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Page 1 Wednesday, November 13, 2019
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# 9 RMLNLUJ (2017) 119

Human Right to Primary Education in India: Are We Achieving the Objective of RTE? A Study of Slum Children in the City of Ludhiana, Punjab

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"Education pays significant dividends in reducing poverty. Good education pays high returns in the contributions to economic growth..... Educating the poor, women and the disadvantaged is as good an investment as any India can make. India faces many educational challenges and particularly those of narrowing or closing the gaps between rich and poor, boys and girls, privileged groups and undercastes"............ World Bank<sup>1</sup>

### **EDUCATION AND POVERTY: ANTITHETICAL RELATION**

Poverty is conventionally defined in terms of income poverty but an Expert Group of the Planning Commission (1993) recommends the broadening of the concept of poverty, so as to include, inter alia, education needs. "Poverty is not only a problem of low incomes; rather it is a multi-dimensional problem that includes low access to opportunities for developing human capital and to education....", World Bank stated. The United Nations developed the concept of 'human poverty' and observed, "human poverty is more than income poverty: it is a denial of choices and opportunities for living a tolerable life". Accordingly poverty is seen as deprivation of opportunities that enhance human capabilities to lead a tolerable life. Education is one such important opportunity, deprivation of which in itself

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represents poverty-poverty of education or 'education poverty'. Poverty of education is a principal factor responsible for income poverty; and income poverty does not allow the people to overcome poverty of education. Education and poverty are actually reciprocal to each other. The investigations and research conducted have highlighted that the lower the educational level of the individuals, the higher the poverty amongst the total population as lower education deprives the population of the knowledge and skills that are associated with the higher wages. Moreover, research has accentuated that the households lacking education, have increased level of poverty. For example, JBG Tilak in his research states "nearly all of the poor in Pakistan were illiterate; and in Thailand, almost 99 per cent of the poor had no education or less than middle/secondary education."4 And Indian Scenario is no different. As rightly observed by Galbraith, there is "no well educated literate population that is poor, [and] there is no illiterate population that is other than poor." Poverty decreases with the increase in the education level. Apart from the direct and reciprocal relation between education and poverty, the lack of education leads to poverty indirectly too. The deprivation of income leads to non-fulfilment of the basic needs of health, water and sanitation. This further has a devastating impact on the decision making of the men and women of the household relating to fertility, family welfare, overall general well being of the individual, which in turn lowers the productivity of the people and yield lesser wages. Not only that, the education develops the faculties of the mind and strengthens the understanding of the individual. The broadened mind of the population supports the democratic process of the nation and relates itself to the environment. This new horizon paves way for promotion of sustainable development. Therefore, the education plays a pivotal role in the development of the population and the nations of



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the world.

#### **EDUCATION AS A NATION'S PROGRESS TOOL**

"Knowledge is our most powerful engine of production; it enables us to subdue Nature and force her to satisfy our wants..."...... Alfred Marshall<sup>Z</sup>

In India Mokshagundam Visvesvaraya highlighted way back in 1931 the pivotal role of education in economic welfare of the country and cautioned; "the economic future of India is placed in grave peril by the slow



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progress which mass education is making...". Though there is historical evidence of the role played by education in the development of the nations but it was Theodore Schultz who through his 'human investment revolution in economic thought' accentuated and recognized the distinction of education in the prosperity of the nations. Schultz has not only demonstrated that education is an investment leading to human capital formation, but also emphasized and proved empirically from data pertaining to the USA that education and research would lead to 'increasing returns'.<sup>2</sup> Hence the nations of the world opened their eyes to evolve the process of educating its masses and formulated covenants, guidelines, and laws to promote education. India too being the signatory to various United Nations conventions endeavoured to make utilize this progressive tool for nation building.

#### INDIA'S STRUGGLE WITH EDUCATION POLICY

Indian Education Commission appointed in 1882, contained the proposal for adopting a law for universal compulsory education or at least for children employed in factories, was mooted. This was rejected due to financial and administrative difficulties. The first experience of making primary education compulsory took place in 1893 when the ruler of the state of Baroda, Maharaja Sayajirao Gaekwad, introduced compulsory education in the Amreli division of the State, since the results were promising; he extended it to the entire state in 1906. Gopal Krishna Gokhale made the first definite demand for the official introduction of primary education in March 1910 when he moved a resolution in the Imperial Legislative Council, which was later withdrawn. Even as late as 1913, the British government was not prepared to accept the principle of compulsion, but wished to expand primary education on a 'voluntary basis'. However, in 1918, with the efforts of Vithalbhai Patel, Bombay passed a Primary Education Act permitting municipalities to introduce compulsory education in their areas. Within a few years, other provinces also passed laws aimed at compulsory education by the early 1930s, the principle of compulsory education was written into state laws. But these laws, however, were not implemented satisfactorily due to many reasons like technical flaws, lack of experience, unwillingness to make use of the power of prosecution under the acts, among many others. 10



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#### POST-CONSTITUTIONAL DEVELOPMENT

It was in the year 1992 in Mohini Jain case that Justice Kuldeep Singh reiterated that 'life and personal liberty' in Article 21 of the Constitution automatically implies



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some other rights, those are necessary for the full development of the personality of the individual. Education is one such factor responsible for the overall development of an individual and therefore is an integral part of Article 21 of the Constitution. 12 The The prominence of the education has been provided by the Indian Constitution by highlighting that firstly, it is the duty of the State to provide education to all its citizens. Secondly the education is the only tool by which the objectives of the Constitution of India can be accomplished and thirdly, the Preamble that ensures the dignity of the individual stands nullified without providing education as it is the education only that assures the complete dignity of the individual. 13

The framers of the Constitution had prescribed right to education under Article 45 and 46 of the Constitution, making it a Directive Principle of State Policy. But the courts of the Indian soil had always interpreted the right to education as a fundamental right by giving its due place under Article 21 forming it as a part of Right to Life. The Law Commission of India in its 165th Report proposed free and compulsory education to every child, as his right. It was felt that Article 45 of the Constitution providing education to all children between the age of 6 to 14 years was not being achieved even after so many years of independence. Though under the National Policy of Education (NPE) announced in 1986, this initiative of providing education to all children in this age group gained momentum, but it still lacked gravely. However, it was on 13th December, 2002, that the Constitution (86th Amendment) Act, 2002, came into force, which made primary education a fundamental right through the inclusion of a new Article 21-A. The Government of India, in partnership with the State Governments, have made strenuous efforts to fulfill this mandate and, though significant improvements were seen through various educational indicators, the ultimate goal of providing universal and quality education still remains unfulfilled. In order to fulfill this goal, it was felt that an explicit provision should be made in the part relating to Fundamental Rights of the Constitution. Therefore, the amendment in the Constitution was made to by inserting Article 21A. Thereafter The Right of Children to Free and Compulsory Education Act, 2009 was enacted to give impetus to the fundamental right to free and compulsory education, on 4th August 2009.

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## RIGHT TO FREE AND COMPULSORY EDUCATION ACT, 2009: SOME **LEGISLATIVE ANNOTATIONS**

In reality, this Act is a milestone which provides for institutional instructions so that education as a fundamental right spreads to all children between the age group of 6-14 years. The Act intends to provide full time elementary education to every child in a formal school, which satisfies certain essential norms and standards. Private education institutions have to reserve 25% of their seats starting from Class I. Strict criteria for the qualification of teachers is also one of the important provisions. There is a requirement of a teacher student ratio of 1:30 at each of these schools that ought to be met within a given time frame. The school needs to have certain minimum facilities like adequate teachers, playground and infrastructure etc. The Government will evolve some mechanism to help marginalized schools comply with the provisions of the Act. Moreover, the concept of neighborhood schools that has been devised. This would imply that the state government and local authorities will establish primary schools within walking distance of one kilometer of the neighborhood. In case of children for class VI to VIII, the school should be within a walking distance of three kilometers of the neighborhood. Moreover, unaided and private schools shall ensure that children



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from weaker sections and disadvantaged groups shall not be segregated from the other children in the classrooms nor shall their classes be held at places and timings different. 14

#### **EDUCATIONAL DISPARITIES & URBAN POOR**

It has been analysed that the light of development showered on the urban areas by providing high income and with it came the modern living, the best education and modern means of technology. But along with the light of development came the shadow of poor standard of living, health care, sanitation, unemployment and lack of education for the marginal groups living in the urban. The urban poor and marginal groups certainly lack say in the corridors of power and hence have been ignored for long. These disparities are further confounded when the education sector is viewed from the prisms of religious, gender, social and economic inequalities in a large and diversified country like India. A large number of projects and programs were launched to reduce the gender and regional disparities but the problems faced by urban slum dwellers were by and large ignored. Various measures were suggested in different policies and five year plans for the development of rural and backward areas but no concrete strategies were evolved to look into the educational problems of urban deprived. The average socio-economic indicators, like per capita income, infant mortality rate,

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literacy level, enrolment of the school going children, are much better in urban areas as compared to the national average, but the same is not true of the slum areas. The situation in some slum areas is even worse than many rural areas. 15

#### **OBJECTIVE OF THE STUDY**

Previous researches have highlighted various social, economic and organizational factors associated with education of the poor. Various laws especially Right to free and compulsory Education Act, has been formulated to cater to the educational needs of the underprivileged and poor children. But the moot question is, has the law been able to achieve its target of educating the the marginal groups and the urban poor whom we usually find in the slums of the urban areas? With the objective of providing data and understanding the actual implementation and awareness of the law of education, the researchers have undertaken the study.

#### AREA OF EMPIRICAL RESEARCH: LUDHIANA CITY OF PUNJAB

Slums are a universal phenomenon and practically exist in all the cities across India. According to Primary Census Abstract for Slum, 2011 report; vide census 2001 reporting, total number of towns reported slums were 1743 and in 2011 census report, total number of towns reported slums are 2613.16 This shows an increase of slum towns. Punjab reported 143 statutory towns and 73 slum reported towns having total population of 14,60,518. Total population of notified slums as per census 2011 is 7,87,696 and population in recognized slums being 1,93,305 and in identified slums being 4,79,517. Punjab contributes around 2.2% of the slum in India. Ludhiana city being called the 'Manchester of India' is the business and industrial hub of Punjab. It ranks third in area and first in population in the state. Ludhiana district is highly urbanized as 59.2% of its population is in urban while that of state is 37.5%. 18 Being the commercial centre, Ludhiana hosts large migrant population from rest of India, who come seeking work in factories, industries and agricultural fields in and around Ludhiana. As per



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India Smart City Profile, the slum population of Ludhiana City (Municipal Corporation) is 15.08%.19

Hence, choosing Ludhiana as a Universe, study was conducted in three slums selected from different parts of Ludhiana. The first slum area chosen was located near Fortune Klassik Hotel, Ludhiana, second: near Jassian village, Ludhiana and third: near Budda Nalla, Haibowal Kalan, Ludhiana. Further three schools were selected considering their proximity with the slum areas namely, SAS Senior Secondary School Kochhar Market, Gyan Vidya Mandir, Jassian Village and Senior Secondary School Jagraon Bridge. Two schools were government schools and one was government aided school.

#### RESEARCH METHODOLOGY

For conducting the study, the researchers employed Interview Schedules, questionnaire and unstructured discussions with the household members, children and educational officials. 150 questionnaires were administered to 150 slum children (50 each of three slum areas); parents of these children numbering 150 were also administered questionnaires and 60 questionnaires were administered to teachers (20) each from three schools). The research technique of observational study too was employed while collection of data.

## RIGHT TO EDUCATION OF URBAN POOR (SLUM CHILDREN): AN **EXPLORATION**<sup>20</sup>

### Response of the Parents and the Children

Socio economic profile of the respondents (parents of the slum children) was analysed as socio-economic background provides insight into the family's educational decisions. The awareness of the parents regarding free and compulsory education from the age of 6 till 14 granted by the Government,

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plays a significant role in sending their children to school. Therefore, socio-economic analyses have been included in the study.

- Income and Expenditure of the family: The average income of the family is around Rs. 4500 per month. If we consider the increasing prices of essential commodities, the expenditure sometimes increases more than the income. Therefore 90% of the parents send their children to Government schools for their education.
- Family Magnitude: The research suggests that on an average the magnitude of the family is 6 persons. The data collected shows that most of the families have 6 to 8 members.
- Employment: Around 70% of the households had one member i.e. the father working; around 20% had two members working and around 10% have more than three members working. As far as the employment of father is concerned, around 80% are unskilled labourers/workers like rag pickers, shoe polishers, daily wagers and have irregular jobs and low income. Mothers were mostly employed as domestic workers or daily wagers at construction sights.
- Educational Qualifications: Around 70% of the fathers of sampled children are illiterate and uneducated. Left over 30% have studied till primary, elementary or

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secondary level. The pressure of work, leave the fathers drained out by the time they reach home, hence are unable to help the children in their studies. Mothers, who play a major role in the nurture of the children are 90% illiterate and hence are unable to support their children in their studies due to their illiteracy.

- Expectations of parents as to study level of their children: The data reveals that around 55% of parents wished their children to study till senior secondary or secondary level. This shows that mostly parents are aware of the advantages of education and they do not want their kids to do menial jobs like them. Some parents approximately 15% wanted their children to study professional courses. Some parents believed that sending the children to school is mere waste of time and money because studies do not quarantee jobs. Rather they wished to send their children to earn a living. But few parents expressed that their children had no interest in studies and children wanted to start earning so that they could fulfil their wishes for material attainments, which their parents could not fulfil.
- Distance from School: Two schools of the area of research were in the slum areas hence the research finds that most of the juveniles walked down to the school. The third school being far, the children used cycle or cycle rickshaw to reach school and had to spend

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around 20-30 minutes to reach the school. Parents had to shell out money to transport children to school.

- Academic Support of family members: Data from study suggests that around 30% children get help from their family members in their studies. Only 5% children are facilitated by their fathers, 20% by their mothers and 5% by their elder siblings. As 70% children do not get any help from their family members, some of them go for tuitions and the rest do not study at all.
- Tuitions: 45% children are taking private tuitions. Most of them study tuitions I a group of 7-10 children. In the tuitions the tutor makes them complete their homework. Some 15% children revealed that schools also provide tuitions after school hours but majority are unaware of any remedy classes by the school.
- Age of Students: As per the practice a child is admitted to Class I at the age of 6 or 6+ and by the time he/she reaches Class IV, he/she should be about 10 years of age. The data reveals that more than 50% of the children were above this age. It is probably due to the fact that children are being admitted late in the schools for the reason of visiting native place, sickness, adverse circumstances at home or they repeat the same grade as their learning is slow. It is also being found out that drop out rate is very high among those children who are over-age for their class due to teasing by their classmates. Few parents reported that school authorities refused to admit the children due to over-age as well as lack of age proof and other documents.
- Books, Uniforms and Mid-day meals: Around 70% children of the researched schools reported that they were getting regular supply of mid-day meals. Most of the children received free text-books but text-books of all the subjects were not being made available from the beginning of the academic year. Usually they received them mid-year. Some even had to purchase text-books. As far as uniform is concerned, very few children got the uniforms from school. The parents opined that mid-day meals, free education have attracted them to get their wards admitted in the school and the children too feel attracted to go to



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school due to mid-day meals.

• Regularity in attending the school: Data reveals that 80% of the students have missed their school. Some even around 20-25 days while they had gone visiting their native village for some marriage ceremonies or meeting relatives and had overstayed. Around 20% children feel sick, time and again and had been unable to attend the school. Some were even sacred of the punishment by the teacher lest their home work is complete, hence skipped the school. Around 15%

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children used to take leave as they helped their parents sometimes at their work places.

- Teacher's behavior: Around 80% children reported that they were scared of the teacher as the teachers tend to scold and even beat. Around 50% mentioned that they were slapped and beaten by the teacher.
- Awareness of the RTE: Though mostly the parents were aware of the advantages of the education system and therefore wanted their wards to gain education but 60% parents were not aware of their Right to free and compulsory education for children between the age group of 6-14 years.

# RESPONSE OF THE TEACHERS AND OBSERVATIONAL STUDY OF SCHOOLS BY RESEARCHERS

- Infrastructure: The Schools had the requisite infrastructure of classrooms, washrooms etc. but did not have proper play grounds for the children. The size of the schools were not very big as other private schools in the city in fact two of these schools can be classified as overcrowded. The schools could not accommodate any more children in the study area.
- Pupil Teacher Ratio: On an average the schools had the pupil teacher ratio in the range of 40-50. In some classes especially primary section the ratio was over 50 as well.
- Educational Qualification of Teachers: All the teachers were graduates and above. 95% of them were post-graduates and all teachers were professionally competent for the teaching job. Most of the teachers responded that they had attended professional development courses/training.
- Classes and Subjects Being Taught: Data reveals that 30% teachers are teaching primary classes and 70% were teaching elementary classes and they were teaching more than one class and as primary level does not require any subject specialization, therefore all the subjects were being taught by the same teacher.
- Sarv Sikhsha Abhiyan or RTE: Data reveals that 70% teachers believe that Sarv Sikhsha Abhiyan or RTE has helped in improving the intake of number of school going children.
- Mid Day Meals and other incentives: 96% teachers believe that the mid-day meals and other schemes launched by the government has helped in increasing the children ratio in the school. Though they

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were not quite positive regarding the quality, quantity and regularity of the mid day meal.



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- Teachers Take on Slum Children: 66% teachers stated that they had children belonging to slum areas in their classes but further reported that only 50% parents of slum children were serious about their wards studies. Rest never attended the parent teacher meeting as well. They further reported that only 40% of the slum children were dedicated to their studies. 73% of the teachers stated that slum area families were not sending their wards to school due to many factors like unawareness about the RTE, low income, bigger family size, children help parents in their work or parents send children to factories or for labour to generate more income. 70% of the teachers were in favour of inclusive education i.e. providing education to slum children along with other children. But 76% did find it difficult to teach the students with different learning abilities in the same class.
- Teachers Take on RTE: Data reveals that 76% of the teachers are positive of the fruitful outcome of RTE but state that by putting extra efforts the government can achieve the the target of RTE by increasing infrastructure like providing computers, teaching aids, maths and science kits etc. They believe that government should play a significant role with the help of NGO's by motivating and counselling the parents and children of the urban poor, not only to get literate but inculcate education in the real sense. Some stated that the 'all Promoted to Next Class' principle of the government, leads to non-seriousness amongst the children and the children are merely promoted without getting employment generating education. Some opined that teachers are overburdened with other works like election duties, census duties, counselling parents for getting admission and filling admission forms etc., that eats upon their valuable time of teaching in the class. Moreover, the academic curriculum of the children should be revised and formulated as per their level of understanding.

#### **CONCLUSION AND PROPOSITIONS**

Education is a human right with immense power to transform. It is a primary vehicle by which economically and socially marginalized adults and children can lift themselves out of poverty and obtain the means to participate fully in their communities. Education and poverty have inverse relationship and poverty blocks the educational opportunities of the poor children; opportunity to enroll in schools, opportunities to continue in schools and opportunities to acquire literacy and basic skills. Educational opportunities provided by the society to the poor are also inadequate; in

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terms of access to schools and access to quality education in the form of schools with good infrastructure, teachers and attractive learning environment. Considering education as a significant tool for nation building, India formulated various laws, policies, programs, schemes to provide education to one and all. So much so that in the year 2002, Right of children to primary education became a Fundamental Right. Further in 2009, an Act was enacted to provide right to children between the age of 6-14, with free and compulsory education.

J.B.G. Tilak states that "one of the most widely held beliefs regarding educational status of the poor in developing countries relates to lack of awareness of the value of education and motivation on the part of the parents and other members of the households and correspondingly their lack of demand for education" but the empirical research conducted by the researchers in the slum areas of Ludhiana has highlighted that there has been tremendous increase in the awareness of the education amonast



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the urban poor but they are still not interested in sending their children to school. The reason could be due to various factors like poverty conditions of household, cost of schooling and poor quality of schooling facility available, inability to cope with studies and/or failure, methodology of instruction, quantum and quality of curriculum, lack of trust in the education system to generate employment. The various schemes and policies formulated under Right to Free and Compulsory Education Act, 2009, tried to ease the financial constraints of the poor by providing free books, stationary, uniforms, admission, mid-day meals to the poor but the law lacks implementation in the actual sense. The present study revealed that lack or physical infrastructure of Government/Government funded schools and teaching techniques and teachers training and enthusiasm lagged so much behind those of private schools where the institutions yearn to provide quality education to keep themselves ahead in the market. Poor are yet to be aware of their fundamental and basic human right to education whereas they consider education as a luxury. The provisions of the RTE give a completely rosy picture but the reality is dark. The RTE Act lacks implementation. Certain policy amendments need to be made, so as to implement the RTE in letter and spirit. Some of these are as follows:

- Inserting provisions that ensure parents to compulsorily admit their wards to the schools.
- Inserting provisions to make it compulsory for the governments to provide access to good quality schooling
- Formulation of committees by Union and State governments to assume full responsibility of organizing, managing, providing and financing free and compulsory primary and elementary education of



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acceptable quality to all including provision of the necessary economic education and financial incentives to the poor.

- Formulation of a monitoring committee to monitor the above said activities.
- Providing the NGOs, the community and the local level bodies the function of monitoring the everyday functioning of the school, drawing their help in formulating relevant curriculum as per the local needs and even monitoring the coverage of curriculum in the class as syllabus remains undealt with in the classes
- The union and state governments to make laws to check the unregulated school market.
- Revising academic curriculum so as to produce not only literates but educated individuals.
- Upgradation of the physical infrastructure schools and instilling the schools with latest means and techniques of providing education and attracting the disinterested children.
- The inability of teachers to relate well to children and parents stems primarily from differences in their social background and their lack of training and orientation. Therefore, teachers to be provided training to understand the life of the communities in which they work or to sensitizing them to the problems that the poor, disadvantaged and non-literate face.
- The Government should initiate the process of creating and sharing common resources between the government and private schools. The Government should seek the cooperation of private school teachers and volunteers for teaching urban



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poor children.

- To ensure the holding of remedial classes in the school, during after-school hours, for weak children or children who missed their school due to their hometown visit during harvesting session and enrolling Non Governmental Organizations and other voluntary organisations operating in slums to organize remedial teaching in the slums.
- Last but not the least, government to ensure awareness about the free and compulsory education to the urban poor and utilize the services of NGOs and local level bodies in counselling the parents; getting the children admitted to schools and even bringing the drop-outs back to school.

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- <sup>20</sup> We acknowledge and thank the Principals and staff members of SAS Senior Secondary School Kochhar Market, Ludhiana; Gyan Vidya Mandir, Jassian Village, Ludhiana and Senior Secondary School Jagraon Bridge, Ludhiana for



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cooperating with us in our endeavor to collect the data. We are also indebted to parents and children of sampled slum areas near Fortune Klassik Hotel, Ludhiana; near Jassian village, Ludhiana and near Budda Nalla, Haibowal Kalan, Ludhiana, for taking their time out to discuss the topic in hand and giving an insight into their life and circumstances. We appreciate and acknowledge the hard work undertaken by Mitika Sharma, Ramandeep Kaur, Nishu, Jagdeep Kaur, Simranjit Kaur, Diljeet Kaur, Yashpreet Kaur and Dishant Kapoor: students of B.A. LL.B. 7th Semester, University Institute of Laws, Panjab University Regional Centre, Ludhiana; who helped the researchers by making sincere and untiring efforts in collection of data. We are heartily thankful to them.

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