The Private School Revolution in Bihar

Findings from a survey in Patna Urban

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Foreword

The starting point for sound policy making is good and honest information. The India Institute is, thus, to be commended for making a comprehensive census of all schools in the city of Patna, capital of Bihar, with the approval of the government of Bihar. This study of all 72 wards of Patna Urban has plotted the location of each school using Global Positioning System technology and also measured attitudes of parents to education through a random sample survey of 360 homes.

This study concludes that official DISE data (District Information System for Education) excludes three quarters of the schools in the city and 68% of school going children. Government statistics show that there are only 350 schools in Patna; this census reveals that there are 1,574 schools. Thus, 2,38,767 school going children out of 3,33,776 students are missing from the official data. Mostly the missing schools are unrecognised schools, which charge very low fees and cater to the poor and lower middle class, and are often clustered around government schools. The household survey confirms nearly 70% of the parents prefer to send their children to private unaided schools.

The reason for the success of Patna's private unaided schools may be, in part because only 10% of teachers are absent in private schools, and that they have 21-26 students per teacher, compared to 42 students per teacher in government schools. Although this study does have comparable teacher absence data in government schools, an earlier, national study by Michael Kremer and others from Harvard University showed that only 61% teachers were present in Bihar's government schools. To round out this explanation, ASER's recent study in one ward of Patna (number 60) shows that children in private schools had significantly better results in math and reading than government schools.

No one knows how many unrecognised schools exist in India. India Institute, with the EG West Centre of the Newcastle University, has made a start and provided an answer for the city of Patna. What has been found in Patna is unlikely to be different from many parts of India. Given the findings of this study, it would be immoral to close down low cost private unrecognised schools as mandated by the new law. The Right to Education Act is a landmark legislation created by well meaning persons. It has many fine features but its great weakness is to totally neglect outcomes. More than half our children in class 5 cannot read nor do simple arithmetic that is expected of them in class 2, as the ASER reports show year after year.

India must be unique in the world for wanting to close down schools that serve the poor. What would be admired elsewhere as an example of entrepreneurial initiative (or *jugaad* as we say) has been made illegal by India's educational establishment. These

schools typically charge fees of less than Rs 300 per month but they do not get recognition because they fail to meet all the standards—for example, they don't have a large enough playing field or they cannot pay the minimum government teacher salary of Rs 20,000 a month as specified by the Sixth Pay Commission. In order to comply with standards, these schools would have to raise fees three to four times, and then the poor would not be able to afford them.

Unrecognised private schools, which mostly cater to the poor in the slums and villages of India, have been under threat for some time. With the passage of the Right to Education Act the threat is now real. Unrecognised private schools are successful because teachers are accountable to parents who can move their child to a competing school if they are not satisfied. In a government school there is little accountability as teachers have permanent jobs with salaries and promotions unrelated to performance.

Why would parents pay hard earned income when a child could be educated free and get a free mid-day meal in a government school? The government's answer is that parents are duped by 'unscrupulous elements'. You can fool some people some of the time, they say, but not all the people all the time. Lakhs of children in Patna's private schools would not be there unless they meet a genuine need. The irony is that while sending its own children to private schools, the establishment stridently opposes a similar choice for the poor.

The governments of many states make it difficult for private schools to function. I was baffled to learn about how often inspectors in Hyderabad visit unrecognised private schools. It is not because of an unusual dedication to standards but to be 'made happy', as one private school owner put it. Schools have to bribe to keep inspectors from closing them down. Hence, I believe that the main impact that the Right to Education Act will have will be to raise the bribe required to keep inspectors 'happy'. This in turn will force schools to raise school fees, and the burden will fall on the poor.

The answer is not to close down unrecognised schools but to understand their situation. Since they cater to the poor, there could be a graded system of recognition. If we can have a first and a second class in the train, why not officially designate 'first' and 'second' categories for schools? Since real estate is expensive, don't insist on a play ground the size of a football field but allow budget schools to operate with a smaller play area. This India Institute study offers some useful recommendations at the end. One of these is to offer official recognition to schools based on how well children perform in simple tests. Our first priority must be to reform government schools, but until that happens, why penalize the poor by taking away one choice they have found for giving their children some sort of future?

Gurcharan Das

Executive Summary

It is common knowledge that private unaided schools, including low cost schools, are "mushrooming" across the country. But knowledge of the sector is very limited, as very few studies have adequately mapped the phenomenon. In particular, a study that analyses the complete private schools' landscape within one city has never before been carried out. Conducting a thorough on-the-ground census of private unaided schools in Patna Urban, this study attempts to fill some of the gaps in our knowledge.[1] By focusing on a previously unstudied phenomenon in an entire Tier II city, the findings of this study will have implications for the entire country in the wake of the regulations for private schools in the Right to Education (RTE) Act.

The official data shows private education as an entirely insignificant part of the educational landscape in Bihar: The District Information System for Education (DISE) data for 2008-2009 estimates a total of 93 private schools for the whole of Bihar. Provisional data for 2009-10 suggest 14 private schools in the entire state. Our study found that these figures grossly underestimate the true picture. In Patna Urban alone, our study team visited 1,224 private unaided schools – and even this is a lower bound on the true number, as of course we cannot be sure that we visited all of the schools. Despite the apparently insignificant official number of such schools, in fact, private unaided schools make up the vast majority of schools in Patna – 78%, compared to only 21% of government schools and 1% of private aided.

Classifying private unaided schools into three categories, based on their monthly fee levels, our analysis shows that 69% of private unaided schools are low cost, 22% affordable, and only 9% higher cost. That is, the vast majority of private unaided schools found in Patna Urban were low cost, charging fees less than Rs. 300/- per month. These schools were not found to be operating in secluded pockets of the city or in the fringes alone. In fact, plotting the location of 1,182 private schools and 111 government schools using GIS technology, we found that there existed hardly a road or a street in Patna without a private school. Significantly, the number of private schools within one kilometre radius of a government school ranged between 9 and 93.

Concerning enrolment, using the figures we found in the private schools and trusting those supplied by government, we suggest fully 65% of schoolchildren in Patna attend private unaided schools, with just 34% attending government schools. Moreover, classifying private school attendance by fee bands reveal that there are roughly as many children in low cost private schools as there are in government schools, (32% compared to 34%). That is, nearly 1 out of 3 children in Patna Urban attend a low cost private school.

These findings are quite revolutionary. Until now, there has been no data on schools in Patna that has included all private unaided schools. Since the DISE data do not include unrecognised schools, this study has found that the existing data exclude three quarters of the schools operating in the city. They also exclude close to 68% of the city's elementary level students. This amounts to missing education information on at least 2, 38,764 of the approximately 3, 33,776 students enrolled in primary and upper primary schools.

We supplemented our detailed survey with interviews with a random sample survey of 361 households. This household survey shows that nearly 70% of those with children in government schools would prefer to send their children to private unaided schools if they could afford to do so. More than half the respondents did not think the government schools provided quality education. In fact, about a fifth seemed to have chosen a government school only for non-educational benefits such as the free midday meal and uniforms.

Section 19 of the RTE Act, 2009 requires that all unrecognised schools in the country be closed down within three years of the Act coming into force. For Patna, this would mean shutting down almost all private unaided schools which will result in a host of problems. If unrecognised schools were to close down, finding space for two thirds of the city's children who attend these schools in government ones that are said to be operating to capacity serving the other one third is impossible. Instead what is required is not to seek to close private unaided schools but to come up with a more innovative policy aimed at capitalising on the existing institutions.

We recommend a new recognition policy that would bring the unrecognised schools out of the extra-legal sector without having to abide by a host of rules and laws that do not focus on quality or children's educational attainment and which represent needles barriers to entry, innovation and entrepreneurship.

To encourage focus on quality, and to ensure minimum levels of transparency and fairness in the market, the government should create a healthy school eco-system. This requires planning based on authentic data on all types of schools and appreciation for better performing schools. To achieve the later, we recommend that all schools be rated annually, preferably through external agencies or self-regulation, against a well-defined, researched and meaningful set of input and performance indicators.

Introduction

Bihar is now among the fastest growing states in the country with Patna being the capital where a large number of people have made their home.[2] Patna, a typical tier II city, is among the oldest cities in the world. It is also one of the oldest centres of higher education in India – Patna University was founded in 1917. However, this eminence in higher education has not been extended to its school education system. In fact, published data have been consistently projecting a dismal picture of the city's school education sector. According to official statistics Patna has only 350 schools to cater for its 1.8 million people.[3] There are 3,50,000 school aged children in Patna.[4] Since the enrolment figures in the 350 government and aided schools add up to 1,00,000 and the official count of out of school children is 15,891, it seems safe to say that there must be hundreds of unaccounted private unaided schools providing the remainder with an education but operating under the radar.[5] It is now well documented that if people can afford even a hundred rupees per month for education, they will start to look for a private school for their child.

This type of behaviour, i.e., parents voting with their feet away from government schools, where they perceive the quality of education is low, has allowed entrepreneurs to step in to cater for this demand and become school owners. This has lead to the creation of a low cost school ecosystem in which supply meets demand both in kind and in quantity. Since the flourishing of such an ecosystem can be construed as an indictment of the quality of education offered free in government schools, low cost schools typically fail to attract sympathetic reviews from policy makers and experts who call for their "exposure".

What is important in this research is that our findings will have implications for the rest of India and cities that are comparable to Patna Urban. The study was therefore designed to carry out a complete census and survey of schools operating within the city, and to capture the various dimensions of the ecosystem in which these schools operate.

The Right of Children to Free and Compulsory Education Act 2009 is, unfortunately, unrealistic in its approach to unrecognised schools. Section 19 of the Act mandates that all unrecognised schools be shut down within three years of its coming into force, that is before March 2013. This provision could only have been made in the absence of credible large scale data on and hence a clear appreciation of the extent of the contribution unrecognised schools, which form the bulk of low cost schools, make in meeting the education goals of the country.

This study fills this gap with empirical evidence from the entire city rather than a sample. If the findings show that unrecognised schools are a main provider of education, then it is going to be essential that there are amendments to the Act.

Methodology

"The Private School Revolution in Bihar" is a study by the India Institute, New Delhi, with the EG West Centre, Newcastle University, UK. It was conducted with the authorisation of the Ministry of Human Resources Development of Bihar.

Initially, it was planned to study only the private schools serving the 4, 50, 000 people of Patna's 75 slums. It was originally assumed, taking information from other studies in similar cities in India, that there could be 3-4 low cost private schools for the 5,000-6,000 people in each slum. We also hypothesised that these schools could be catering to at least every fifth person in the slum. That is, 225 to 300 schools in all. But once in the field, it soon became clear that this phenomenon was not restricted to the economically poor. Almost on every street corner of Patna, one could see not one but many private schools operating. So the India Institute extended the study to cover all of the 72 wards of the city, and included a household survey and GIS mapping of the schools. From November 2010 through March 2011, we enumerated, surveyed and mapped schools, and interviewed hundreds of households.

While piloting our tools, we also met with various education department officials and activists to know their estimation of the number of private schools in the city. The government records showed only a handful of private schools. The officials, however, estimated that about twenty percent of the city's schools would be private. In absolute numbers, their estimates amounted to about 85 schools. On the other hand, activists we spoke to believed that there could be 2000 to 2500 private unaided schools in the city. The huge difference in the estimations prompted us to include a census before the survey of the schools. Thus, we had two sets of independently collected data, which we could then compare and cross check for errors.

We used GIS technology to plot the location of schools. It helped in avoiding inadvertent duplication of entries in the survey. A more significant use has been the accurate identification of school locations for the purpose of understanding the physical distribution of various types of schools – by management type, by terminal grade level and by cost level. We were able to geo-map almost all the private schools and a third of the government schools operating in the 72 wards of Patna Municipal Area. We expect this to be of immense help to the educational planners of the government of Bihar as well as serve as a model for other governments and agencies in the country looking to integrate technology into their educational planning process.

Each surveyed school was visited unannounced by a team of two trained field research associates. While one administered the interview schedule to the principal or the manager, the other made observations on class room activity, amenities and student behaviour in the school, which they noted in a separate form once they were outside the school. Wherever possible, they also took a tour of

the school to verify claims such as presence of labs, computers, and separate toilets for boys and girls etc. For authenticity of information entered in the interview schedule, the team got the signature of the interviewee and the seal of the school. Information from each school was also telephonically verified before being entered it into the database.

Geo-mapping and household surveys were conducted after the census and survey of schools. The GPS team mapped all the schools on our list. They also recorded the coordinates of a third of the government schools in the city for analysis of the pattern of private school distribution around government schools.

The household survey was conducted to understand factors affecting school choice. To avoid selection bias arising out of interviews with parents from any one set of schools, we interviewed 361 randomly selected households from 15 wards of Patna selected through computerised randomisation. These 361 households had 194 children in government schools and 477 children in private schools.

Constraints

The teams covered the whole city lane by lane. But in the absence of a city road map, it is possible that we missed some schools. Similarly, in the absence of proper ward maps- the concerned official suggested that we learn from each ward commissioner which streets/areas came under her/his ward- we relied on the schools to decide which ward their address is included in. This could be the reason for no schools in ward 9 in our final analysis.

Another constraint was the non-availability of urban sample frames. The electoral rolls we obtained too were incomplete in some respects. So we adopted a random start method to choose participants for our household survey.

Due to monetary constraints, we could not independently survey the government schools. We have used government data (education department data given to DISE) for our comparisons with government schools.

Types of Schools in Bihar

Based on funding and management type, schools in Bihar are of three types, government, private aided and private unaided.

Government schools are fully funded and managed by the government. The government runs primary schools (grade 1-5), upper primary (grade 1-8/ 6-8) and secondary schools. Government secondary schools are also called Rajkiyakrit Schools and Rajkiya Schools depending upon whether or not they were taken over by the government from private owners in 1981.[6]

Private Aided (PA) schools are schools that are partially funded by the government but owned and managed by private bodies. The government of Bihar funds religious schools too. Therefore, among the aided schools are some Madrasas and Sanskrit Vidyalayas (Hindu religious schools).

Private Unaided (PUA) schools are schools that do not receive any funding from the government. They manage their financial obligations through fee collection, donation and endowment. PUA schools can be either recognised (by the government) or unrecognised. Generally, a student moving from a private school to a government school would require a transfer certificate (TC) from a recognised school. Unrecognised schools are therefore operating within an extra legal sector outside of the laws and rules that appear on paper.

Unrecognised schools in Bihar

Our research shows that Bihar is one of the few states that is yet to enact a school education act post independence. So private schools are governed mainly by the provisions of Bihar Non-Government Secondary School Management and Control Takeover Act of 1981. The power of the government to grant recognition to schools flows from Article 19 of this act. Interestingly, unlike in most other states, this provision allows not just trusts and societies, but also "individual" and "individuals" to establish a school if they gave an undertaking that they would not seek financial assistance from the government. Even though this provision is applicable only to secondary schools, it does reflect a more progressive outlook towards mobilizing every possible resource to improve access to education for the children of the state.

Since the only legislation addressing the issue of recognition is aimed at secondary schools, almost all private unaided primary and upper primary schools are unrecognised. Based on the findings of our survey, we believe that where a primary or upper primary school is recognised, it is a school with permission to expand up to secondary level. We found only four such schools in the city.

Available estimate of unrecognised schools

Bihar's unrecognised schools have been greatly underestimated in existing

literature. The Common School System Commission of Bihar estimated the number of unrecognised secondary schools in the state at 700.[7] The seventh All India School Education Survey by the NCERT in 2002 estimated 3922 unrecognised schools at the primary level and 2193 unrecognised schools at the primary level in the state, aggregating to 8.81% and 18.09% of the total schools in the respective categories.

DISE does not provide data on unrecognised schools. Its data on recognised schools in Bihar suggests gross underestimation. In 2008-2009, DISE estimated a total of 93 private schools in Bihar. The 2009-10 provisional data from DISE estimates only 14 private schools in the entire state. We, however, found that 80 new schools came up in Patna urban alone between 2009 and 2010. These 80 schools cater to 6190 students totally and 3900 students in grades 1 to 8.

However, the 64th round of national sample survey (Education in India: Participation and Expenditure) by the National Sample Survey Office (NSSO) in 2007-08 pegged the extent of unrecognised schooling at a much closer level to reality. Interviewing households, as opposed to enumerating schools has given a realistic picture in this regard. The NSSO calculates that 43.8% of the primary school children in urban Bihar go to unrecognised schools. At the upper primary level, unrecognised schools cater to 25.5% of the students.

Dominant perception

As with their numbers, the service rendered by unrecognised schools too has gone largely unnoticed by experts and policy makers. The RTE act of 2009 mandates that all unrecognised schools be closed down by 2013. In the case of Bihar itself, in our interaction with the education department officials, we identified a lack of appreciation for the contribution these schools were making to educating Patna's children and for the parental aspiration of the economically weaker section that has propped the space for these schools. The Bihar Common Schools System Commission opined that

"Most of these schools have some structures but no regular class of teaching takes place on time."

To some extent this misperception could also be a result of having to form an inference without enough evidence to support it. As per the report, most unrecognised schools were established in the 80s. However, in the case of Patna at least, only 14% were set up between 1981 and 1990. About 10% existed before 1980 and the remaining 76% came up in the two decades starting 1991 (Figure 1 on page 17).

RESULTS

Number of Schools

How many schools of each management type (government, private aided and private unaided) are there? We explored this by sending survey teams into Patna Urban to find private schools, and by using government data for government schools.

Altogether, the survey team visited 1,238 private schools, including 14 private aided and 1,224 private unaided schools. It is important to note that this is a lower bound on the number of private unaided schools in Patna, as we cannot be certain that the survey team found all schools.

We obtained number of government and private aided schools from the government offices. These gave a total of 336 government schools in Patna Urban area, together with the 14 private aided schools that were also found by our survey team.

Table 1 shows the total number of schools in Patna Urban. Private unaided schools make up the vast majority of schools in Patna – 78%, compared to only 21% of government schools and 1% of private aided.

Private unaided schools were divided into three categories, related to their maximum monthly fees charged:

- low cost: the maximum monthly fee in the school is less than Rs 300

- affordable: the maximum monthly fee is between Rs 300 and Rs 499

- higher cost: the maximum monthly fee is Rs. 500 or over

Our survey team investigated the fees charged in the schools. From the 1,000 schools answering this question (data were missing from three schools), 69.1% of private unaided schools were low cost, 22.3% were affordable, and only 8.6% were higher cost. That is, the vast majority of private unaided schools found in the capital city of Bihar were low cost, charging less than Rs. 300/- per month (see Table 2).

Table 1 Number of schools, Patna Urban

School type	Number	%
Government	336	21%
Private aided	14	1%
Private unaided	1,224	78%
TOTAL	1,574	100%

Table 2 Number of private unaided schools by affordability

		Frequency	Percent	Valid Percent
Valid	Low cost private school	691	68.90	69.10
	Affordable private school	223	22.20	22.30
	Higher cost private school	86	8.60	8.60
	Total	1,000	99.70	100.00
Missing	System	3	0.30	-
Total		1,003	100.00	-

Enrolment

What proportion of children is enrolled in private unaided schools in Patna Urban? We used government data for government and private aided schools, and used data from 1,000 private unaided schools, extrapolating to the 1,224 private unaided schools found by the survey teams.[8]

Table 3 shows our findings for Patna Urban. Fully 65% of schoolchildren in Patna attend private unaided schools, with just 34% attending government schools. In other words, roughly 2 out of 3 school children in Patna Urban attend a private unaided school.

We can break down this data further to look at the different categories of private unaided schools (Table 4). Here we see that there are virtually as many children in low cost private schools as there are in government schools – 32% for private unaided low cost and 34% for government schools. Or to put it another way, nearly 1 out of 3 children in Patna Urban attend a low cost private school – with fees less than Rs. 300 per month.

As per the Annual Work Plan and Budget document of the SSA, 2009-10 (AWP&B), there are 3,49,667 children in Patna in the 6 to 14 age group. Of them, 15,891 are out of school. Our data shows that total elementary level enrolment in both government and private schools is 2,68,503. Thus, if we consider AWP&B data to be accurate, there are 65,273 children, about 19 per cent of the city's school age group population, for whom we do not have schooling information. It follows then, that either the estimate of out of school children is highly deflated or these children are in the 224 private schools that did not participate in our survey. If the latter case is true, then it would mean that actually 68 %, not 65% as our conservative estimation after extrapolation shows, of all school aged children in Patna go to a private school.

Table 3 Enrolment by school management type

School type	Enrolment	% of total enrolment	% of total school aged children
Government	91,087	27.29%	26.05%
Private aided	3,925	1.17%	1.12%
Private unaided	173,491	51.98%	49.62%
Private unaided not surveyed *	65,273	19.56%	18.67%
Total enrolled	3,33,776	100.00%	95.46%
Out of school	15,891	-	4.54%
TOTAL	3,49,667	-	100.00%

*   Total school aged children minus total surveyed minus out of school children. All other ratios for private schools in this report are based only on figures obtained through our survey.

Table 4 Enrolment by school management type, including affordability of private unaided schools

School type		Enrolment		% of total	% of private unaided	% of total
Government		91,087		33.90%		33.90%
Private aided		3,925		1.50%		1.50%
Private unaided		1,73,491		64.60%		
	Low cost		85,515		49.30%	31.80%
	Affordable		46,348		26.70%	17.30%
	Higher cost		41,628		24.00%	15.50%
TOTAL		2,68,503				100.00%

We can further disaggregate the data in Table 4 above to show the comparative enrolments for grades 1-5 and grades 6-8 (Table 5). Here we see that for grades 1 to 5, 63.1% of school children are in private unaided schools, while 33.0% of the total are in low cost private schools. For grades 6 to 8, however, the figure now rises to 68.5% of school children in private unaided schools, although a slightly lower proportion (28.8%) of these are in low cost private schools.

Table 5 Comparative enrolment in government and private schools, by grades

Grades 1-5						
School type		Enrolment		% of total	% of Private unaided	% of total
Government		68,713		35.60%		35.60%
Private aided		2,453		1.30%		1.30%
Private unaided		1,21,701		63.10%		
	Low cost		63,704		52.30%	33.00%
	Affordable		32,964		27.10%	17.10%
	Higher cost		25,033		20.60%	13.00%
TOTAL		1,92,867				100.00%
Grades 6-8						
School type		Enrolment		% of total	% of private unaided	% of total
Government		22,374		29.60%		29.60%
Private aided		1,472		1.90%		1.90%
Private unaided		51,790		68.50%		
	Low cost		21,810		42.10%	28.80%
	Affordable		13,384		25.80%	17.70%
	Higher cost		16,595		32.00%	21.90%
TOTAL		75,636				100.00%

Gender issues

We obtained figures from government on enrolment of girls and boys in government schools (figures for private aided were unavailable), and obtained data on this question from 1,000 private unaided schools. The figures show that 53.80% of students in government schools are girls, compared to 43.40% of students in private schools. Disaggregated we see that 45% of students in the low cost private schools are girls, with 41% in affordable and 42% in higher cost private schools. These figures will be disturbing on one level – they show that slightly less than half of enrolment in the private unaided schools is girls, and suggests that there is room for assistance to help the private unaided schools cater for more girls. Looked at another way, however, it is a further indictment of the perceived quality of government schools –parents tend to send their boys to the private schools because they perceive them to be better schools than the government's.[9]

Table 6 Gender in school management type

	Total pupils	Number of girls	% Girls	Number of schools
Government	91,087	48,984	53.80%	336
Private unaided	2,29,650	99,636	43.40%	1,000
Low cost	1,16,010	52,231	45.00%	691
Affordable	61,325	25,262	41.20%	223
Higher cost	52,315	22,143	42.30%	86

Teachers and students

We were not able to get the pupil-teacher ratio for typical teaching classes in any management type. However, we were able to obtain the total number of teachers in the school management types – this was the only figure the government was able to give us. This gives us a crude but nonetheless useful quality indicator. In the private unaided schools we obtained it by aggregating the numbers given by private unaided school managers in 1,000 schools. Dividing the number of pupils in each school type by the number of teachers gives us the figures in Table 7. This shows that for private unaided this crude measure of pupil/teacher ratio (PTR) is 22.1, compared to 42.30 for government schools in the city. The difference is greater when compared with state level figures- 52.51 for primary schools and 61.25 for primary with upper primary schools.[10] In fact, at the state level, for 13 % of government primary schools and 14 percent of government upper primary schools the PTR is above 100.[11] Interestingly, the low cost private schools have the lowest pupil-teacher ratio of all, at 21.0 pupils per teacher.

Table 7 Pupil/teacher measure

	No of teachers	Number of Pupils	Number of pupils/ number of teachers	Number of schools
Government	2,151	91,087	42.30	336
Private unaided	10,379	2,29,650	22.10	1,000
Low cost	5,519	1,16,010	21.00	691
Affordable	2,860	61,325	21.40	223
Higher cost	2,000	52,315	26.20	86

Attendance & Teaching Activity

In private schools, teacher attendance seemed to correlate with the cost level. While on average 90 percent of teachers in private schools were present on the day of the survey, between the three cost categories, teachers of the higher cost schools tended to be more regular.

Our surveyors also observed 981 private school class rooms in this study. In 911 of those class rooms, they found a teacher present and engaged in a teaching activity. While in 57 cases they found the teacher present but not engaged in a teaching activity, in 13 cases the teachers were absent.

Among the 973 private school heads observed, 324 of them were engaged in teaching at the time of observation while 575 were engaged in administrative work. 74 of them were absent on the day of their observation.

Table 8 Teacher attendance in private schools

School Type	Low Cost	Affordable	Higher Cost	All Private Unaided
% of teachers present	88.95	91.31	93.87	89.92

Table 9 Teacher activity

	Teaching	Not Teaching	Doing Administrative Work	Absent	Total
Teachers	911	57	0	13	981
School Heads	324	NA	575	74	973

Recognition Status

We asked the 1,003 private unaided school managers about the recognition status of their school. Two didn't give us data on this. Of the 1,001 giving data, only 42 were recognised by the government, while 4 were reported to have a "No Objection Certificate" (NOC) but were apparently not otherwise recognised. [A school applying for affiliation to Central Board of Secondary Education (CBSE) or Council for Indian School Certificate Examination (ISCE) has to get a No Objection Certificate from the

state government. This NOC is given only to recognised schools. However, in the pilot study, an unrecognised school was found to have an NOC, so the question was included to explore whether such cases were rampant. If a school has no recognition but has NOC, it suggests that the system has been manipulated in some way].

Table 10 Recognition status

		Frequency	Percent	Valid Percent
Valid	Recognised	42	4.20	4.20
	Unrecognised	955	95.20	95.40
	NOC	4	0.40	0.40
	Total	1,001	99.80	100.00
Missing	0	2	0.20	-
Total		1,003	100.00	-

We can also look at the affordability status and recognition (here 998 schools gave us enough information to analyse this). We see in Table 11 that only 2.3% of the low cost private schools were recognised, compared to 17.40% of the higher cost private schools.

Table 11 Recognition status correlated with affordability

			Affordability of the school			Total
			Low cost private school	Affordable private school	Higher cost private school	
Recognition status	Recognised	Count	16	9	15	40
		% within Affordability of the school	2.30%	4.00%	17.40%	4.0%
	Un-recognised	Count	672	214	68	954
		% within Affordability of the school	97.50%	96.00%	79.10%	95.60%
	NOC	Count	1	0	3	4
		% within Affordability of the school	0.10%	0.00%	3.50%	0.40%
Total		Count	689	223	86	998
		% within Affordability of the school	100.00%	100.00%	100.00%	100.00%

An important observation regarding recognition status relates to highly inflated enrolment figures for government schools. In our survey, 91% of schools up to class 10 and 61% of schools up to class 12 were unrecognised. Since unrecognised schools cannot send students to sit for board examinations, their class 10 and 12 students must also be enrolled in a government school or a recognised private school or the National Open School. Considering the cost involved and the small number of private recognised schools in the city, we believe that this data suggests very high levels of double enrolment.[12]

Fees/affordability and Fees/recognition status

As noted above, we defined the private unaided schools into three categories:

- low cost means the maximum monthly fee in the school is less than Rs 300
- affordable where the maximum monthly fee is between Rs 300 and Rs 499
- higher cost where the maximum monthly fee is Rs. 500 or over

The following table shows other findings about the fee range with schools defined in this way (we had data on 993 unaided and aided private schools for this information). The low cost private schools, for instance, had a minimum monthly fee of Rs. 20, and a maximum of Rs. 290, with a median minimum fee of Rs. 100 and a median maximum of Rs. 150.

The maximum fees of private aided schools (although we only gained information on this from 3 schools) put them somewhere between low cost and affordable private schools.

Table 12 Fees and affordability

Affordability of the school		N	Mean	Standard Deviation	Minimum	Maximum	Range	Medium
Minimum fee	Low cost private school	684	114	48.63	20	275	255	100
	Affordable private school	220	229	75.86	50	450	400	225
	Higher cost private school	86	432	371.28	105	2500	2395	313
	Private aided school	3	120	107.59	10	225	215	125
	Total	993	167	153.79	10	2500	2490	150
Maximum fee	Low cost private school	684	156	63.05	30	290	260	150
	Affordable private school	220	351	51.16	275	495	220	350
	Higher cost private school	86	731	460.60	500	3000	2500	588
	Private aided school	3	180	181.87	15	375	360	150
	Total	993	249	223.60	15	3000	2985	200

Table 13 Recognition and fees

Recognition status		N	Mean	Std. Deviation	Minimum	Maximum	Range	Median
Recognised	Minimum fee	40	280	270.5	50	1400	1350	200
	Maximum fee	40	434	366.0	50	1800	1750	350
Unrecognised	Minimum fee	945	161	143.9	20	2500	2480	150
	Maximum fee	945	240	211.3	30	3000	2970	200
NOC	Minimum fee	4	419	286.8	125	800	675	375
	Maximum fee	4	600	255.0	250	850	600	650
Total	Minimum fee	989	167	154.0	20	2500	2480	150
	Maximum fee	989	249	223.9	30	3000	2970	200

We can also look at fees and recognition status. Table 13 shows that in general the recognised schools are more expensive than the unrecognised ones – with a median minimum fee of Rs. 200 per month, compared to Rs. 150 for the recognised.

Year of Establishment

Concerning Year of Establishment of the schools, Table 14 shows that the private unaided schools are clearly not 'fly by nights'. The mean year of establishment for the recognised private schools was 1987, while for the unrecognised schools it was 1997. The table below shows the data by recognition status and affordability of the schools. It turns out that the reported oldest private school was an unrecognised low cost school (founded 1937). The median date for opening of an unrecognised low cost private schools was 2000, compared to 1982 for a recognised low cost private school.

Table 14 Year of Establishment, recognition and affordability

Recognition status	Affordability of the school	N	Mean	Std. Deviation	Minimum	Maximum	Range	Median
Recognised	Low cost private school	16	1983	15.5	1961	2006	45	1982
	Affordable private school	9	1986	16.8	1959	2008	49	1986
	Higher cost private school	15	1992	11.4	1965	2007	42	1994
	Total	40	1987	14.6	1959	2008	49	1991
Unrecognised	Low cost private school	672	1997	10.9	1937	2011	74	2000
	Affordable private school	214	1997	9.8	1950	2011	61	2001
	Higher cost private school	68	1995	12.3	1960	2010	50	1998
	Total	954	1997	10.8	1937	2011	74	2000
NOC	Low cost private school	1	1954		1954	1954	0	1954
	Higher cost private school	3	1991	9.0	1981	1997	16	1996
	Total	4	1982	20.0	1954	1997	43	1989
Total	Low cost private school	689	1996	11.3	1937	2011	74	1999
	Affordable private school	223	1998	10.4	1950	2011	61	2001
	Higher cost private school	86	1994	12.0	1960	2010	50	1996
	Total	998	1996	11.2	1937	2011	74	2000

Figure 1 Private schools establishment trend
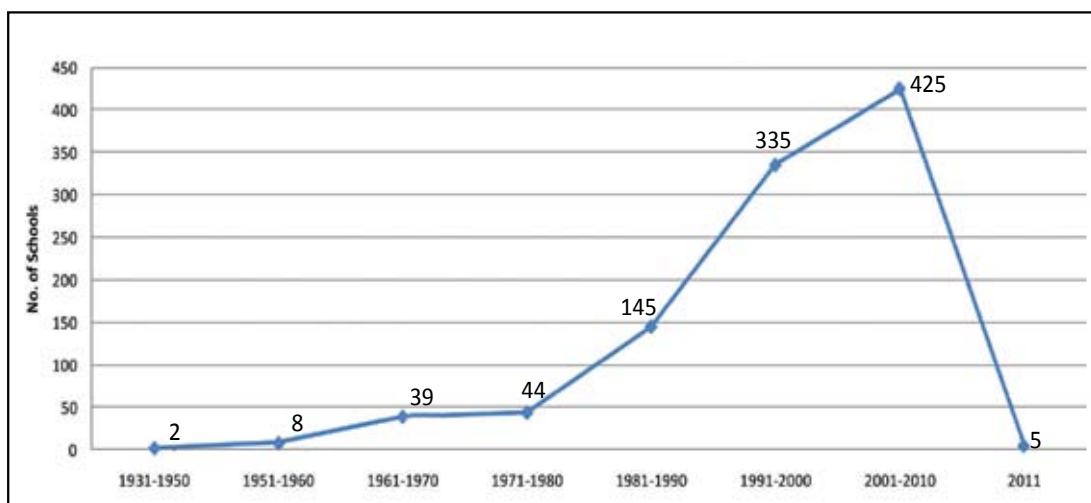
Medium of instruction

We obtained data on the medium of instruction for 997 of the private unaided schools. Around half of the low cost private schools were English medium, while 6.5% were Hindi medium and 43% a mixture of English and Hindi medium. The vast majority of higher cost private schools were English medium (86.6%) with none of these schools being Hindi medium only. We were not able to gain this information from the government schools, although it is assumed that the vast majority of these will be Hindi medium.

Table 15 Medium of instruction and affordability

			Affordability of the school			
			Low cost private school	Affordable private school	Higher cost private school	Total
Medium of instruction	English	Count % within Affordability of the school	347 50.40%	174 78.00%	74 86.00%	595 59.70%
	Hindi	Count % within Affordability of the school	45 6.50%	4 1.80%	0 0.00%	49 4.90%
	English and Hindi	Count % within Affordability of the school	296 43.00%	45 20.20%	12 14.00%	353 35.40%
Total		Count % within Affordability of the school	688 100.00%	223 100.00%	86 100.00%	997 100.00%

Average teacher salaries

We investigated teacher salaries in private aided and unaided schools. We asked school managers for the average monthly salary of teachers in their schools. For low cost private schools the mean of the responses was Rs. 1,447 per month, with a median of Rs. 1,250. Affordable private schools had the same median as private aided schools (Rs. 2,500 per month), although a lower mean (Rs. 3,074 compared to Rs. 3,525). We see that the recognised schools had in general higher monthly teacher salaries than the unrecognised.

Table 16 Average teacher salaries, recognition and affordability

Recognition status		Affordability of the school	N	Mean	Std. Deviation	Minimum	Maximum	Range	Median
Recognised	Arerage monthly teacher salary	Low cost private school	16	1647	1330.2	500	6000	5500	1375
		Affordabile private school	9	5772	4316.2	2200	16000	13800	5000
		Higher cost private school	15	8117	4998.1	3500	17500	14000	6000
		Private aided	6	3779	2948.3	175	7750	7575	2625
		Total	46	4842	4490.8	175	17500	12325	3625
Unrecognised	Arerage monthly teacher salary	Low cost private school	659	1442	1136.8	350	22000	21650	1250
		Affordabile private school	199	2952	1740.4	650	15500	14850	2500
		Higher cost private school	64	6122	9274.5	750	75000	74250	4125
		Private aided	1	2000		2000	2000	0	2000
		Total	923	2093	3006.6	350	75000	74650	1500
NOC	Arerage monthly teacher salary	Low cost private school	1	1750		1750	1750	0	1750
		Higher cost private school	3	11094	7528.2	6500	19782	13282	7000
		Total	4	8758	7720.7	1750	19782	18032	6750
TOTAL	Arerage monthly teacher salary	Low cost private school	676	1447	1140.3	350	22000	21650	1250
		Affordabile private school	208	3074	1987.0	650	16000	15350	2500
		Higher cost private school	82	6669	8600.5	750	75000	74250	4500
		Private aided	7	3525	2774.2	175	7750	7575	2500
		Total	973	2250	3195.0	175	75000	74825	1500

School facilities

Our researchers were asked to make notes on several school facilities they observed. They found that 95 % of the private schools were operating in pucca buildings. Four were found to be operating from mud huts while 42 operated from tin/timber/carton buildings. Six schools were running in open air.

With regards to a school library (Table 17), 42.70% of the private schools (aided and unaided) had a library. Only 29.30% of the low cost private schools had a library, however, compared to 86.70% of the higher cost and 85.70% of (admittedly small number of) private aided schools.

Regarding having one or more computers for children's use and/or a science lab (Table 18), 65.70% of the private schools overall had these facilities. Here the low cost private schools were roughly comparable to the private aided schools (56% compared to 57% having these facilities), while the affordable and higher cost private schools were much better equipped (86% and 95% respectively). However, government schools in the state compare very poorly on this parameter with just 0.90% of primary and 2.50% of upper primary schools having a computer.[13]

Regarding drinking water for the children (Table 19), all but 2 low cost private schools had drinking water available.

Regarding toilet facilities (Table 20), the majority of all types of private unaided schools have separate toilets for boys and girls – 71% of low cost, 85% of affordable and 88% of higher cost private schools. This is better than the private aided schools, with only 57% of schools having these facilities. The difference is starker when compared with the state's average, which is a mere 37.70% of which only 50.53% are functional.[14]

Table 17 Library facilities

			Affordability of the school				
			Low cost private school	Affordable private school	Higher cost private school	Private aided	Total
The school has a library	Yes	Count	200	143	72	6	421
		% within Affordabililty of the school	29.30%	66.80%	86.70%	85.70%	42.70%
	No	Count	482	71	11	1	565
		% within Affordabililty of the school	70.70%	33.20%	13.30%	14.30%	57.30%
Total		Count	682	214	83	7	986
		% within Affordabililty of the school	100.00%	100.00%	100.00%	100.00%	100.00%

Table 18 Computer and science lab

			Affordability of the school				
			Low cost private school	Affordable private school	Higher cost private school	Private aided	Total
The school has a computer/ science lab	Yes	Count	382	183	79	4	648
		% within Affordabililty of the school	56.00%	85.50%	95.20%	57.10%	65.70%
	No	Count	300	31	4	3	338
		% within Affordabililty of the school	44.00%	14.50%	4.80%	42.90%	34.30%
Total		Count	682	214	83	7	986
		% within Affordabililty of the school	100.00%	100.00%	100.00%	100.00%	100.00%

Table 19 Drinking water

			Affordability of the school				
			Low cost private school	Affordable private school	Higher cost private school	Private aided	Total
The school has drinking water facilities	Yes	Count	687	223	86	7	1003
		% within Affordabililty of the school	99.70%	100.00%	100.00%	100.00%	99.80%
	No	Count	2	0	0	0	2
		% within Affordabililty of the school	0.30%	0.00%	0.00%	0.00%	0.20%
Total		Count	689	223	86	7	1005
		% within Affordabililty of the school	100.00%	100.00%	100.00%	100.00%	100.00%

Table 20 Separate toilets for boys and girls

			Affordability of the school				
			Low cost private school	Affordable private school	Higher cost private school	Private aided	Total
The school has separate toilets for boys and girls	Yes and they are functioning	Count	464	182	73	4	723
		% within Affordabililty of the school	70.70%	85.40%	88.00%	57.10%	75.40%
	Available but not functioning	Count	2	4	0	0	6
		% within Affordabililty of the school	0.30%	1.90%	0.00%	0.00%	0.60%
	No not available	Count	187	26	10	3	226
		% within Affordabililty of the school	28.50%	12.20%	12.00%	42.90%	23.60%
	Could not observe	Count	3	1	0	0	4
		% within Affordabililty of the schoo	0.50%	0.50%	0.00%	0.00%	0.40%
Total		Count	656	213	83	7	959
		% within Affordabililty of the school	100.00%	100.00%	100.00%	100.00%	100.00%

DISTRIBUTION OF PRIVATE SCHOOLS

Distribution of private schools

The distribution of the types of private unaided schools could be one of the best indicators of the nature of schooling in demand in an area. If the government desires to take into account parental aspiration and choice in its educational planning, understanding what kind of schools are serving what kind of population in which areas is a must. An accurate estimate of available supply is also a prerequisite for efficient use of scarce public resources. However, there perhaps is no city in India in which all of its schools have been "geo-mapped". In our attempt to do this for Patna, we have been able to cover almost all of the private schools (even the few that did not participate in our survey) and about one third of government schools. In all we were able to map 1,293 schools - 1,182 private schools and 111 government schools.

Findings

It is commonly believed that private schools exist only in pockets in a town or a city, and that they serve only the rich and powerful. Specifically about Bihar, while speaking of various types of schools, the Common School System Commission of Bihar (2007) cites note by Jha, MM (2006) to categorise private schools as "elite schools offering international certifications", "Private fee-charging schools for upper middle and rich classes" and "Low fee private schools in rural areas".[15] However, the sheer number of such schools that we found in Patna proves in no uncertain terms that private unaided schools are abundant and proliferating, and

that they serve all socio-economic sections of the society. Plotting their location on the city's Google map using Global Positioning System (GPS) coordinates has presented us with clinching evidence that in a tier II city like Patna, private schools are ubiquitous.

Another widely held perception is that low cost private schools are typically in areas where there are no government schools. It is often assumed, indeed wrongly, that economically poor people would prefer a free service to a paid service. However, poor people, when it comes to investing in the future of their children, seem to prefer what they consider better service, even if they have to pay for it.

After we plotted the location of the 1,293 schools on the map, we analysed the distribution of private schools around government schools. We did this by creating a buffer area of one km radius around each of the 111 government schools we had mapped and counted the number of private schools in each of those 3.14 square kilometre buffer zones. The minimum number we found was nine while the maximum was 93. As the chart below shows, only three government schools had less than 10 private schools in their buffer zones. Similarly, only 3 government schools had more than 90 private schools in a one kilometre radius around them. However, around 17 percent of the government schools had 20-30 private schools in their buffer zones and another 17% had 50-60 private schools.

In some places in Patna, two government schools operate from the same premises.

In such cases, we recorded two different sets of coordinates separated by a few metres. This and the fact that in some cases two or more government schools are situated within a straight line distance of one kilometre from each other meant that the buffer zones overlapped quite frequently. Therefore, often private schools in one buffer zone were also counted in other buffer zones. Still, their popularity is reflected in their total. In all, 1,054 private schools existed within a kilometre radius of 111 government schools.

We also calculated the subcategories (by terminal grade level, fee level and legal status) and of private schools in the buffer zones, which is given in the figure below and Table A1 in the annexure.

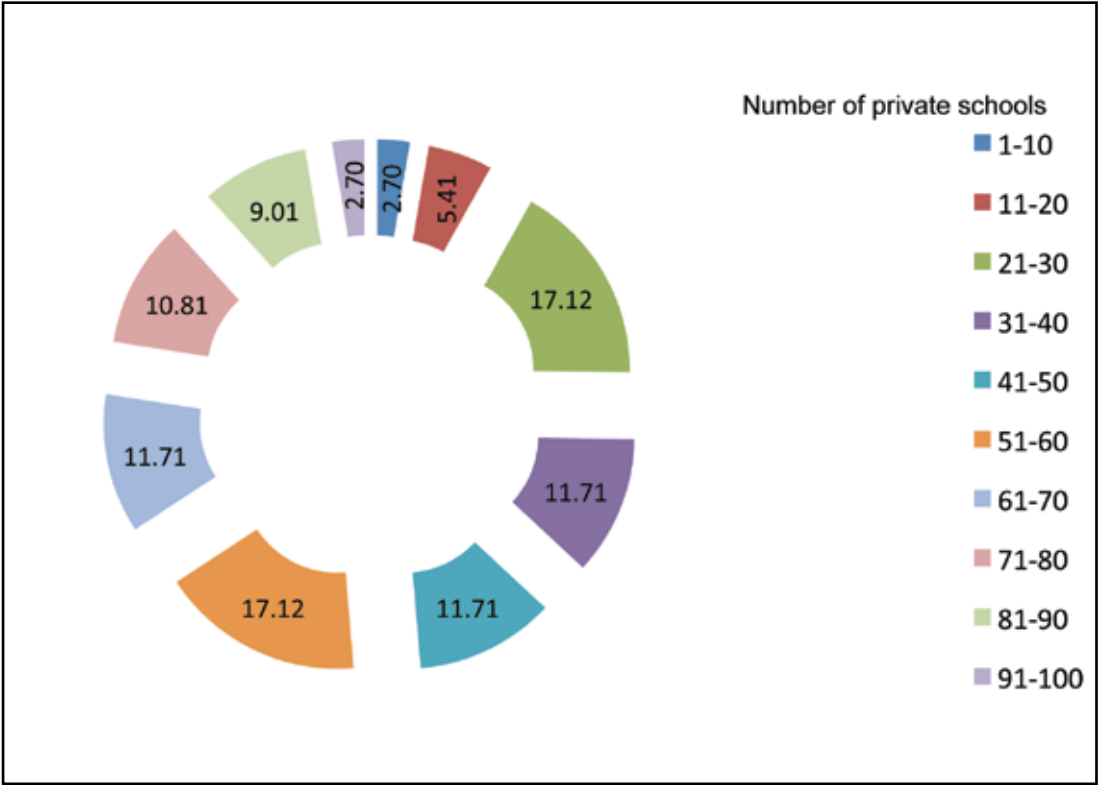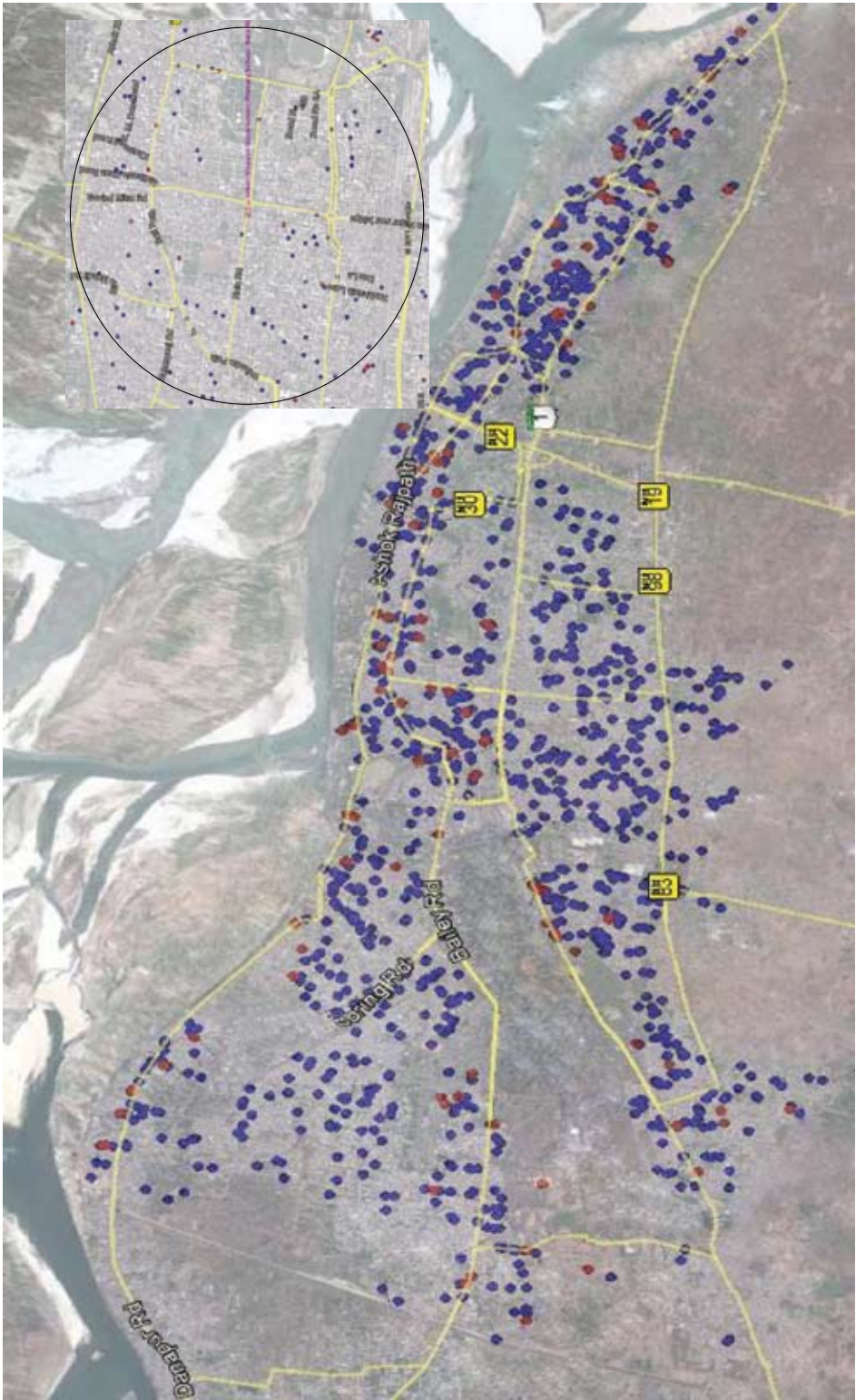Figure 2 % of government schools with count of private schools in 1 km radius

Figure 3 Distribution of private schools (blue) around government schools (red) in Patna Urban

FACTORS AFFECTING PARENTS' CHOICE OF SCHOOL

Factors affecting parents' choice of school

How parents choose the school for their children is a topic not fully researched in India. In his study of unrecognised schools in Haryana, Yash Aggarwal (2000) interviewed heads of private schools to find the reasons for the popularity of their schools. He found that most people chose private schools because the schools taught English as a subject, added to social status and were nearer to home.[16] In the First Assessment Report of Delhi Voucher Project (2009) done by Centre for Media Studies (Delhi) for Centre for Civil Society (CCS), parents opined that word of mouth popularity was the primary reason for choosing a school followed by quality of teaching and nearness to home.[17]

We have attempted to add to the understanding by interviewing 361 randomly selected households of school going children in Patna Urban. Corroborating the enrolment trend we found in our schools survey, more than two-thirds of the children in the sample were found to be enrolled in private schools. Since it is most likely that parents did not have a hierarchical list of reasons to base their school choice decision on, we gave them a list of ten reasons for choice of a government school and eight reasons for choice of a private school, and asked them to identify all the reasons that had mattered to them.

Primary reasons for choosing a private school

As shown in the Figure 4 below three main reasons stand out with regards to parents choosing private unaided schools for their children - quality, discipline and English medium.

Quality matters more than government recognition

Of the parents of 477 children in private schools that participated in the survey, only around 34 % said that the recognition status of the school also influenced their decision. That is, to about two thirds of the parents who put their child in a private school, whether the school was recognised by the government did not matter. In fact an almost equal number of them – 31%- said that they knew the school was unrecognised but went for it because it offered good quality education.

While what constitutes quality education is debatable, a vast majority (91%) of those who considered that private schools offered better education also considered that their students were better behaved (Student Discipline in Figure 4).

English medium is key

It is well known that English medium is among the most attractive features of a private school. In our sample, around 85% of parents with children in private schools said English medium played an important role in their choice of school. However it was not the factor that influenced the

most. That position goes to quality of education. More than 93% of parents said that they chose a private school because they found better quality education there. This shows that private schools compete with government schools on quality first. Merely being an English medium school does not guarantee patronage. This inference is corroborated by the fact that 35% of private unaided schools teach in mixed medium (English and Hindi).

The double enrolment option

Of considerable significance is the fact that almost one-fifth of the parents whose children were in unrecognised schools were confident of getting a transfer certificate from a recognised school or a government school as and when they needed it. Since there are only a handful of private recognised schools in the city, what they really were saying was that a significant proportion of government school enrolment shown on records are students who are enrolled in private unrecognised schools. These students do not get their education from government schools but would remain in their rolls and get their transfer certificates.

Figure 4 Reasons for parental choice of private school
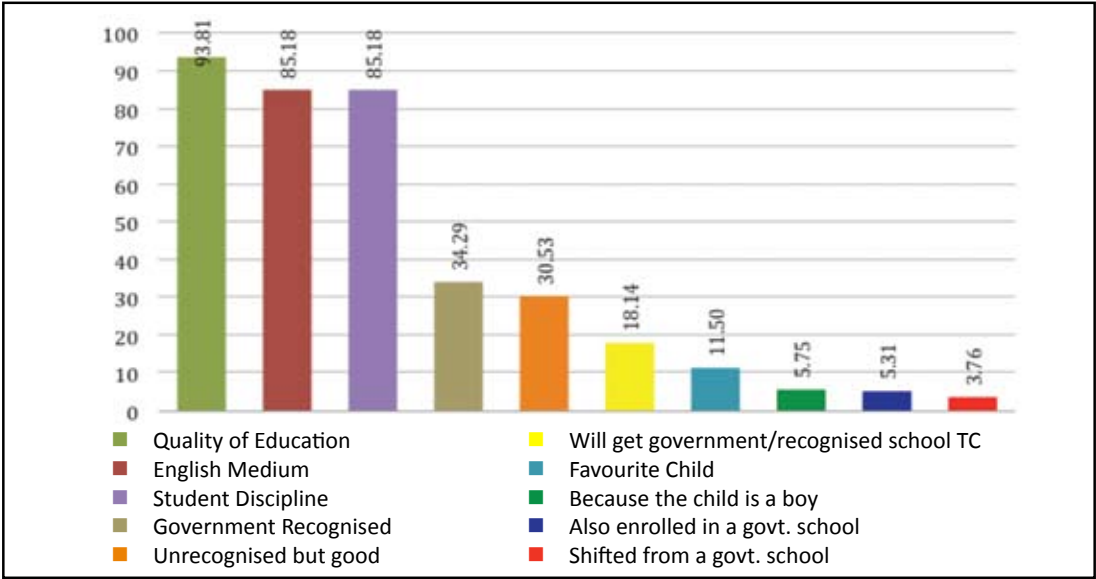
Primary reasons for choosing a government school

Cannot afford a private school

Among parents of children in government schools (194 children from 361 households),

70% said affordability was an important factor in their decision making. Had they been able to afford the fees, they would have put their child in a private school. This reason can also be seen in parents' preference to sending male children to private schools and female children to

government schools. Around 6% of them acknowledged having considered the gender while deciding between a government and a private school for their child. This correlates with girl children totalling to slightly less than half the number of enrolments that we found in private schools as opposed to their comprising slightly more than 50% of students in government schools.

Non-educational benefits

40% of the parents of children in government schools said they were drawn by the mid – day meal scheme. However, we found that the scheme may not have succeeded in converting this enthusiasm for enrolment into appreciation for education. A significant proportion of parents with children in government schools, about 19%, said that they chose a government school because they did not see any benefit accruing from education. In other words, they were sending their children to a school for non-educational benefits only. Interestingly, between free meals, and free books and clothes (uniform), the later seems to have an impact on a larger number of people. 67% of parents chose a government school for free books and clothes compared to 39% who were attracted by the free meal.

For transfer certificate

The next most important factor that seems to have influenced parents who chose a government school is the need for a transfer certificate from a government school.[18] Around 56% said that they were afraid they would not be able to get a government school seat later if their income levels were to drop down and not permit continuation of their child's education in a private school.

Figure 5 Reasons for parental choice of government school
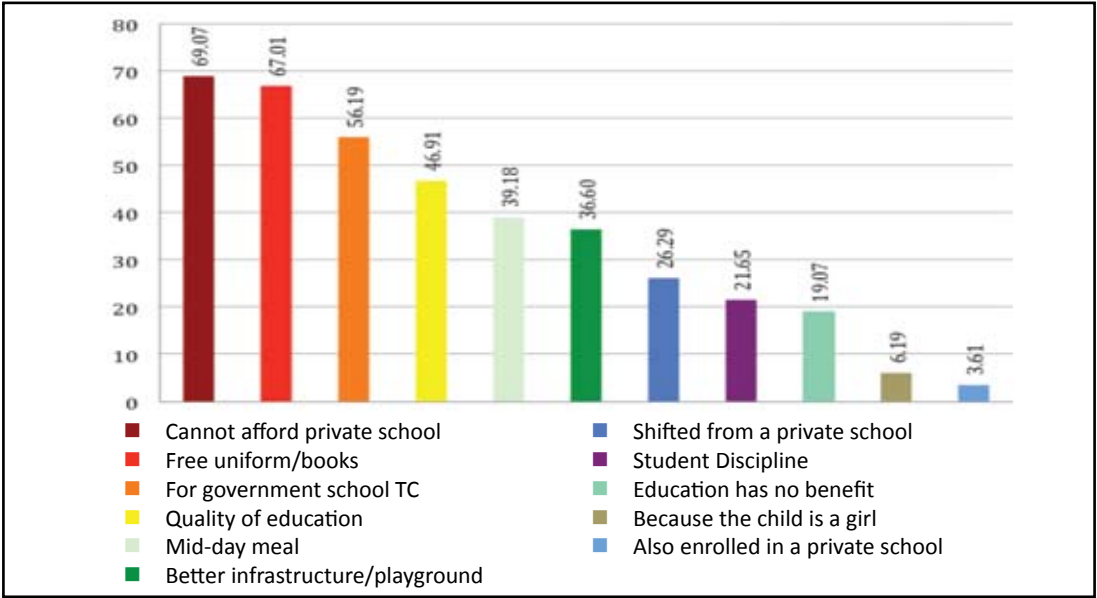
IMPLICATIONS OF FINDINGS FOR RTE

Implications of findings for Right to Education Act (RTE)

Two provisions of the Right to Education Act have attracted the most attention, of not just the stake holders but even the foreign media. One, the 25 % reservation of private school seats for government sponsored students from the economically weaker sections and two, the proposed closure of all schools that remain unrecognised three years after the Act came into force. Our findings suggest that the provision to close down unrecognised schools, if implemented, will be counter productive to the educational interests of the children. In fact, it will affect the schooling prospects of lakhs of children in the country besides adding financial burden to the state as well as the parents.

In this section, we explore how access, quality and cost of education will be affected by these two key provisions of the RTE Act.

Implications for Sections 19(2) and 19(4)

Sections 19(2) and 19(4) deal with the mandatory closure of schools that continue to remain unrecognised.

Section 19(2) states: *Where a school established before the commencement of this Act does not fulfill the norms and standards specified in the Schedule, it shall take steps to fulfil such norms and standards at its own expenses, within a period of three years from the date of such commencement.*

Section 19(4) states: *With effect from the date of withdrawal of recognition under sub-section (3), no school shall continue to function.*

Financial implications for schools and parents

From our empirical study, it has become quite clear that in the case of Patna, if the legal status of the unrecognised schools did not change by 2013 and the demands of Section 19 of the RTE were to be followed, then the closing down of these schools would imply forcing 60% of the city's children out of school.

Obviously this is a cause for great concern.

Even though the RTE Act has provided a three year window (two of which are already almost over) for unrecognised schools to obtain recognition, in most cases it is highly unlikely to happen. It is well documented that the primary reason for these schools to remain unrecognised is the unrealistic input criteria they have to meet, a most contentious of which relates to teacher qualification. We analysed the feasibility for unrecognised schools to employ only trained teachers.

If Section 23 of the Act, which makes it compulsory that a teacher be trained, is strictly enforced, unrecognised schools will become unsustainable. Among low-cost schools, on an average, teacher salary expenses equal 49 % of revenue. To replace its existing teachers with trained teachers and pay them salary at par with the salary earned by trained teachers in government

schools, a low cost school will have to increase its average fees by 560%. This is assuming they maintain their existing PTR, which is much lower than what is mandated by RTE. Even if they manage to increase their enrolment to the maximum level allowed by RTE (PTR of 40:1), they will have to increase their average fees by 294% to meet the increased salary expenses. This is assuming that servicing of loans for capital costs incurred to accommodate the increased strength will be met by 50% of the revenue.

In the case of affordable schools, teachers' salary is 48% of the revenue. If they were to follow the RTE norms on teacher qualification and salary, making the same assumption as above, even at a PTR of 40:1, they would need to increase their average fees by 145%. Even higher cost schools in Patna would need an additional 173% of revenue if they wanted to maintain their current PTR.

Table 21 Effect of RTE on fees

School Type	Salary expense as a % of revenue	Present PTR	Projected % increase in avg fees at present PTR	Projected % increase in avg fees at max PTR under RTE (40:1)
Low Cost	49	21	560	294
Affordable	48	21	286	145
Higher Cost	44	26	173	1

Quality

A recent study by ASER Centre in one ward of Patna (ward 60) showed that children in private schools, mostly from unrecognised schools, achieved better learning levels in reading, arithmetic and English than their government school counterparts. According to the report "Private school children significantly and substantially outperform government school children in each of the tasks at each grade level".[19] Even comparisons with Bihar average and national average showed that these children received better quality education (see Tables 22,23 & 24).[20] Within the ward, in the case of private schools, the lowest percentage of children in any class able to meet the compared parameter for reading levels was 87.50 while the highest percentage was 95.50. The comparable figures for government schools were 30.60 and 63.00. In arithmetic too, private school children performed much better than government school children. For instance, only less than 43% of children in class 4 of government schools could perform the subtraction sums that more than 93% of their private school counterparts could do.

Table 22 Achievement levels of Patna Urban by management type - Reading

Reading Level	% of children in different grades - Ward 60 Patna Urban			Bihar Average (Rural)	National Average (Rural)
	Government School	Private School	All		
% Std 2 children who can at least read words	30.60	87.50	68.30	23.10	28.30
% Std 3 children who can at least read Std 1 level text	42.30	92.40	74.60	16.50	21.50
% Std 4 children who can read Std 2 level text fluently	44.40	92.70	73.90	30.70	34.20
% Std 5 children who can read Std 2 level text fluently	63.00	95.50	79.10	49.50	48.20

Table 23 Achievement levels of Patna Urban by management type - Maths

Arithmetic Level	% of children in different grades - Ward 60 Patna Urban			Bihar Average (Rural)	National Average (Rural)
	Government School	Private School	All		
% Std 2 children who can at least recognize numbers till 10	84.70	97.70	93.70	40.50	38.50
% Std 3 level children who can at least recognize numbers till 100	53.90	97.20	81.70	29.70	35.70
%Std 4 children who can at least do subtraction	43.10	93.60	73.50	30.60	32.30
% Std 5 children who can do simple division	33.70	78.70	55.50	36.90	27.60

Table 24 Achievement levels of Patna Urban by management type - English

English	% of children in different grades - Ward 60 Patna Urban		
	Government School	Private School	All
% Std 2 children who can at least recognize alphabets	70.20	96.60	87.60
% Std 3 level children who can at least read a simple words	26.90	91.70	68.90
% Std 4 children who can read a simple sentence	20.80	93.60	64.30
% Std 5 children who can read a simple sentence	37.00	92.10	64.10

Difference in medium of instruction

Nine out of every ten unrecognised schools teach either in English or in a combination of English and Hindi. Therefore, a vast majority of children who might be shifted to a government school, if unrecognised schools were closed, would be shifting from an English medium school to a Hindi medium school. Most of these children would also have had pre-schooling. 804 of the 955 unrecognised schools we found had pre-schooling. Therefore, shifting these children to government schools will not be in the interest of their education.

Distance from home

The next practical difficulty in relocating children from unrecognised schools to government schools is concerning the location of the child's new school. It is common knowledge that parents choose a school that is near to their home. That there are three private schools for each government school in the city means that even if the children get relocated to the nearest government or private recognised school, of which type there are just a handful, for most of the children the new school is bound to be farther from home than their present school. As a 2009 study by Professor K Sudhir and Sachin Sancheti in rural Uttar Pradesh and Bihar showed, this could have an adverse effect on retention, especially in the case of girl children:

"School enrolment is highly sensitive to distance from home; and especially so for girls. A ½ km of extra travel distance dramatically reduces private school enrolment; from 28.4% to 24% for boys and from 22.5% to 18% for girls in lower primary schools".[21]

Considering safety is a major concern, this finding is bound to be valid in urban areas too. Besides this possible discouragement from continuing education, this could also mean need for paid transport in some cases, thus increasing the cost of education for the parents.

The moral question

Finally there is the question of who decides which is the right school for a child. Should the parents be doing it or the government? If the government decides to shut the unrecognised schools and shift their children to government schools, it would be taking away from parents their basic right to choose what kind of education they would like for their children.

Implications for Section 12(1)(C)

Reduction, not increase in access

Section 12(1)(C) of the RTE Act mandates that every unaided private recognised school reserve at least 25% of its seats for government sponsored children from the economically weaker section (EWS). This is one way, it is believed, to increase education access through public private partnership (PPP). But this motive will be defeated if the unrecognised schools are closed. Because, while 25% of class 1 strength in recognised private unaided schools in Patna is approximately 590, 25% of class 1

strength in private unaided unrecognised schools is approximately 4740. Closing down unrecognised schools would mean denying eight times more children from the economically weaker section access to private school education. Incidentally, 25% of class 1 strength in unrecognised schools equals 32% of the present class 1 strength in Patna's government schools.

Table 25 Grade 1 strength

School Type	No. of schools	Avg grade 1 strength	Est. total seats in grade 1	25% of total seats in grade 1
Recognised	51	46.21	2,357	589
Unrecognised	955	19.84	18,947	4,736

Financial implication for the state

If we assume that necessary space and amenities are somehow made, the state taking over the responsibility of funding these children will have enormous financial implication. Our survey shows that fully 83% of children in private unaided schools are in unrecognised schools. In absolute numbers, that amounts to close to 1,50,000 students. At the rate of Rs 4705 per child per annum that Bihar spends on educating its children in government schools, roughly, the annual recurring expenditure of educating children from Patna's unrecognised schools alone will be more than 70 crore rupees (700 million INR).[22] If we add the required capital expenditure and extrapolate the numbers for all of Bihar, the figure will run into several hundred crores per annum. To put another way, since enrolment in unrecognised schools together with a small percentage of double enrolment amounts to twice the enrolment in government schools, the government will have to increase its budget by approximately 200% if it has to educate them.

Thus compared to the excitement this provision of the Act has created among various stakeholders, its impact in Bihar's capital city will be contrary to expectation, unless the government adopts innovative policy measures to implement the RTE. Conversely, it is certain that a vastly more number of children are benefitting from private school education even without the 25% reservation. Of course they are paying for it currently, while beneficiaries of the 25% reservation would not be. But then, they are also getting the best they can afford.

Recommendations

Our study has revealed an extraordinary situation. While official figures show hardly any private schools, our study has revealed that fully 68% of students are enrolled in private schools. And these children are of course not confined to the elite or middle classes. 32% of children are enrolled in low cost private schools, that is, schools charging less than Rs. 300 per month.

It is not our place to make detailed recommendations – we are hopeful that the findings will themselves prompt debate about possible ways forward. However, one thing is very clear: making education policy in Bihar while ignoring the choices and preferences of two-thirds of parents is very odd and unsustainable. The major source of our concern is what will happen as the Right To Education Act gets implemented. Here we offer a few tentative suggestions for the implementation of RTE:

1. Given the sheer number of children who go to unrecognised schools, shutting them down as mandated by the RTE is not viable for the state. Therefore, we recommend that the government bring these schools into the legal ambit by working energetically with private school proprietors, organisations representing private schools, including low cost private schools, and other interested bodies, to devise a positive way to recognise private schools. We are aware that the Government of Gujarat has devised a mechanism whereby private schools are rated based on learning achievements and some input criteria.

We suggest that the Government of Bihar could be similarly imaginative in coming up with a recognition process that accepted the strengths of its private school sector, including its low cost private schools.

2. This immediate policy could then be extended to bring in further aspects of quality control for school improvement. We are aware that Gray Matters Capital in Hyderabad have developed a particularly interesting ratings system for private schools, especially low cost private schools, which examines schools on student performance, teacher attendance and a small range of essential safety and comfort features. Again, the Government of Bihar in conjunction with private school interests could lead the way in extending or devising similar imaginative ways of bringing private schools under the state's quality ambit.

3. Above all, the findings of our study suggest that no-one in the Bihar government should feel embarrassed or defensive about the huge presence of private schools, including low cost private schools in their state. Instead, it should be cause for celebration that the interests of educational entrepreneurs and parents, including poor parents, have become so aligned with the interests of the state in achieving 'Education for All'. Private schools, especially including low cost private schools, can be celebrated as worthy partners in the quest to achieve the Millennium Development Goals by 2015.

Technical notes

Of the private schools, 7 of the private aided and 221 of the private unaided refused to participate in answering any questions about the school. Hence the survey team conducted their investigations in 1,010 private schools, featuring 7 private aided schools and 1,003 private unaided schools. The data on enrolment for the private aided schools, however, came from the government.

Table 26 Private schools in survey

School type	Number located	Number refused survey	Number in survey	% surveyed of total located
Private aided	14	7	7	50%
Private unaided	1,224	221	1,003	82%

The figures in tables 3 – 6 on enrolment were obtained in the following way: First, we obtained figures from government with regard to government and private aided enrolment. These figures have not been adjusted, although they are likely to be inflated, given the propensity for double enrolment in private and government schools. In our household survey, more than 5% of respondents with children in private schools acknowledged enrolment in a government school too. That translates into 12% of enrolment in government schools.

For the private unaided schools, we used data collected from the 1000 private unaided schools that gave their affordability status (out of the 1,003 private unaided schools that were surveyed). In these private unaided schools, we excluded all children in nursery and grades 9-12, to make our findings compatible with the figures for government and private aided schools, which only feature children in grades 1-8. Where necessary, we imputed values for missing data using means for the particular school affordability type. (For instance, of the 1,000 schools, data were missing for 90 schools concerning number of children at the different age levels (nursery, class 1-5, class 6-8, class 9-10 and classes 11-12). 76 missing were low cost, 10 were affordable, and 4 were higher cost. We imputed means for these missing values for children in nursery for each type of school in affordability category – that is, we separately imputed the means for low cost, affordable and higher cost private schools). Thus we obtained detailed information on number of children in schools for 1,000 private unaided schools, as shown in Table 27.

Next, we made the assumption that the 224 private unaided schools that refused to give data had proportionally the same characteristics as those that did give data. Hence we arrive at the estimations in Table 7. Of the 2,81,092 children in the private unaided schools, we eliminated those in nursery, classes 9-10 and 11-12, so that we could match with the government figures for children in classes 1-8

Table 27 Enrolment for private unaided schools, n=1,000

Enrolment	Fee type			TOTALS
	Low fee	Affordable	Higher cost	
Nursery	41,599	19,050	10,610	71,259
Class 1-5	52,046	26,931	20,452	99,429
Class 6-8	17,819	10,935	13,558	42,312
Class 9-10	4,303	3,841	6,139	14,283
Class 11-12	243	568	1,556	2,367
TOTALS	1,16,010	61,325	52,315	2,29,650
Number of schools	691	223	86	1,000
% Nursery	35.90%	31.10%	20.30%	31.00%
% Class 1-5	44.90%	43.90%	39.10%	43.30%
% Class 6-8	15.40%	17.80%	25.90%	18.40%
% Class 9-10	3.70%	6.30%	11.70%	6.20%
% Class 11-12	0.20%	0.90%	3.00%	1.00%
	100.00%	100.00%	100.00%	100.00%

Table 28 Enrolment for private unaided schools, extrapolated to 1,224 schools

Enrolment	Fee type			TOTALS
	Low fee	Affordable	Higher cost	
Nursery	50,917	23,317	12,987	87,221
Class 1-5	63,704	32,964	25,033	1,21,701
Class 6-8	21,810	13,384	16,595	51,790
Class 9-10	5,267	4,701	7,514	17,482
Class 11-12	297	695	1,905	2,897
TOTALS	1,41,996	75,062	64,034	2,81,092
Number of schools	846	273	105	1,224

End Notes

1. Since Patna City is the name of a part of the city Patna, we have used Patna Urban to mean the Patna Municipal Area. This also differentiates the city from the district Patna.

2. Central Statistical Organisation estimates that Bihar is the second fastest growing state at 11.4% per annum.

3. In this report, private schools aided by the government are counted with government schools.

4. See Khan 2009, p.29.

5. Khan2009, p.6.

6. The government took control of private secondary schools by enacting the Bihar Non-Government Secondary School Management and Control Takeover Act of 1981.

7. Report of the Common School System Commission of Bihar. 2007. P.57

8. See Technical Notes on page 38 for further details of how this was done.

9. About 6% of parents of private school children said their school choice decision was influenced by the gender of their child. See Figure 4 on page 29.

10. See DISE, 2011, p.106.

11. See Khan 2009, pp. 8-9.

12. Simultaneous enrolment in a private and a government school. While government schools benefit from showing higher strength in their rolls, students benefit from certification from a recognised school. In essence, double enrolment is double expenditure- by the parents and by the public exchequer- for one service.

13. DISE. 2009-10 provisional.

14. DISE. 2009-10 provisional.

15. Report of the Common School System Commission of Bihar. 2007. P.36.

16. See Aggarwal 2000, p.65.

17. See CMS Social, 2009, p.17.

18. Transfer certificate is the migration certificate. Since all government schools are recognised by default, a transfer certificate from one of them will allow easy migration to another recognised school. It is especially useful when the student is approaching class 10 as that is the time to shift to a recognised school so as to appear for the board examination.

19. ASER Centre, 2011.

20. The data used is from ASER 2011 and ASER Centre study of ward 60 of Patna. ASER only surveys schools and students in rural India. National and state averages for English were not available.

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13. Tooley, James, 2009. The Beautiful Tree: A personal journey into how the world's poorest people are educating themselves. Penguin Books, New Delhi.

Table A1 Private schools by type in 1km radius of government schools

Name of Government School	RLP	RLUP	ULP	ULUP	RAUP	UAP	UAUP	RHUP	UHP	UHUP	NC	Total
Government Primary School Beur Jail Road Beur Anisabad Patna	0	0	3	4	0	0	2	0	0	2	3	14
Government Middle School Harni Chak Anisabad Patna (block Phulwari Sharif)	0	0	8	21	0	2	6	0	0	5	8	50
Government Primary School Harni Chak Anisabad Patna (block Phulwari Sharif)	0	0	8	16	0	3	6	0	0	5	6	44
Government Primary School Balmi Chak Anisabad Patna	0	0	9	17	0	4	6	0	0	4	7	47
Government Primary School Chitkohra Nahar par Near ambed-kar chowk Patna	0	0	8	22	0	1	6	0	0	3	11	51
Government Adarsh Balak/Kanya Middle School New Yarpur Gardanibagh Road No.1 Patna	0	4	11	19	0	1	5	0	0	1	10	51
Government Mahesh High/Middle School Phulwari Sharif Anisa-bad Patna	0	0	3	9	0	4	4	0	0	3	4	27
Sri Daroga Prasad Ray Ucha Vidyalaya Gardanibagh Chitkohra Market Patna (near Manohar Mandir)	0	0	4	16	0	0	3	0	0	1	10	34
Government Shramik Middle School Yarpur Kahagol Road Patna	0	4	13	14	0	1	5	1	0	1	14	53
Sanjay Gandhi Mahila Maha Vidyalaya Yarpur Kahagol Road Patna	0	4	13	14	0	1	5	1	0	1	16	55
Government Primary School Block-Gardanibagh Dom Khana Yarpur Khagol Road Patna	0	4	12	15	0	1	5	1	0	1	16	55
Ram Chandra Singh Sanskrit Primary/High School Old Jakkanpur Patna	0	4	17	30	0	1	7	1	0	4	17	81
Dayanand Vidyalaya (boys) Khagol Road Mithapur Patna	0	2	9	13	0	0	3	1	0	1	10	39
Dayanand Kanya Vidyalaya Kanulal Road Mithapur Patna	0	3	13	15	0	0	4	1	0	1	12	49

RLP - Recognised Low Cost Primary; RLUP - Recognised Low Cost Upper Primary; ULP - Unrecognised Affordable Primary; ULUP - Unrecognised Low Cost Upper Primary; RAUP - Recognised Affordable Upper Primary; UAP - Urecognised Affordable Primary; UAUP - Unrecognised Affordable Upper Primary; RHUP - Recognised Higher Cost Upper Primary; UHP - Unrecognised Higher Cost Primary; UHUP - Unrecognised Higher Cost Upper Primary; NC - Non categorised

Name of Government School	RLP	RLUP	ULP	ULUP	RAUP	UAP	UAUP	RHUP	UHP	UHUP	NC	Total
Government Urdu Primary School Choti Bazar Mogalpura Patna City	0	2	18	36	0	1	10	1	0	3	22	93
Government Middle School Shekha Ka Roza Mogalpura Patna City	0	1	16	37	0	1	9	1	0	3	23	91
Government Kanya Middle School Upadhyay Lane Lohanipur Kadamkuan	0	1	6	24	0	4	13	1	1	1	32	83
Government Middle School Upadhyay Lane Lohanipur Kadamkuan	0	1	6	24	0	4	13	1	1	2	32	84
Lokeshwari Mahila Uccha Vidyalaya Upadhyay Lane Lohanipur Kadamkuan	0	1	5	24	0	5	13	1	1	2	32	84
Government Samadar High School Lalgi tola Kadamkuan Patna	0	1	6	24	0	2	9	1	1	0	28	72
Student Scientific School Lalgi tola Kadamkuan Patna	0	1	6	24	0	2	9	1	1	0	28	72
Government Samadar Middle School Lalgi tola Kadamkuan Patna	0	1	6	24	0	2	10	1	1	0	28	73
Government Kanya Vidyalaya Lalgi tola Kadamkuan Patna	0	1	6	24	0	3	10	1	1	0	31	77
Government Blind School Kadamkuan Budh Murti Patna	0	1	9	24	0	4	10	1	1	0	31	81
Student Scientific School Salimpur Ahra DN Lane Patna	0	1	11	19	0	1	10	1	1	0	24	68
Government Girls Middle School Salimpur Ahra DN Lane Patna	0	1	11	19	0	1	10	1	1	0	24	68
Government Primary School Salimpur Ahra Daldali Road Patna	0	1	11	20	0	1	10	1	1	0	25	70
Government Girls High School Dakbangal Chauraha Patna	0	0	3	9	1	0	2	0	0	1	10	26
Bankipur Girls High School Opp Gol Ghar Patna	0	0	5	8	1	0	1	0	0	3	8	26
Gol Ghar Government School Gol Ghar Campus Patna	0	0	5	8	1	0	1	1	0	3	9	28
Urdu Primary School Kath Pul Mandiri Nala Patna	0	0	7	13	2	1	6	2	3	5	13	52
Dwarka High School North Mandiri Patna	0	1	6	13	2	1	6	2	2	5	9	47

RLP - Recognised Low Cost Primary; RLUP - Recognised Low Cost Upper Primary; ULP - Unrecognised Low Cost Primary; ULUP - Unrecognised Low Cost Upper Primary; RAUP - Recognised Affordable Upper Primary; UAP - Urecognised Affordable Primary; UAUP - Unrecognised Affordable Upper Primary; RHUP - Recognised Higher Cost Upper Primary; UHP - Unrecognised Higher Cost Primary; UHUP - Unrecognised Higher Cost Upper Primary; NC - Non categorised

Name of Government School	RLP	RLUP	ULP	ULUP	RAUP	UAP	UAUP	RHUP	UHP	UHUP	NC	Total
Ganesh Dutt Patliputra School Jagat Narain Road Kadamkua	0	1	11	21	0	4	9	1	1	1	34	83
Rabindra Balika Vidyalaya Rajendra Nagar Road No.2 Patna	0	1	9	20	0	3	6	1	1	2	29	72
Government Middle School Shanti Niketan Rajendra Nagar Road No. 13 Patna	0	0	2	10	0	3	6	0	0	4	15	40
Government High School Shanti Niketan Rajendra Nagar Road No. 13 Patna	0	0	2	10	0	3	6	0	0	3	15	39
Government Primary School Beside Stadium Rajendra Nagar Patna`	0	0	2	10	0	3	6	0	0	2	14	37
Government Middle School Dargah Katra Mandai Patna	1	1	7	21	0	0	5	0	1	0	17	53
Government Primary School Mahendru Mahendru Patna	1	1	7	21	0	0	5	0	1	0	17	53
Government Mahadalit School Ambedkar Colony Sandalpur Patna	1	1	8	23	0	0	7	1	1	0	22	64
Government Primary School Ambedkar Colony Circle Mahendru Patna	1	1	9	23	0	0	8	1	1	0	22	66
Government Middle School Chaudhri Tola Mahendru Patna	1	1	6	22	0	0	5	0	1	0	18	54
Government Hindu Girls School Saidpur Nahar Patna	0	0	8	19	1	0	4	0	0	1	22	55
Government Primary School Nand Nagar Patna	0	0	8	20	1	0	4	0	0	1	23	57
Government Middle School Shanti Niketan Saidpur Road No. 2 Patna	0	0	8	16	1	1	4	0	0	2	26	58
Government Primary School Saidpur Road No. 2 Patna	0	0	8	15	1	1	4	0	0	2	26	57
B.N Collegiate School Ashok Raj Path Convent Lane Patna	0	0	8	12	0	1	6	0	0	1	7	35
Government Primary School Anta Ghat Patna	0	0	7	11	0	1	5	0	0	1	7	32
Government Middle School Anta Ghat Patna	0	0	7	10	0	1	5	0	0	1	7	31
Muradpur Government Middle School Bihari Sao Lane Muradpur Patna	0	0	12	13	1	2	8	0	0	1	16	53
Patna Muslim High School B.M Das Road Patna	0	0	7	15	1	0	2	0	0	1	12	38
P.N Anglo Sanskrit School Naya Tola patna	0	0	8	16	1	1	4	0	0	2	13	45

RLP - Recognised Low Cost Primary; RLUP - Recognised Low Cost Upper Primary; ULP - Unrecognised Low Cost Primary; ULUP - Unrecognsied Low Cost Upper Primary; RAUP - Recognised Affordable Upper Primary; UAP - Urecognised Affordable Primary; UAUP - Unrecognised Affordable Upper Primary; RHUP - Recognised Higher Cost Upper Primary; UHP - Unrecognised Higher Cost Primary; UHUP - Unrecognised Higher Cost Upper Primary; NC - Non categorised

Name of Government School	RLP	RLUP	ULP	ULUP	RAUP	UAP	UAUP	RHUP	UHP	UHUP	NC	Total
Arya Kanya Vidyalaya Naya Tola Patna	0	0	11	16	1	1	8	0	0	1	15	53
Kedarnath Government Primary School Alamganj Patna	0	1	8	17	0	0	7	2	0	0	15	50
Patna Muslim Higher Secondary School Opposite Patna University Ashok Rajpath Patna	0	0	8	16	1	0	3	0	0	0	13	41
Abmedkar Bhawan Government Primary School Nala Road Samudaik Bhawan Patna (near Ambedkar Colony slum)	0	0	11	23	1	3	9	1	0	2	30	80
Adhor Prakash Shishu Sadan Madhya Vidyalaya Khazanchi Road Patna	0	0	10	16	1	1	6	0	0	1	12	47
Adhor Prakash Balika Uccha Vidyalaya Khazanchi Road Patna	0	0	10	16	1	1	6	0	0	1	12	47
Government Madarsa Islamiya Bhikna Pahari Bari Path Patna	0	0	7	17	1	0	3	0	0	1	13	42
Fateh Narayan Singh Academy School Gur Ki Mandi Shershah Road Patna	1	2	10	21	0	0	8	2	0	1	20	65
Government Middle School Arafabad Colony Shershah Road Patna	1	2	11	21	0	0	8	2	0	1	22	68
Dharmesh Primary School Shershah Road Patna	1	2	11	21	0	0	9	1	0	1	22	68
Government Middle School Shershah Road Patna	1	2	11	21	0	0	9	1	0	1	22	68
Government Urdu Middle School Sakri Gali Shershah Road Patna	1	2	8	21	0	0	6	1	0	0	22	61
Patna Collegiate School Baripath Road Collegiate Street	0	0	13	19	1	3	10	1	1	1	24	73
Government Middle School Kurji Patna	0	0	2	5	1	2	1	0	0	0	5	16
Government Middle School Digha Ghat Patna	0	0	8	6	0	1	3	0	0	1	3	22
Government Girls Middle School Digha Ghat Patna	0	0	7	6	0	1	3	0	0	1	3	21
Government Urdu Middle School Digha Patna	0	0	10	6	1	3	3	0	0	1	3	27
Government Senior Secondary School Kurji Balupur Patna	0	0	6	6	1	3	4	0	0	1	7	28
Government Girls High School Makdumpur Digha Patna	0	0	9	8	1	3	4	0	0	1	4	30

RLP - Recognised Low Cost Primary; RLUP - Recognised Low Cost Upper Primary; ULP - Unrecognised Low Cost Primary; ULUP - Unrecognised Low Cost Upper Primary; RAUP - Recognised Affordable Upper Primary; UAP - Urecognised Affordable Primary; UAUP - Unrecognised Affordable Upper Primary; RHUP - Recognised Higher Cost Upper Primary; UHP - Unrecognised Higher Cost Primary; UHUP - Unrecognised Higher Cost Upper Primary; NC - Non categorised

Name of Government School	RLP	RLUP	ULP	ULUP	RAUP	UAP	UAUP	RHUP	UHP	UHUP	NC	Total
Kendriya Vidyalaya Shekpura More Airport Road Patna	0	0	0	5	1	0	4	0	1	2	8	21
Government Middle School Salempur Dongra Near V.B College Patna	0	0	0	8	0	0	1	0	0	2	10	21
Government Primary School Mahuabagh Rupaspur Patna	0	0	1	5	0	0	1	0	0	1	1	9
Government Girls High School Mahuabagh Rupaspur Patna	0	0	1	5	0	0	1	0	0	1	1	9
Government Primary School Garbu Chak Jagdeo Path Patna	0	0	2	15	0	1	2	0	0	2	5	27
Ambedkar Primary School Rupaspur Garbu Chak Patna	0	0	3	3	0	1	1	0	0	2	0	10
Government Primary School Rukanpura Patna (North Of Bailey Road)	0	0	4	11	0	1	2	0	0	3	3	24
Government Primary School Musahar Toli RukanpuraBailey Road Patna	0	0	4	13	0	1	2	0	0	3	4	27
K.B Sahay High School Sherulahpur Shastri Nagar Patna	0	0	0	6	1	0	5	1	0	2	4	19
Rajkiya Balak evam Balika Vidyalaya Shastri Nagar Patna	0	0	1	6	3	1	7	1	0	1	4	24
Government Primary School Shekpura Shastri Nagar Patna (near Community Hall)	0	0	1	7	3	1	5	1	2	2	5	27
Government Middle School Shekpura Bailey Road Patna	0	0	0	5	1	0	4	0	1	2	8	21
Government Primary School Samanpura Raza Bazaar Patna	0	0	1	7	0	1	1	1	2	3	18	34
Government Girls Senior Secondary School Shekpura Shastri Nagar Patna	0	0	0	4	3	0	5	1	0	2	5	20
Government Primary Urdu School Mogalpure Patna-8	0	2	18	36	0	1	10	1	0	3	22	93
Government Middle Urdu School Sadar Gali Patna City	0	1	15	35	0	2	8	2	0	2	22	87
Government Middle School Khajkelan Patna City	0	0	13	23	0	1	9	1	0	2	16	65
Government Middle School Maheshpur Mehndi	0	1	16	28	0	1	5	0	0	3	18	72
Government Middle School Chaughra Patna City	0	1	13	34	0	0	6	0	0	2	14	70
Government Middle School Kalisthan Mangal Talab	0	2	17	35	0	2	6	2	0	3	21	88

RLP - Recognised Low Cost Primary; RLUP - Recognised Low Cost Upper Primary; ULP - Unrecognised Low Cost Primary; ULUP - Unrecognsied Low Cost Upper Primary; RAUP - Recognised Affordable Upper Primary; UAP - Urecognised Affordable Primary; UAUP - Unrecognised Affordable Upper Primary; RHUP - Recognised Higher Cost Upper Primary; UHP - Unrecognised Higher Cost Primary; UHUP - Unrecognised Higher Cost Upper Primary; NC - Non categorised

Name of Government School	RLP	RLUP	ULP	ULUP	RAUP	UAP	UAUP	RHUP	UHP	UHUP	NC	Total
Jalan High School Hajiganj Near Lucky Biscuit P-8	0	0	14	32	0	2	3	1	0	3	23	78
Gandhi Arya Kanya Uccha Vidyalaya Mansoor Ganj	0	0	11	30	0	2	3	1	0	3	21	71
George Madhya Vidyalaya Bakshi Maidan Patna City	0	1	16	33	0	2	3	1	0	3	23	82
Narayani Kanya Vidyalaya Choti Pattan Devi Lane	0	1	13	28	0	2	4	2	0	3	18	71
Government Urdu Middle School Guzri Bazar Patna City	0	1	17	32	0	2	9	0	0	3	21	85
Anusoochit Evam Pichri Jati Madhya Vidyalaya Nakash Devi Sthan Patna City	0	1	13	32	0	0	3	1	0	3	19	72
Shri Kanhaiyalal Madhya Vidyalaya Chutkiya Bazaar Patna City	0	0	9	27	0	0	2	0	0	0	16	54
Government Middle School Sharif Ganj Patna City	0	0	9	14	0	0	1	0	0	0	7	31
Ram Narain Madhya Vidyalaya Rakabgany North West Ganga River Mandir	0	0	6	4	0	0	0	0	0	0	4	14
Government Middle School Nurruddin Ganj Patna City	0	0	8	24	0	0	2	0	0	0	16	50
Baijnath Primary School Malsalami Patna Ciy	0	0	13	29	0	0	3	0	0	2	22	69
Lakshmi Kanya Path Sala Nand Gola Devi Sthan Patna Ghat	0	0	11	24	0	0	3	0	0	1	17	56
Sri Raghunath Hindu Uccha Vidyalaya Begampur Patna City	0	1	16	26	0	1	3	1	0	3	8	59
Government Middle School Begampur Patna City	0	1	16	26	0	1	3	1	0	3	8	59
Government Middle School Sati Chauraha Begampur Patna City	0	1	8	11	0	1	0	1	0	1	3	26
Government Middle School Karmalichak Patna City 8	0	0	3	8	0	0	0	0	0	0	1	12
Naveen Kanya Bharat mata Prathmik Vidyalaya Nurrudingani Patna City	0	0	8	23	0	0	2	0	0	0	16	49
Government Middle School Rajapur Mainpura	0	1	2	12	0	2	8	2	2	5	6	40
Government Primary School Nehru Nagar Mainpura	0	1	1	9	0	3	6	1	2	2	11	36
Government Middle School Nehru Nagar Mainpura Patna	0	1	1	8	0	1	3	1	0	0	10	25

RLP - Recognised Low Cost Primary; RLUP - Recognised Low Cost Upper Primary; ULP - Unrecognised Low Cost Primary; ULUP - Unrecognised Low Cost Upper Primary; RAUP - Recognised Affordable Upper Primary; UAP - Urecognised Affordable Primary; UAUP - Unrecognised Affordable Upper Primary; RHUP - Recognised Higher Cost Upper Primary; UHP - Unrecognised Higher Cost Primary; UHUP - Unrecognised Higher Cost Upper Primary; NC - Non categorised

Figure A1 Distribution of schools by type - GPS map of Central Patna

Orange dot-Low Cost Recognised Primary; Black dot in orange circle-Low Cost Recognised Primary; Orange triangle-Low Cost Recognised Upper Primary; Orange triangle in circle-Low Cost Unrecognised Upper Primary; Blue dot-Affordable Recognised Primary; Black dot in blue circle-Affordable Unrecognised Primary; Blue triangle-Affordable Recognised Upper Primary; Blue triangle in circle-Affordable Unrecognised Upper Primary; Black dot in green circle-Higher Cost Unrecognised Primary; Green triangle-Higher Cost Recognised Upper Primary; Green triangle in circle-Higher Cost Unrecognised Upper Primary; Red dot-Government Primary; Red triangle-Government Primary; Red triangle in circle-Higher Cost Unrecognised Upper Primary; Red dot-Government Primary; Red triangle-Government Upper Primary; Red Balloon-Government School uncategorised; Blue Balloon-Private School uncategorised

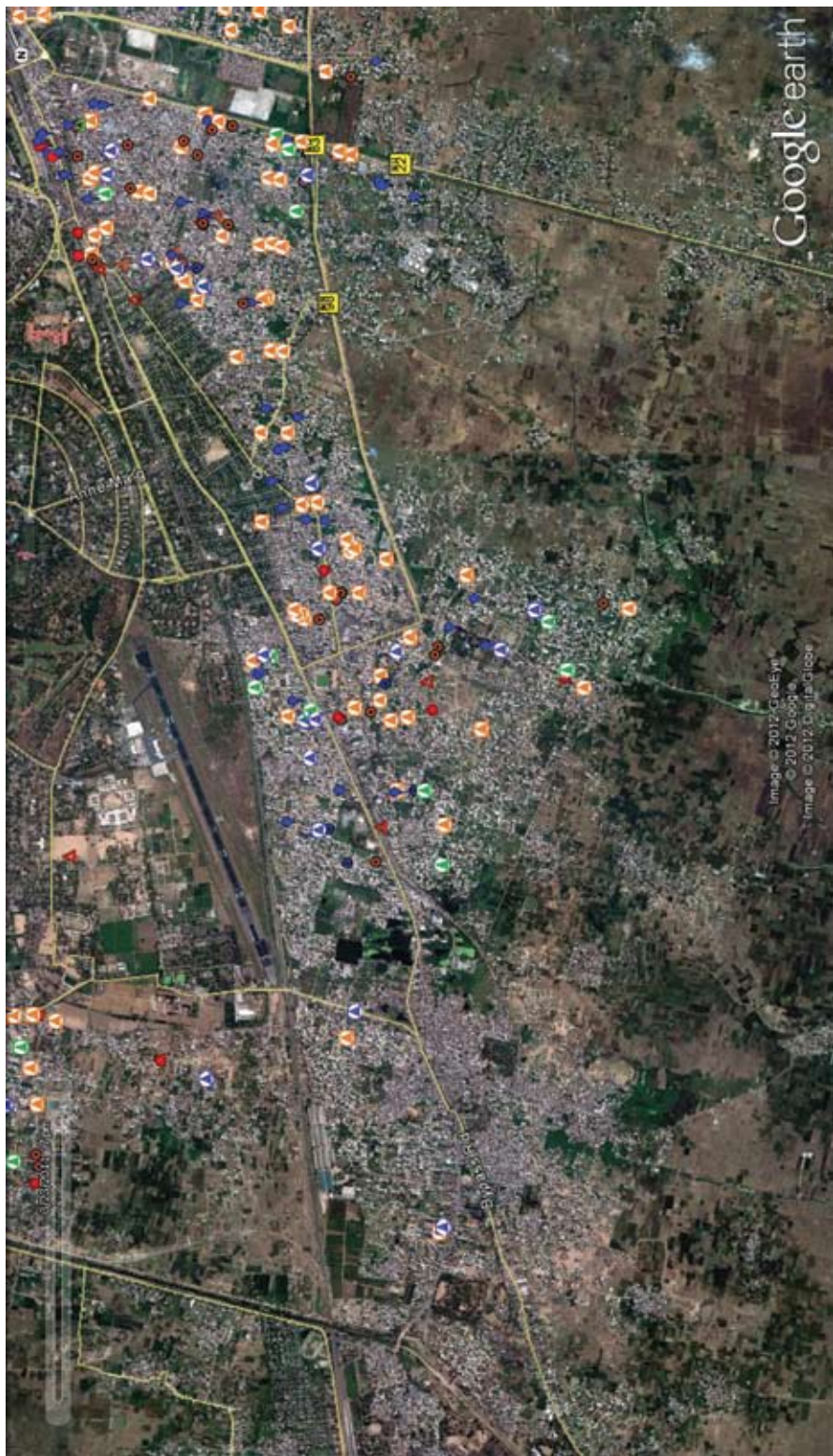Figure A2 Distribution of schools by type - GPS map of North West Patna

Orange dot-Low Cost Recognised Primary; Black dot in orange circle-Low Cost Unrecognised Primary; Orange triangle-Low Cost Recognised Upper Primary; Orange triangle in circle-Low Cost Unrecognised Upper Primary; Blue dot-Affordable Recognised Primary; Black dot in blue circle-Affordable Unrecognised Primary; Blue triangle-Affordable Recognised Upper Primary; Blue triangle in circle-Affordable Unrecognised Upper Primary; Black dot in green circle-Higher Cost Unrecognised Primary; Green triangle-Higher Cost Recognised Upper Primary; Green triangle in circle-Higher Cost Unrecognised Upper Primary; Red triangle-Government Upper Primary; Red Balloon-Government School uncategorised; Blue Balloon-Private School uncategorised

Figure A3 Distribution of schools by type - GPS map of Patna City

Orange dot-Low Cost Recognised Primary; Black dot in orange circle-Low Cost Recognised Primary; Orange triangle in circle-Low Cost Unrecognised Upper Primary; Blue dot-Affordable Recognised Primary; Black dot in blue circle-Affordable Unrecognised Primary; Blue triangle-Affordable Recognised Upper Primary; Blue triangle in circle-Affordable Unrecognised Upper Primary; Green triangle-Higher Cost Recognised Upper Primary; Green triangle in circle-Higher Cost Unrecognised Upper Primary; Red triangle-Government Primary; Red Balloon-Government School uncategorised; Blue Balloon-Private School uncategorised

Figure A4 Distribution of schools by type - GPS map of South West Patna

Orange dot-Low Cost Recognised Primary; Black dot in orange circle-Low Cost Recognised Upper Primary; Orange triangle-Low Cost Unrecognised Primary; Orange triangle in circle-Low Cost Unrecognised Upper Primary; Blue dot-Affordable Recognised Primary; Black dot in blue circle-Affordable Unrecognised Primary; Blue triangle-Affordable Recognised Upper Primary; Blue triangle in circle-Affordable Unrecognised Upper Primary; Black dot in green circle-Higher Cost Unrecognised Primary; Green triangle-Higher Cost Recognised Upper Primary; Green triangle in circle-Higher Cost Unrecognised Upper Primary; Red triangle-Government Upper Primary; Red Balloon-Government School uncategorised; Blue Balloon-Private School uncategorised

Relevant Sections of the RTE Act

12. (1) For the purposes of this Act, a school,—

(c) specified in sub-clauses (iii) and (iv) of clause (n) of section 2 shall admit in class I, to the extent of at least twenty-five per cent. of the strength of that class, children belonging to weaker section and disadvantaged group in the neighbourhood and provide free and compulsory elementary education till its completion:

Provided further that where a school specified in clause (n) of section 2 imparts pre-school education, the provisions of clauses (a) to (c) shall apply for admission to such pre-school education.

19. (1) No school shall be established, or recognised under section 18, unless it fulfils the norms and standards specified in the Schedule.

(2) Where a school established before the commencement of this Act does not fulfill the norms and standards specified in the Schedule, it shall take steps to fulfil such norms and standards at its own expenses, within a period of three years from the date of such commencement.

(3) Where a school fails to fulfill the norms and standards within the period specified under sub-section (2), the authority prescribed under sub-section (1) of section 18 shall withdraw recognition granted to such school in the manner specified under sub-section (3) thereof.

(4) With effect from the date of withdrawal of recognition under sub-section (3), no school shall continue to function.

(5) Any person who continues to run a school after the recognition is withdrawn, shall be liable to fine which may extend to one lakh rupees and in case of continuing contraventions, to a fine of ten thousand rupees for each day during which such contravention continues.