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Public Expenditure on Elementary Education in India: Trends, Patterns and Issues

This study is an attempt to inquire impact of public expenditure on educational outcomes in Indian states. This analysis is important for requisite composition of public expenditure on education in state and central government. This paper also tries to find answers for the certain questions like: what are the recent trends of public expenditure on elementary education in India for the period of 2004 to 2014. Is the existing public expenditure mechanism suitable for reducing educational disparity among state? Dose the public expenditure make have any impact on the educational outcomes i.e. literacy rate, student enrolment, teacher pupil ratio, drop out ratio? The central argument of this study is that amount of public expenditure is playing significant role in procure basic amenities for elementary education. The general consciousness is that through the adequate amount of public expenditure it is possible to tackle all these educational problems. Due to this government trying to increase share of public expenditure on education in terms of GDP per cent but never achieved the targeted level of 6 per cent of GDP which is suggested by Kothari commission.

Keywords: public expenditure; elementary education; drop out ratio; enrolment ratio

Introduction

There is a general consensus that basic social services are the building blocks for human development (Mehrotra, et.al, 2000). It is playing a significant role to procuring basic services like health and education for the backward social groups in a society. The economic development of a country is generally determined by social and economic factors. Both are the interdependent with each other. Whenever we are discuss on social development need to take spotlight on education development of society same thing happened with economic development. Due to that educational development is recognize as an engine of social and economic development. Because of that, education has accepted as a social responsibility in India as a public good. Hence we have to look interrelation among public expenditure and elementary education. There are two important questions in this regard. First, is the present public expenditure mechanism suitable for reducing educational disparity among states? Second, dose the public expenditure make an impact on the elementary educational outcomes, particularly enrolment, teacher pupil ratio, drop out ratio?

For the seeking the answer of first question there are a rich literature available, but most of literature discussed this issue separately i.e. public expenditure and educational status. There are most of studies are in support to public expenditure on education; however only few studies are explain effectiveness of public expenditure on education outcome because of this need to analyse this question.

The second question gains relevance because of the controversy in the literature as to which aspect of elementary education quality influenced by government public policy and expenditure are determining educational outcomes. In this area Panchamukhi (1970) has done study on educational development among fifteen major states of the Indian. He used enrolment as a outcome of educational development.

While he is admitted that there is correlation between public expenditure and educational development but it is not significant, need to look other outcome also. Harbinson and Hanushek (1992) find that there is highly correlation, moreover as Kremer (1995), Reddy (1994), Gupta et al.,(1999), Dreze and Kingdon (2001) Mehrotra and Delamonica (2002), Kremer et al., (2004) says that there is significant correlation among educational development and expenditure education. On the basis of that empirical studies and if we look at Kendriya Vidyalaya and Navoday Vidyalaya we get sound evidence about importance of amount of expenditure.

Selected literature review

Rudolph and Rudolph (1972) have gone into the question of how the education system in the country differs from state to state, with language, geographical location, historical background, economic development, administrative capabilities and political willpower influencing the education system in each state. They differentiated the states into two categories, like mainland and heartland. A systematic, state-by-state comparison of education was done with the help of indicators like public expenditure on education, per capita income, expenditure on education as a percentage of state GDP.

Goel (1975) while comparing the states in educational and economic growth takes consumption and investment aspects of education and its contribution to the national income. Heyneman,(1979) adopted a formula called "Representation Index" for measuring the inequality between different states in their representation in educational development. He also took only one aspect of educational expenditure, i.e. per pupil expenditure for comparison. Tilak (1981) adopted the simple method of ranking the districts by individual indicators of educational development and finally he summed up the rank order. This study depended upon many variables, educational expenditure being only one among them. In another study, Tilak (1982) developed a method called "varying cost weighted index" and "constant cost weighted index" to measure interregional disparities in human capital formation. The analysis was done with the help of correlation and simple linear regression.

Iyengar and Sudarshan (1982) they used principal component analysis for inter district comparison of educational development, literacy rate being chosen as one of the variables. Singh (1982) discussed on higher education for that compared the growth of universities in different states. For explanation of the trend, he took four aspects of expenditures i.e. per capita expenditure, per student expenditure, Plan expenditure on education to the total Plan expenditure, and budget expenditure on education. Reddy (1994) in his study he discussed on the financing of education in India, for that he used only expenditure on primary education as indicator.

Gupta et al., (1999) emphasize the effectiveness of government spending on education and health. For the analysis of social rates of return used OLS, 2SLS models. They used GER and NER as a qualitative indicator of education and also public expenditure on education.

Dreze and Kingdon (2001) analysis of school participation as a household decision in rural north India based on the PROBE report. They used work dependency ration, child teacher ratio and public expenditure on school education.

Mehrotra and Delamonica (2002) discussed public spending in general on basic social services in particular on health and education. For this they used 19 countries data gathered from UNDP and UNICEF on particular student net enrolment for the understanding of elementary education progress. They find that there are different groups show inequalities in the distribution of public spending and this inequity

negatively affects overall outcomes. Kremer et al., (2004) discussed on teacher absenteeism in primary schools. For the evaluation of this study they used OLS estimates measurement method to find out causes of teacher absenteeism.

Mehrotra (2006) examines the feasibility of the central government's goals to ensure education for all 06 to 14 age group. They used indices that are public expenditure as input and GER, NER, pupil teacher ratio.

Iyer (2009) investigates the effectiveness of public spending on primary education outcomes in 115 districts across three states in India – Uttar Pradesh, Andhra Pradesh and Karnataka. For that they used expenditure on per primary school student, capita income, student-teacher ratio, percentage of literate adults, net enrolment rate (NER) and ratio of government to private primary schools these variable. In this study used panel data during 2006 and 2007 in these years focused on particular expenditure on primary education.

Asadullahand Gaston (2012) discussed about extent of inequality of educational opportunity in India. This study based on 1983 and 2004 NSS round data. They are used public expenditure, male and female literacy with social composition of society Bhattacharya discussed about the extent of free education to reduce household's burden from private expenditure on education. For that she uses NSSO data on participation and expenditure on education in 2007-08 year. A very high proportion of public expenditure receiving Primary levels student through free education policy, this proportion decreases at higher level of education and above secondary education all over India. There is significant relation of between government expenditure and reduction of household burden (Bhattacharya, 2012).

Mehrotra (2012) examines the cost of achieving right to education; meanwhile make a question whether India can fill the financial gap? and trying to give channels to fulfil this gap. He mention that since 2008 India is no more a low income country under the world bank classification because of the external aid decline, however he suggest some other options like private public partnership, donation or contribution and disinvestment through this it can possible to fulfil financial gap.

Sengupta and Pal (2012) they attempt to look for new delivery mechanism for primary education system in India. For that they used secondary data. It has collected from District Information System for Education (DISE) in year 2006–07 from Burdwan district of West Bengal.. They are used regression method and pupil–teacher ratio, student-classroom ratio, gross enrolment ratio (GER), net enrolment ratio (NER), drop-out rate, retention rate this indicators for the evaluation of quality primary education. They found that there is significant relation of between government expenditure and reduction of household burden.

Agrawal (2014) examines the educational inequality for the major Indian states. He used unit level NSSO surveys data collect from four rounds which is 54th, 55th, 61st and 66th during year 1993 to 2010. For the analysis of educational inequality used educational Gini (ANOGI) technique go through this find that there is a marked disparity in educational attainments of population in rural and urban areas, and across the states. They also find that within rural inequality has increased over the period, a high contribution of intra-group inequality in the rural sector.

As we have seen, recently there have been a few studies focused on the public expenditure on primary education and interstate variations of states in educational efforts and identified which state required more attention. Therefore, to focus sufficient light on this aspect we are tried to understand effectiveness of public expenditure on educational development.

Objectives of the Study

1. To study the pattern, processes and quantity of public expenditure to primary education at the state level from state and central government.
2. To analyse the impact of public expenditure on primary education outcome.

Research Methodology

3. In this study the term expenditure refers to direct expenditure on primary education which represents the public expenditure.

Education	Independent variable	Dependant variable
Primary Education	Public Expenditure on primary education (% of GSDP) Per Capita Expenditure on Primary Student (age group 6-11 year)	A) Pupil Teacher Ratio (PTR) B) Grass Enrolment Ratio (GER) C) Drop out ratio

The data on the various aspects of the government were collected from various documents of the Ministry of Human Resources Development, NUEPA, NCERT, DIES, RBI, SSA The Census of India publications provides information on levels of educational attainment of population and age-education classification of children in the age-group 06-11 years. In addition, the National Sample Survey Organization (NSSO), National Council of Applied Economic Research (NCAER) the expenditure data on primary education are only for recurring expenditure which contains teacher's salary, non-teaching cost, and expenditure on recurring items, non-recurring expenditure is not available for many states and is not included.

Relevance of the Study

To achieve socio-economic equality there ought to be every child should get equal education opportunity. We looked equal education opportunity in terms of vertical and horizontal educational development. This can be done by linking education and socio-economic factors. In a country with extreme socio-economic inequality, the policy of educational equalities cannot lead to results to the extent desired. For education to be equitably distributed, it must be unequally distributed, since socio-economic equality and educational equality demand unequal treatment of unequal's in imparting education

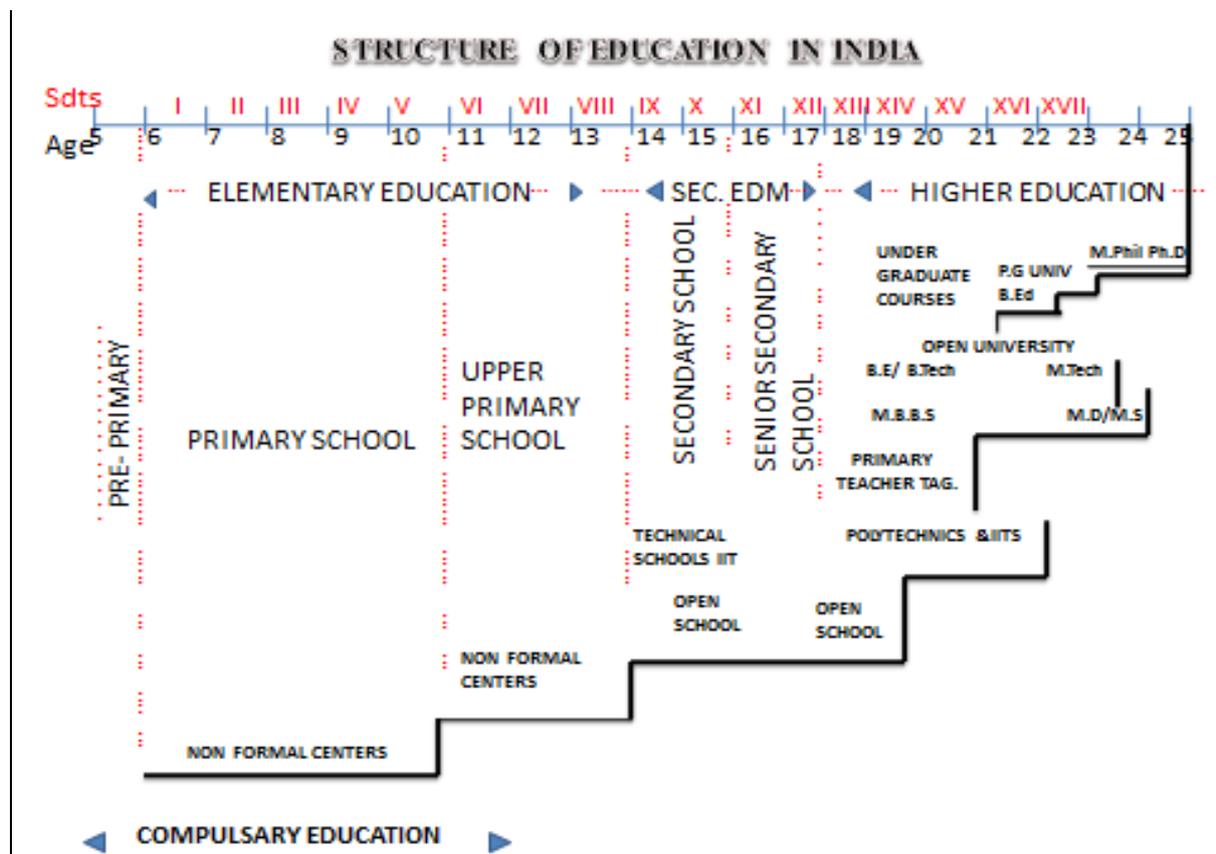
Education structure in India

“Every society that values social justice and is anxious to improve the lot of the common man and cultivate all available talent must ensure progressive equality of opportunity to all sections of the population. This is the only guarantee for the building up of the egalitarian and human society in which the exploitation of the weak will be minimized”. (The Education Commission, GOI, 1966) It is a vision of inclusive education growth given by education commission and it's accepted by government of India.

The education system does not function in isolation from the society. School education in India is organized in four stages, namely, primary, upper primary, secondary and higher secondary. While the minimum number of years required to complete general school education remains ten years throughout the country, the division of the ten year general school education into primary upper primary and secondary continues to differ in some of the states and union territories. Eighteen states and union territories have adopted

the 5+4+2 pattern of general school education. In twelve other states and union territories, the pattern of general school education is 4+4+2. This structure of education mention in figure-1

Figure-1 Structure of education in India



Source: NUEPA, 2010

Government Involvement towards Education

For the understanding of government involvement in education need to look government education policy. We discussed in table 1 an overview of education policy relate to public expenditure as it involve since independence. Although several committee were appointed time to time to deal with various issues, the education policy was shaped primarily by the Kothari Commission, 1964 and National education policy, 1986. While these committee had much to say about structure of education system and give some recommendations regarding to the public expenditure. Most of education committee recommended increasing expenditure up to 6 per cent of GDP on education. Therefore the share of public expenditure on education in GDP peaked in 1990-91 but never achieved a targeted level of 6 per cent of GDP.

Table No. 1**Overview of Education Policy Related to Public Expenditure on Education**

Education Policy/ Committee	Year	Recommendation
Kher Committee	1948-49	✓ A fixed percentage of Central (10 per cent) and Provincial (20 per cent) revenues should be earmarked for education and that around 70 per cent of the total expenditure on education should come from the local bodies and provinces.
Kothari Commission	1964-66	<ul style="list-style-type: none"> ✓ Public expenditure on education should reach the level of 6 per cent of GNP by 1986. ✓ Strengthening of centres of advanced study and setting up of small number of major universities of international standard.
National Education Policy	1968	<ul style="list-style-type: none"> ✓ Investment on education to be gradually increased to reach a level of 6 per cent of GDP as early as possible. ✓ Focus on science & technology and agriculture ✓ Provision of food and effective education at primary level (on a free and compulsory basis) ✓ Equality in education for rich and poor: common (10+2+3) education structure throughout India and eventually free schooling till class 10.
Secondary Education Commission	1972	<ul style="list-style-type: none"> ✓ To assume certain direct responsibility for reorganization of secondary education and give financial aid for the purpose. ✓ Encourage private contribution through tax exemptions (income tax, property tax and custom duties)
42 nd Constitutional Amendment	1976	✓ Education transferred from list to concurrent list (School education under jurisdiction of both, the Centre and the State).
National Education Policy	1986 (with revisions in 1992)	<ul style="list-style-type: none"> ✓ Resource support for implementing programmes of educational transformation, reducing disparities, universalization of elementary education, adult literacy, scientific and technological research, etc. will be provided. For this actual requirements will be computed at regular intervals and outlay on education will be stepped up so that more than six per cent of national income is allocated from eighth plan onwards. ✓ While the role and responsibility of the States in

		<p>regard to education will remain essentially unchanged, the Union Government would accept a larger responsibility to reinforce the national and integrative character of education, to maintain quality and standards (including those of the teaching profession at all levels) and to study and monitor the educational requirements of the country.</p> <p>✓ Additional resources to be raised by mobilizing donations, asking beneficiary communities to maintain school buildings, raise fees at higher levels of education and effecting savings through efficient use of resources.</p>
73 rd and 74 th constitutional amendment	1992	<p>✓ Statutory recognition of local governments, and inclusion of school education in the list of its responsibilities. Local bodies to play an important role in financing and implementing education programmes.</p>
Saikia Committee	1996	<p>✓ Need for an expenditure of 6 per cent of GNP on education with 50 per cent of it earmarked for primary education. Recommended additional expenditure of Rs. 40000/ crores over next five years on elementary education.</p>
Tapas Majumdar Committee	1999	<p>✓ Estimated additional fund requirements for UEE – it was in the range of 137000 crores over the following 10 years.</p>
86 th Constitutional Ammendment	2002	<p>✓ Provide free and compulsory education of children between age 6 to 14 years, and provision of early childhood care and education for children below 6 years.</p>
National Common Minimum Programme of present UPA Government	2004	<p>✓ Rise public spending in education to at least 6 per cent of the GDP with at least half this amount being spent on primary and secondary sectors. This will be done in a phased manner.</p> <p>✓ A Cess of two per cent on all central taxes to finance the commitment to universalize access to quality basic education.</p> <p>✓ A national cooked nutritious Mid-Day-Meal (MDM) scheme, funded mainly by the Central Government, will be introduced in primary and secondary school.</p> <p>✓ The Integrated Child Development Services (ICDS) scheme will be universalized to provide a functional Anganwadi in every settlement and ensure full coverage for all children.</p>

		<ul style="list-style-type: none"> ✓ All north-eastern States will be given special assistance to upgrade and expand infrastructure.
CABE Committee	2006	<ul style="list-style-type: none"> ✓ With 6 per cent of GDP earmarked for education, the shares of elementary, secondary and higher secondary (as % of GDP) will be 3, 2 and 1 respectively.
The Right of children to Free and Compulsory Education Act (RTE)	2009	<ul style="list-style-type: none"> ✓ In the primary school Pupil Teacher Ratio (PTR) will be 30:1 for each and every school level. ✓ Given that 75 % of the total Plan expenditure on elementary education is met by the central government, the States' expectation will be that the Centre will meet the additional expenditure mostly on its own, since the RTE is Central government legislation. ✓ The Sarva Shiksha Abhiyan and the MDM given to school children at elementary level together account for 97% of the central government's elementary education expenditure.

Source: De *et al*, 2008 and Various Committee Reports, MHRD

Moreover, education development is not depends upon the quantum but also composition of expenditure on education. The process of allocation and distribution also has a major impact on education development.

In India, educational finances by the state are attached to the constitutional objective of equality of opportunity. Hence, the mechanism is sharply distinguished from the other countries, and much more importance is attached to financial support to students, including provision of free education or concessional fees as a substitute to reduce the effects of poverty. In this context the major objective of this study is to explore the influencing factors of public expenditure and its policies on educational equality among the states.

Public expenditure mechanism

Public expenditure on education is an instrument to give opportunity to poor section of society. The public expenditure must be seen not only in terms of adequacy of the amount but also in terms of methods of financing, sources of financing by government and its distributive effect among various regions. India adapted the federal system, where education is mainly a state subject, allocation of resource for education from the centre to the states and from the states to local authority or other bodies has created disparity among the states, districts and institutions.

There are several hurdles to the achievement of the objective of equal development in education. In addition, it is including noticeable unequal distribution of expenditure on education by central government to different states, districts and institutions. Further, Kothari commission in 1964 absurd that Indian society is hierarchical society not only in term of income but also based on caste and religion for that made specific

recommendation for reducing this inequality but problems remain unsolved (Josephine, 2004). Why it happened? For the seeking answer for this question we need to look at our delivery system i.e. public expenditure system. In the Indian system of education finance is not decentralized, while at the same time not fully centralized, because on the education some scheme are sponsored by the central government, state government, local bodies fees endowments and other (MHRD, 2012). Through the various financing sources, Indian government try to fulfil the obligation of equal educational opportunity for all given by constitution.

Education coverage in India is not only partial, but its quality is highly varied from place to place. Even in one hand all most children are enrolled at the primary stages of education and other hand drop out ratio, pupil teacher ratio, gender parity index is not performing at satisfactory level.

Pattern of public expenditure in India

It is general consciousness that in the area of education, government must play an important role. Education is very different from economic goods and other services but it has highly normative value because of that education recognise as public good. Government must take the primary responsibility of education. to support ofor that most of education committee give suggestion to increase spending at least 6 per cent of national income of country. From the table no. 1 it is clear that it is not achieved yet.

Table No.1

Expenditure on Education as in India (1999-2000 to 2012-2013)¹

Year	State	Centre	Total	State as % of GDP	Centre as % of GDP	Total as % of GDP
1999-2000	63909.23	10906.86	74816.09	3.46	0.59	4.05
2000-01	72290.53	10195.95	82486.48	3.63	0.51	4.14
2001-02	65746.19	14119.52	79865.71	3.03	0.65	3.68
2002-03	69350.7	16156.63	85507.33	2.97	0.69	3.66
2003-04	71978.28	17100.97	89079.25	2.74	0.65	3.4
2004-05	78668.14	18025.96	96694.1	2.65	0.61	3.26
2005-06	90018.94	23209.77	113228.71	2.66	0.68	3.34
2006-07	103147.47	34236.52	137383.99	2.61	0.87	3.48
2007-08	115877.9	39919.37	155797.27	2.53	0.87	3.4
2008-09	141091.25	47977.59	189068.84	2.66	0.9	3.56
2009-10	177232.79	64023.23	241256.02	2.9	1.05	3.95
2010-11	212817.5	80660.73	293478.23	2.94	1.11	4.05
2011-12 (RE)	261492.8	89652.98	351145.78	3.12	1.07	4.18
2012-13 (BE)	294013.2	109223.31	403236.51	3.13	1.16	4.29

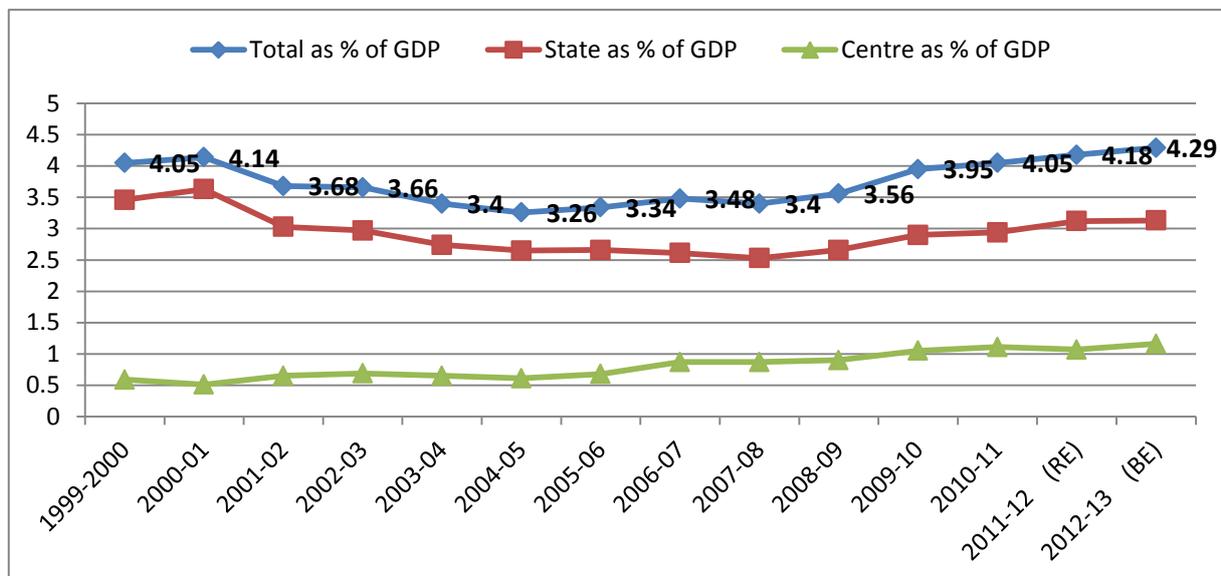
Source: Analysis of Budgeted Expenditure on Education 2004-05 to 2012-13

Note: RE= Revised Estimates, BE= Budget Estimates

The ability of the public expenditure to achieve equality of opportunity is not only in terms of amount of money but also in terms of its ability to equalize educational opportunities among states, districts and institutions.

Graph: 2

Public Expenditure on Education as Per cent of GDP by Total, State and Centre



Source: Analysis of Budgeted Expenditure on Education 2004-05 to 2012-13

From the graph-2 it is clearly show that public expenditure is fluctuating within 3.26-4.29 per cent of total GDP. After 2001 central government spending has gradually increase, however bulk of spending come from the states. Until the mid-1990s, around 90 per cent of the share of education expenditure came from the state government but its fell to 83 per cent in 2001-02. During the first half of the 2010s, share of states has fluctuated around 70 per cent that mean central government share has increasing rapidly.

Per Capita Expenditure on Elementary Education

Initially, education was the primary responsibility of state but after 1976 it's included in concurrent list due to that central government responsibility has increase, however share of state government remain very high we seen that in table no. 1. Public expenditure incurs most of the recurring expenditure on teacher salaried as well as state specific entitlement schemes. In term of amount Uttar Pradesh spend highest which is Rs. 14,927 crores, fellow by Maharashtra at over Rs. 11,919 crores in 2011 also Tamil Nadu spending balk amount. On other hand smallest states spend fewer amounts. On that based we cannot predict that which state is paying more attention towards education. For that we need to pay attention on per capita expenditure on elementary education.

Table no: 2

Per capita Expenditure² on Elementary education (Class 1-8)

Name of State/ year	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
Andhra Pradesh	2121.91	2347.66	2404.75	2853.24	2998.12	5085.33
Arunachal Pradesh	5180.69	5552.62	6151.06	7520.27	11375.39	10893.42
Assam	3593.96	2675.58	2623.23	3459.33	4423.58	6542.05
Bihar	1996.40	1923.17	1857.27	2016.88	2452.29	3031.98
Chhattisgarh	1624.46	2128.93	2903.80	3632.36	4949.53	5302.02
Goa	4613.04	4002.67	5811.67	6694.99	8321.29	9985.39
Gujarat	3081.84	3430.37	3750.67	4252.41	5828.89	9093.05
Haryana	4112.78	4177.75	4036.31	4894.68	8008.01	10103.94
Himachal Pradesh	5776.45	7278.31	8170.63	9518.88	10871.29	16530.83
J & K	2114.20	2223.87	2585.50	2998.60	3584.40	5049.26
Jharkhand	2034.89	1216.59	2469.35	2412.91	3085.83	4759.66
Karnataka	3857.27	3882.63	4677.69	6050.04	5850.22	8165.54
Kerala	4211.66	4766.38	5272.99	6294.94	6920.14	8753.91
Madhya Pradesh	1429.38	1615.03	1509.51	2033.28	2460.31	3156.50
Maharashtra	3191.28	3459.37	3885.97	4760.37	6357.52	8522.69
Manipur	4046.72	2911.77	4050.13	4395.95	3569.04	5571.19
Meghalaya	3579.38	2889.27	3232.58	3429.63	4407.08	7507.00
Mizoram	6274.35	5636.88	6220.09	7022.03	8856.12	13927.43
Nagaland	3886.77	4061.50	5313.87	835.36	2063.38	8554.84
Orissa	2152.66	2723.66	2640.69	3414.62	4628.03	6077.40
Punjab	2230.20	1921.95	2175.91	2088.01	2607.91	2715.29
Rajasthan	2356.08	2295.93	2621.31	3612.70	4358.76	6032.91
Sikkim	7435.80	7548.98	9261.77	10136.13	13947.25	1018.47
Tamil Nadu	2054.28	2674.38	2933.03	3820.35	4641.79	6974.92
Tripura	2633.65	2991.60	2789.77	3220.78	4635.16	6051.19
Uttar Pradesh	165.68	193.13	217.39	224.29	443.06	555.86
Uttarakhand	35394.67	38132.64	47998.93	40999.94	60544.60	79027.97
West Bengal	1672.01	1642.53	1953.74	2063.78	2527.75	3912.77
All India	4386.52	4510.90	5339.99	5523.46	7311.31	9389.39

Source: Expenditure Data taken from Analysis of Budgeted Expenditure on Education 2004-05 to 2012-13 and Enrolment Elementary State Report Cards 2003-04 to 2013-14

While most states show a marked increase in expenditure on elementary education in the 2010-11, the states that have been of greatest concern like Uttar Pradesh performing worse over the time. As compared to UP all states are performing quit good. If we look at the figures for all the states, then too we find Uttaranchal, Arunachal Pradesh, Kerala, Tamil Nadu, Karnataka, and Maharashtra performing well.

Conclusion

Need to make a more attention on elementary education because it is the base of the educational pyramid. Economic development and educational development are interdepends on each other there is significant relation because of that developmental economists give remarkable importance to education, and they called to education is a merit good. There is a case for the cost of education to be shared by both the state as well as the individual. Further, in India, elementary education needs to be fully financed by the state, especially for the poorer groups.

Public expenditure on per student in particular age group of (6-14) and the rate of growth of expenditure did not seem to have a robust stimulation on the rate of enrolment for all states. However, the statement made that the quality of elementary education in public school and public expenditure on elementary education does not influence at expected level on educational output due to ignorance of other factors of public expenditure i.e. combination of state and central government expenditure.

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