENT

Table 1: % Children in different types of schools 2014

| Age group | *No. of children | Govt. | Pvt. | Other | Not in school | Total |
|------------------|------------------|-------|------|-------|---------------|-------|
| Age: 6-14 ALL | 9305 | 73.9 | 24.1 | 0.2 | 1.8 | 100 |
| Age: 6-14 BOYS | 4834 | 68.0 | 29.8 | 0.2 | 2.0 | 100 |
| Age: 6-14 GIRLS | 4466 | 80.5 | 17.9 | 0.1 | 1.5 | 100 |
| Age: 6-10 ALL | 5046 | 66.2 | 32.5 | 0.2 | 1.1 | 100 |
| Age: 6-10 BOYS | 2658 | 59.9 | 38.6 | 0.2 | 1.3 | 100 |
| Age: 6-10 GIRLS | 2384 | 73.4 | 25.7 | 0.1 | 0.9 | 100 |
| Age: 11-14 ALL | 4259 | 82.7 | 14.6 | 0.2 | 2.6 | 100 |
| Age: 11-14 BOYS | 2176 | 77.4 | 19.6 | 0.1 | 2.9 | 100 |
| Age: 11-14 GIRLS | 2082 | 88.2 | 9.4 | 0.2 | 2.2 | 100 |
| Age: 15-16 ALL | 1689 | 84.3 | 7.5 | 0.4 | 7.9 | 100 |
| Age: 15-16 BOYS | 882 | 79.7 | 10.7 | 0.4 | 9.3 | 100 |
| Age: 15-16 GIRLS | 805 | 89.2 | 4.1 | 0.4 | 6.4 | 100 |

Note: 'Other' includes children going to madarasas and EGS.

'Not in school' = dropped out + never enrolled

* The numbers might not add up due to missing information under certain categories.

Table 2: % Children age 2-6 enrolled in different types of pre-schools and schools 2014

| Age | No. of children | In balwadi or anganwadi | In LKG/UKG | In school | | | Not in school or pre-school | Total |
|-------|-----------------|-------------------------|------------|-----------|------|-------|-----------------------------|-------|
| | | | | Govt. | Pvt. | Other | | |
| Age 2 | 594 | 19.9 | 2.9 | | | | 77.3 | 100 |
| Age 3 | 789 | 33.2 | 18.8 | | | | 48.0 | 100 |
| Age 4 | 862 | 25.6 | 46.8 | | | | 27.6 | 100 |
| Age 5 | 966 | 4.8 | 31.4 | 28.1 | 27.5 | 0.4 | 7.9 | 100 |
| Age 6 | 946 | 0.9 | 10.3 | 52.6 | 33.4 | 0.0 | 2.9 | 100 |

Note: For 2, 3 and 4 year old children, only pre-school status was recorded.

ABOUT THE WARD

Out of a total of 272 wards in Delhi, Ward number 243 was surveyed for this study. Known as Nand Nagri, the ward is situated across the Yamuna river in north-east Delhi, bordering Uttar Pradesh. Nand Nagri is similar to many other such neighbourhoods in east Delhi in that it is densely populated with mixed habitation patterns. The ward has three distinct kinds of settlements. The first is a “resettlement colony” the second is a slum cluster (*jhuggi-jhopri*) which has existed in the area for almost forty years. The third settlement is one that used to be a village but gradually urbanised with the growth of the city. Nand Nagri is crowded with shops, houses, factories, schools, dispensaries and banks. Many residents work in small scale factories and enterprises in the local or adjoining areas. Some sell goods or provide services to other residents.

This survey was conducted in November-December 2014. It reached 11,987 households and 14,532 children in the age group of 2 to 16 years.

Table 3: % Children going to schools in different location by school type 2014

| School type | No. of children | Location of school | | Total |
|-------------|-----------------|--------------------|--------------|-------|
| | | Inside ward | Outside ward | |
| Govt. | 5630 | 46.0 | 54.0 | 100 |
| Pvt. | 1913 | 12.8 | 87.3 | 100 |
| Other | 7 | 28.6 | 71.4 | 100 |
| Total | 7550 | 37.6 | 62.4 | 100 |

READING

**Table 4: % Children by class and READING level
All schools 2014**

| Std | Not even letter | Letter | Word | Level 1 (Std I text) | Level 2 (Std II text) | Total |
|-------------|-----------------|--------|------|----------------------|-----------------------|-------|
| Std I-II | 18.5 | 43.7 | 15.5 | 12.2 | 10.1 | 100 |
| Std III-V | 4.7 | 18.5 | 15.7 | 23.9 | 37.2 | 100 |
| Std VI-VIII | 2.3 | 6.6 | 7.4 | 19.6 | 64.1 | 100 |
| Total | 7.2 | 20.2 | 12.6 | 19.4 | 40.7 | 100 |

How to read this table: Each cell shows the highest level in reading achieved by a child. For example, in classes III-V, 4.7% children cannot even read letters, 18.5% can read letters but not more, 15.7% can read words but not Std I level text or higher, 23.9% can read Std I level text but not Std II level text, and 37.2% can read Std II level text. For each group of classes, the total of all these exclusive categories is 100%.



Reading Tool

कहानी

राजू नाम का एक लड़का था। उसकी एक बड़ी बहन व एक छोटा भाई था। उसका भाई गाँव के पास के विद्यालय में पढ़ने जाता था। वह खूब मेहनत करता था। उसकी बहन बहुत अच्छी खिलाड़ी थी। उसे लंबी दौड़ लगाना अच्छा लगता था। वे तीनों रोज़ साथ-साथ मौज-मस्ती करते थे।

अनुच्छेद

हर रविवार नानी घर आती है। हमारे लिए मिठाई लाती है। मैं नानी के साथ सोता हूँ। वह मुझे कहानी सुनाती है।

शब्द

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शब्द

कुल बड़ा
रोज़
पानी चूना
चलो नहीं
घेर
देर कौन

**Table 5: % Children in Std I to Std VIII at different READING levels
by school type 2014**

| Std | Reading level | Govt. | | Pvt. | | Govt. & Pvt.* | |
|-------------|---|-----------------|------|-----------------|------|-----------------|------|
| | | No. of children | % | No. of children | % | No. of children | % |
| Std I-II | Children who can read at least letters | 1039 | 72.1 | 709 | 95.2 | 1748 | 81.5 |
| Std III-V | Children who can read at least a Std I level text | 2036 | 54.5 | 717 | 79.9 | 2753 | 61.1 |
| Std VI-VIII | Children who can read a Std II level text | 2324 | 60.8 | 371 | 84.9 | 2695 | 64.2 |

* This is the weighted average of children in government and private schools only.

**Table 6: % Children studying in different medium of instruction
by school type 2014**

| Std | Type of school | No. of children surveyed | Hindi | English | Urdu | Other | Total |
|-------------|----------------|--------------------------|-------|---------|------|-------|-------|
| Std I-V | Govt. | 3167 | 93.9 | 5.9 | 0.0 | 0.3 | 100 |
| | Pvt. | 1513 | 14.1 | 85.7 | 0.0 | 0.1 | 100 |
| | Govt. & Pvt.* | 4680 | 68.1 | 31.7 | 0.0 | 0.2 | 100 |
| Std VI-VIII | Govt. | 2393 | 93.2 | 6.8 | 0.0 | 0.1 | 100 |
| | Pvt. | 393 | 10.4 | 89.6 | 0.0 | 0.0 | 100 |
| | Govt. & Pvt.* | 2786 | 81.5 | 18.5 | 0.0 | 0.1 | 100 |

* This is the weighted average of children in government and private schools only.

**Table 7: % Children in Std I to VIII at different READING levels
by school medium of instruction and school type 2014**

| Std | Reading level | Govt. school (Medium of instruction - Hindi) | | Pvt. school (Medium of instruction - English) | |
|-------------|--|--|------|---|------|
| | | No. of children | % | No. of children | % |
| Std I-II | Children who can read at least letters | 957 | 71.5 | 583 | 96.2 |
| Std III-V | Children who can read at least a Std I level text | 1861 | 52.7 | 609 | 79.3 |
| Std VI-VIII | Children who can read at least a Std II level text | 2113 | 59.4 | 325 | 85.5 |

ARITHMETIC

Table 8: % Children by class and ARITHMETIC level All schools 2014

| Std | Not even 1-9 | Recognize numbers | | Can subtract | Can divide | Total |
|-------------|--------------|-------------------|-------|--------------|------------|-------|
| | | 1-9 | 10-99 | | | |
| Std I-II | 13.8 | 40.9 | 38.0 | 6.0 | 1.4 | 100 |
| Std III-V | 2.8 | 20.7 | 44.4 | 17.9 | 14.3 | 100 |
| Std VI-VIII | 0.9 | 7.1 | 40.8 | 19.3 | 31.9 | 100 |
| Total | 4.8 | 20.6 | 41.5 | 15.5 | 17.7 | 100 |

How to read this table: Each cell shows the highest level in arithmetic achieved by a child. For example, in classes III-V, 2.8% children cannot even recognize numbers 1-9, 20.7% can recognize numbers up to 9 but not more, 44.4% can recognize numbers up to 99 but cannot do subtraction, 17.9% can do subtraction but cannot do division, and 14.3% can do division. For each group of classes, the total of all these exclusive categories is 100%.

ENGLISH

Table 10: % Children by class and READING level in ENGLISH All schools 2014

| Std | Not even capital letters | Capital letters | Small letters | Simple words | Easy sentences | Total |
|-------------|--------------------------|-----------------|---------------|--------------|----------------|-------|
| Std I-II | 21.7 | 22.1 | 31.5 | 16.5 | 8.3 | 100 |
| Std III-V | 7.2 | 12.6 | 29.8 | 25.7 | 24.7 | 100 |
| Std VI-VIII | 3.3 | 6.9 | 21.2 | 25.1 | 43.6 | 100 |
| Total | 9.3 | 12.8 | 27.0 | 23.2 | 27.8 | 100 |

How to read this table: Each cell shows the highest level in reading English achieved by a child. For example, in classes III-V, 7.2% children cannot even read capital letters, 12.6% can read capital letters but not more, 29.8% can read small letters but not words or higher, 25.7% can read words but not sentences, and 24.7% can read sentences. For each group of classes, the total of all these exclusive categories is 100%.

Math Tool

| अंक पहचान 1-9 | संख्या पहचान 10-99 | घटाव | भाग |
|------------------|-----------------------|--|--|
| 5 7 | 74 23 | $\begin{array}{r} 63 \\ - 44 \\ \hline 92 \\ - 48 \\ \hline 45 \\ - 27 \\ \hline 43 \\ - 29 \\ \hline \end{array}$ | $\begin{array}{r} 7 \overline{) 898} \\ \underline{51} \\ 38 \\ \underline{35} \\ 3 \\ \underline{3} \\ 0 \end{array}$ |
| 8 4 | 91 86 | $\begin{array}{r} 92 \\ - 48 \\ \hline 45 \\ - 27 \\ \hline 43 \\ - 29 \\ \hline \end{array}$ | $\begin{array}{r} 4 \overline{) 659} \\ \underline{23} \\ 42 \\ \underline{35} \\ 9 \end{array}$ |
| 2 9 | 24 79 | $\begin{array}{r} 45 \\ - 27 \\ \hline 43 \\ - 29 \\ \hline \end{array}$ | $\begin{array}{r} 8 \overline{) 946} \\ \underline{11} \\ 34 \\ \underline{31} \\ 36 \end{array}$ |
| 3 1 | 58 14 | $\begin{array}{r} 43 \\ - 29 \\ \hline \end{array}$ | $\begin{array}{r} 6 \overline{) 757} \\ \underline{12} \\ 35 \\ \underline{35} \\ 2 \end{array}$ |

बच्चे से कोई भी 5 अंक पहचानने को कहें। कम से कम 4 सही होने चाहिए। बच्चे से कोई भी 5 संख्या पहचानने को कहें। कम से कम 4 सही होने चाहिए। बच्चे से कोई भी 2 घटाव को सफल करने को कहें। दोनों ही सही होने चाहिए। बच्चे से कोई भी 1 भाग का सफल करने को कहें। वह सही होगा चाहिए।

English Tool

| बड़े अक्षर | छोटे अक्षर |
|---|---|
| <p>कौन ज्ञान नहीं, क्यों तो है। पूरे के समान मात्र को लिखिए नहीं। बच्चे से पहचान मात्र (मंत्र तु यावत्) के अंत बच्चे की अक्षर को पहचानें।</p> <p style="text-align: center;">B H R</p> <p style="text-align: center;">L V</p> <p style="text-align: center;">M P F</p> <p><small>बच्चे से कोई भी 5 बड़े अक्षर पहचानने को कहें। कम से कम 4 सही होने चाहिए।</small></p> | <p>कौन ज्ञान नहीं, क्यों तो है। पूरे के समान मात्र को लिखिए नहीं। बच्चे से पहचान मात्र (मंत्र तु यावत्) के अंत बच्चे की अक्षर को पहचानें।</p> <p style="text-align: center;">z j o</p> <p style="text-align: center;">w g</p> <p style="text-align: center;">u s k</p> <p><small>बच्चे से कोई भी 5 छोटे अक्षर पहचानने को कहें। कम से कम 4 सही होने चाहिए।</small></p> |
| शब्द | वाक्य |
| <p>cow wet</p> <p style="text-align: center;">big</p> <p>hat man</p> <p style="text-align: center;">pen</p> <p><small>बच्चे से कोई भी 5 शब्द पहचानने को कहें। कम से कम 4 सही होने चाहिए।</small></p> | <p>Where is your house?</p> <p>This is a long road.</p> <p>I like to play.</p> <p>She has a green kite.</p> <p><small>बच्चे से कोई भी 5 वाक्य पहचानने को कहें। कम से कम 4 सही होने चाहिए।</small></p> |

Table 9: % Children in Std I to Std VIII at different ARITHMETIC levels by school type 2014

| Std | Arithmetic level | Govt. | | Pvt. | | Govt. & Pvt.* | |
|-------------|--|-----------------|------|-----------------|------|-----------------|------|
| | | No. of children | % | No. of children | % | No. of children | % |
| Std I-II | Children who can recognize numbers 1-9 or more | 1035 | 79.1 | 708 | 96.5 | 1743 | 86.2 |
| Std III-V | Children who can do at least subtraction | 2021 | 23.8 | 707 | 56.2 | 2728 | 32.2 |
| Std VI-VIII | Children who can do division | 2290 | 27.2 | 368 | 61.4 | 2658 | 31.9 |

* This is the weighted average of children in government and private schools only.

Table 11: % Children in Std I to Std VIII at different ENGLISH levels by school type 2014

| Std | English level | Govt. | | Pvt. | | Govt. & Pvt.* | |
|-------------|---|-----------------|------|-----------------|------|-----------------|------|
| | | No. of children | % | No. of children | % | No. of children | % |
| Std I-II | Children who can recognize at least capital letters | 1026 | 66.8 | 709 | 94.9 | 1735 | 78.3 |
| Std III-V | Children who can read at least words | 2012 | 38.8 | 706 | 83.0 | 2718 | 50.3 |
| Std VI-VIII | Children who can read sentences | 2295 | 37.4 | 369 | 82.4 | 2664 | 43.6 |

* This is the weighted average of children in government and private schools only.

SCHOOLS

According to DISE (2013-14), Nand Nagri ward in Delhi has 30 schools. Our surveyors visited 23 schools of which 20 were government and 3 were private. Of these, 14 government schools and all 3 private schools gave us permission to enter and record basic data on enrollment, attendance and school facilities. Compliance with the RTE indicators in government schools was better than in private schools except for the PTR norm. For instance, 10 out of 13 government schools complied with PTR norm as opposed to all 3 private schools. All government schools had drinking water available while 2 out of 3 private schools had drinking water. More than half of the government schools (7 out of 13) had computers, whereas no private school had a computer. Finally, while all government schools had toilets, a separate girls' toilet, a playground, a boundary wall and a library books the same was not true in case of private schools.

Note: In some cases, there can be a mismatch between the number of schools surveyed and the number of schools with information on school facilities due to missing data.

KEY FINDINGS

Enrollment in schools

- ◆ Close to 98% of children in the age group 6-14 years are enrolled in school.
- ◆ The proportion of children out of school in the age group 6-14 years is close to 2% with a very small difference between boys and girls (2% and 1.5% respectively). This proportion increases as the children cross the elementary age group; almost 6% of children in the 15-16 years age group are out of school. In the older age group of 15-16 years, there is a small difference in the proportion between boys and girls (9% and 6% respectively).
- ◆ More children are going to government schools than to private schools. About 66% of children in the age group 6-10 years are going to government schools, whereas just 33% of children in the same age group are going to private schools. (The remaining 1% are either enrolled in other schools or not in school.)
- ◆ The medium of instruction for most of the children studying in government schools (more than 93%) is Hindi while English is the medium of instruction for majority of children going to private schools (more than 85%).

Preschool

- ◆ In the age group 5-6 years, between 3 and 8% of children were not enrolled in pre-school or school.
- ◆ More than 55% of 5 year old children are enrolled in primary schools with government schools recording marginally higher enrollment than private schools.

Learning

- ◆ 37% of children in Std 3 to 5 could read a Std 2 level text. About 14% could do division and 25% could read simple sentences in English.
- ◆ Children in private schools significantly outperformed children in government schools.
- ◆ The proportion of children in Std 3 to 5 who could read at least a Std 1 level text is 55% for government school children and 80% for private school children.
- ◆ In arithmetic, while 24% of children in Std 3 to 5 in government schools could do at least subtraction, the corresponding figure for private school children is 56%.
- ◆ Lastly, in English, while 39% of children in Std 3 to 5 in government schools could read at least words, the corresponding figure for private school children is 83%.

Thoughts on the way forward

This ward has attained a near universal enrolment for children in the age group 6-14 years. With almost three fourths of children enrolled in government schools, there is high expectation from these schools to meet the learning needs of children. Significant proportion of government schools meet the RTE norms and have requisite Pupil Teacher Ratio. However, with just over half the number of children in government schools in Std 3-5 being able to read simple paragraph and less than a quarter (in the same grades) being able to do subtraction, the government schools clearly need to do more for improving the learning outcomes of their children.