

**REPORT OF**

**WORKING GROUP**

**ON**

**ELEMENTARY EDUCATION**

**AND LITERACY**

**FOR THE**

**11<sup>TH</sup> FIVE YEAR PLAN**



सत्यमेव जयते

**Government of India**  
**Planning Commission**

**New Delhi**

# SECTION-I

## *Introduction*

### (1) Overview:

The growth impulses generated in the Indian economy as a result of comprehensive Economic Reforms Programme initiated in the year 1990-91 resulted in taking the growth rate trajectory to 6.8% during the VIII Five Year Plan (1992-97) as compared to an average growth rate of 3.5% in earlier years of economic planning. After slowing down to an average growth rate of about 5.6% in IX Five Year Plan (1997-2002), it has accelerated significantly and average growth during X Five Year Plan is expected to be 7.2% which is the highest growth rate so far achieved in any plan period. This performance is undoubtedly an indicator of enormous improvement in economic fundamentals and inherent strength of the Indian economy.

A faster growing economy generates confidence but it is also true that growth needs to be visualized as a means to an end and defined in terms of multidimensional economic and social objectives. Unfortunately, economic growth has failed to be sufficiently inclusive and a large percentage of population has been deprived of their share in the benefits of growth. If growth process tends to concentrate only at the upper ends of the income spectrum, as has been the case in India to a large extent, the rich will have a tendency to shift towards the private sector for essential services. As a result, the forces which could put pressure for improvement in public services also disappear. This could have serious implications for the whole growth process.

India is in the midst of a demographic transition which offers enormous challenges as well as opportunities. Dependency rates in India are falling at a time when they are rising in the industrialized countries as well as China. There is a need for a growth strategy which could channelise an increasing proportion of public spending to human resource development and skill formation to ensure a continuous supply of quality manpower. Reaping the demographic dividend is one of the several themes which the Draft Approach Paper for XI FYP has also emphasized.

Since independence, education has been visualized in government policies as a precursor to national development as well as to better quality of life. Growth in public expenditure on education has not been impressive in terms of real prices and on per student basis. In the Education Policy of 1968 it was envisaged that public expenditure on education as a proportion of GDP

will increase to 6% over time. While GDP since increased 61 fold by 2002, public expenditure on education increased from 1.68% to only 4.02% by 2002. During 1990s, after the economic reform policies were introduced, public expenditure on education declined from above 4% in 1990-91 to about 3.95% in 1998-99. Thus, raising public expenditure on education to a level of 6% of GDP has remained a national commitment for nearly forty years now. The National Common Minimum Programme (NCMP) has also reiterated this commitment. To fulfill this commitment, in addition to augmenting budgetary support the Government imposed an education cess on direct and indirect taxes in the Finance Act 2004-05 (No.2). The resource generating capacity of the Government has got a boost after high growth rates in the X FYP and the resulting exuberance should offer the right opportunity to meet this long pending commitment of expenditure on education which would also help in converting the opportunity offered by demographic transition to a scenario of growth with social justice and its future sustainability.

The XI Plan needs to be seen both in the national and international context. As an economic powerhouse in the context of a globalizing economy, universalization of elementary education with quality is a must which only can lead to universalization of secondary education. Only education can sustain growth. The EFA goals set in Dakar and Millennium Development Goals form the international backcloth. The Working Group deliberations and recommendations have been made with the above twin goals in view.

## **(2) Present Status and vision for future:**

In the present era of globalization, liberalization and privatization, education is viewed not only as an input to empowerment and social justice but as being basic to the very survival of individuals and nations. It was this perception that necessitated the review of National Education Policy (NEP) in 1986 followed by the Programme of Action, 1992 which was designed to face the challenges associated with global developments, emerging technology and cross-cultural complexities.

In respect of Elementary Education, the objective of the NEP has been addressed during X Five Year Plan mainly through the Sarva Shiksha Abhiyan, and the Mid-Day Meal Scheme, the two flagship programmes of the Government, Teacher Education schemes and programmes under the National Literacy Mission. As a result, most of the indicators have turned positive which is highly encouraging. There has been a reduction in the number of out of school children, decline in gender and social gaps and a decline in drop out rates. The number of teachers and number of schools have increased substantially. Surveys show that 90% of rural population was served by primary schools in 2002-03 whereas some gaps have been noticed at upper-

primary level. Infrastructure facilities have improved but backlog still exists. The existing challenges are bringing the 6-7% children under the 'hard to reach' category into the fold of education, issues pertaining to quality improvement, bridging social gaps and reducing inter-State, inter-district and inter-block disparities. To make the goal of universalisation of elementary education look meaningful, inclusive education, which focuses on children with special needs (CWSN), is very significant component under SSA. The whole gamut of activities including identification, medical assessment, provision of specific aids and appliances, learning material, resource support and training of teachers needs to be augmented. Quality of education in terms of better educational attainment levels are a thrust area for the next phase of SSA. These are the challenges which need to be addressed in the XI Plan. Special emphasis needs to be made on education of girls to launch a frontal attack on gender gap with a focus on 'inclusion' and 'quality' and keeping in view the forward as well as backward linkages. Girls education schemes could also offer opportunities for public-private partnership to augment the resources required for creating/up-gradation of girls schools at the upper-primary and secondary levels to improve infrastructure and facilities (library, lab and sports).

There is a lot of synergy between SSA and Mid-Day Meal Scheme (MDMS). Mid-Day Meal Scheme has been viewed not only to enhance the nutritional status but also as a mode of getting the child to school. There is need to view it as not only 'welfare' oriented but also as a "rights based approach". The right to food is implicit in Article-21 of the Constitution under 'Right to Life of every citizen' and Article-39 (f) which directs that 'children are given opportunities and facilities to develop in a healthy manner and in condition of freedom and dignity'. Several initiatives have been taken from time to time to improve the scheme and experience has shown that the Mid-Day Meal Scheme has much to contribute to the well being and future of children. Operational implications in terms of assigning responsibilities at different levels need to be reviewed to bring about improvements in the implementation and quality. Convergence with other development schemes and increased involvement of Panchayati Raj Institutions can help in bringing substantial improvements. With the delivery mechanism, implementation machinery and other contours of the scheme already in place, time is definitely ripe for the extension of the scheme to the upper-primary stage in conformity with the NCMP commitment. The extension of MDMS to the Upper-primary stage will help in checking dropout rates significantly at this level and will also take care of several other problems which have come to notice. Time is also ripe for quality improvement and infrastructure building which would help to cater to a larger number of children.

Literacy as a qualitative attribute of the population is one of the most important indicators of the socio-economic and political development of a

society. It's a major component of human resource development and is thus basic to any program of social and economic progress. The target of achieving a threshold level of 75% literacy by 2007 seems to be within reach as reflected in the growth rates in the 2001 census. The efforts made by NLM through Total Literacy Campaigns and Post Literacy Campaigns have helped the increase in literacy rate by 12.63 percentage points in 2001 compared to 1991 census which is the highest increase in any past decade. Literacy efforts have translated themselves into positive social impacts like better health awareness, greater empowerment and greater success in Panchayat elections etc. However, gender disparities and regional disparities still continue which need to be addressed in the XI Plan. The target for literacy needs to be raised to 85% keeping in view its indirect impact and EFA goal to which India is a signatory. Special focus needs to be given to low literacy areas, tribal areas, north-eastern states, muslim minorities, adolescents and disabled. It will necessitate revamping of the existing schemes, augmentation of infrastructure, convergence with other development programmes, involvement of Panchayati Raj Institutions, NGOs and academic institutions so that mass mobilization efforts can be made.

The education of adolescent age group, which according to 2001 census stood at 22.51 crore persons i.e. 21.88% of total population, needs special attention and providing relevant education to them is a very significant challenge. It is imperative that our various schemes under Elementary Education, Secondary Education and NLM are made sufficiently accommodative to the challenges and social needs of adolescent education.

After the recent constitutional amendment to make education a fundamental right, there is an urgent need to focus on teacher education. Teachers are at the heart of the education system. Teacher shortages, para teachers, single teacher schools, multi-age grade schools which characterize much of the existing school system reveals several systemic gaps. Given the emphasis being laid on improving the girls enrolment, which is critically dependent upon the presence of female teachers, the existing gender gap of more than 10% in recruitment of teachers needs special attention. Teachers teaching up to grade-VIII whether in composite, primary or middle schools need to be considered as a professional cadre requiring a process of training that addresses the specific learning and development needs of children up to 14 years. Teacher Education programmes need to be upgraded in terms of its academic organization, relevance and professional skills. Convergence between school curriculum and education of teachers as indicated in revised draft Curriculum Framework for Teacher's Education should be emphasized. The X Five Year Plan recognized the importance of teacher education and proposed an interrelated strategy which was a revised version of the earlier centrally sponsored scheme of Restructuring and Reorganization of Teacher

Education. However, unresolved issues and problems have seriously affected the system of elementary teacher education, both in terms of quality and equity partly because of mushrooming growth of private institutions. There is an urgent need for States to intervene to support and enrich existing State supported institutions for teacher education and increase their number in remote and backward locations. Simultaneously, efforts have to be made to upgrade elementary teacher education programme by enhancing its status in the academic hierarchy and create appropriate linkage with the higher education system. NGOs can also make substantive contribution in the area.

**(3) Working group for the XI Five Year Plan and Terms of Reference:**

In the context of formulation of the Eleventh Five Year Plan (2007-12), the Planning Commission through its Order No.M.12015/6/2006-Edn.dated 27<sup>th</sup> June, 2006 set up a Working Group on Elementary Education & Literacy under the Department of Elementary Education & Literacy (now known as Department of School Education & Literacy), Ministry of Human Resource Development (copy of the Order dated 27<sup>th</sup> June, 2006 is at **Appendix A**).

The Working Group in its first meeting dated 3<sup>rd</sup> August, 2006 constituted six sub-groups on Sarva Shiksha Abhiyan, Mid-day Meal Scheme, Teacher Education, Girl Education, Adolescent Education and Adult Education. The constitution of sub-groups is given in **Appendix B**. The reports of the Sub-group was considered in the second meeting of the Working Group held on 15.12.2006 under the chairmanship of Secretary, Department of School Education & Literacy. This report is a compilation of the reports of all Sub-groups finalized after the discussions held in the meeting of the Working Group.

**(4) Structure of the Report:**

The Working Group Report is presented in the following Sections:

Section I	Introduction
Section II	Sarva Shiksha Abhiyan (SSA) and Girls Education.
Section III	Mid-day Meal Scheme.
Section IV	Teacher Education.
Section V	Adolescent Education.
Section VI	Adult Education.

Sections on the individual Sub-groups give a brief review of the past performance in the sector identifying the strengths and weaknesses of the various programmes under implementation. This is followed by an outline and suggestions for the XI Plan. In accordance with the Terms of Reference for

the Working Groups, wherever feasible, suggestions for public-private partnership has also been made to augment the funds available.

It is hoped that the financial outlays emerging out of the suggestions of the various Sub-groups would be considered positively by the Planning Commission especially in the light of the time-bound commitment of Government to provide basic education to all. In the case of the sub-group on adolescent education covering the age group 10-19, programmes under SSA, Adult Education and Secondary Education will subsume the requirements, so no extra funds are being sought. To optimize the financial outlays, wherever possible, convergence with other development programs has been explored. The increase suggested here is in line with the increase during previous plans. The urgency on this front has become greater because the 86<sup>th</sup> Amendment to the Indian Constitution made free and compulsory education, a fundamental right for all children in the age group of 6-14 years. Internationally too, India has made a commitment to meet the EFA goals and cannot be seen lagging behind in achieving the same. The commitments in NCMP of taking public expenditure to 6% of GDP and the extension of MDMS to Upper-primary stage have also been kept in mind while proposing financial outlays. A special attention has been given to disadvantaged groups by keeping a special focus on minorities, SC/ST, disabled, out of school children, older girls, and adolescents etc under various schemes. Because of these reasons, it is imperative to provide sufficient funds to achieve the challenging tasks of Universalisation of Elementary Education and achievement in Adult Literacy. The XI FYP offers an excellent opportunity to overcome the existing gaps in the educational field at a time when financial constraints of the past have eased considerably.

Recently, the report of Sachar Committee on Social, Economic and Educational status of the Muslim Community of India has been presented to the government in November, 2006. Inter alia, the report has pointed out deficiencies in the availability of educational opportunities for certain socio-religious communities. The report has come out at a highly opportune time when XI FYP is under preparation and government is committed to put in place a growth strategy to promote social justice, inclusiveness and equity. Creating an environment of equal opportunities for all citizens is also a constitutional obligation. Some of the deficiencies pointed out in the report have already been addressed through various schemes and other interventions have been proposed for the XI FYP.

\* \* \*

No.M-12015/6/2006-Edn  
Planning Commission

Yojana Bhavan, Sansad Marg,  
New Delhi-110 001  
Dated: 27<sup>th</sup> June, 2006

**ORDER**

**Subject: Constitution of Working Group on Elementary Education and Literacy for the formulation of Eleventh Five Year Plan (2007-12)- Revised Order in partial modification of earlier order of even no. dated 20<sup>th</sup> April, 2006-issued-regarding.**

In the context of the formulation of the Eleventh Five Year Plan 2007-12 for the Education Sector, it has been decided to set up a Working Group for Elementary Education and Literacy under the Department of Elementary Education and Literacy, Ministry of Human Resource Development.

The Composition of the Working Group is given at Annexure-I.  
The Terms of Reference of the Working Group are given at Annexure-II.

The Chairman of the Working Group, if deemed necessary, may constitute sub-groups and/or may co-opt additional members.

The Working Group will finalize its report by 30<sup>th</sup> September, 2006.

The expenditure on TA/DA etc. of official members in connection with the meetings of the Working Group will be borne by the parent Department/Ministry/Organization to which the member belongs. Non-official members will be entitled to TA/DA as admissible to Grade I officers of the Government of India and this expenditure will be borne by the Convener Department.

Sd/-  
(Bimla Bajaj)

Under Secretary to the Government of India

Copy forwarded to:

1. Chairperson & Members of the Working Group.
2. PS to Deputy Chairman, Planning Commission.
3. PS to MOS (P&PI).
4. PSs to All members of Planning Commission.
5. PS to Member Secretary, Planning Commission.
6. PS to Secretary (Expenditure), Department of Expenditure
7. Ministry of Finance (Plan Finance Division)
8. PS to Secretary, Ministry of Home Affairs, New Delhi
9. Pr.Advisers/Sr.Consultants/Advisers/JS(Admn)/Heads of Division
10. I.F Cell, PC Division, Planning Commission.
11. Admn.I/Accs.I/Genl I & II Sections, Planning Commission
12. Information Officer, Planning Commission
13. Library, Planning Commission



**LIST OF EXPERTS FOR THE WORKING GROUP ON ELEMENTARY EDUCATION AND LITERACY-ELEVENTH FIVE YEAR PLAN.**

- 1) Shri Champak Chatterji **Chairman**  
Secretary,  
Department of Elementary Education & Literacy,  
Ministry of HRD, Shastri Bhavan,  
New Delhi
- 2) Joint Secretary(SSA) **Member-Convener**  
Department of Elementary Education & Literacy  
Ministry of HRD, Shastri Bhavan,  
New Delhi
- 3) Joint Secretary (AE) **Member-Convener**  
Department of Elementary Education & Literacy  
Ministry of HRD, C- Wing, Shastri Bhavan,  
New Delhi
- 4) Joint Secretary (MDMS) **Member**  
Department of Secondary Education  
Ministry of HRD, C-Wing, Shastri Bhavan,  
New Delhi
- 5) Joint Secretary **Member**  
(in-charge, NYKS/NSS)  
Ministry of Youth Affairs & Sports  
C-Wing, Shastri Bhavan, New Delhi
- 6) Joint Secretary, **Member**  
(in-charge of ECCE)  
Ministry of Women and Child Development  
C-Wing, Shastri Bhavan, New Delhi
- 7) Dr. Madhav Chavan, **Member**  
Pratham,  
101, Royal Crest,  
Lokmanya Basant Road-3,  
Dadar, Mumbai-400014

- 8) Ms.Shanta Sinha, Member  
M V Foundation,  
28, Manedepally West,  
Road No.I, Secunderabad-500 026
- 9) Shri Denzil Saldhana Member  
TISS,  
Post Box No.8313, V.N. Purav Marg,  
DEONAR, Mumbai-400 088
- 10) Dr(Mrs).Naseem Akthar, Member  
Department of Adult Education  
University of Madras Chennai
- 11) Shri Dilip Ranjekar, Member  
Azim Premji Foundation,  
No.5, Papanna Street, ST.Marks Road Cross  
Bangalore-560 001
- 12) Dr. Pauchuri, Member  
H.N.B. Garhwal University,  
Srinagar, Garhwal-246174, Uttranchal
- 13) Dr.S. Mohan Member  
Department of Education  
Alagappa University, Sivaganga  
Tamil Nadu-630003
- 14) Dr.Geeta Menon Member  
Director (Girls' Education), Care India  
27, Hauz Khas Village, New Delhi-110 016
- 15) Ms.Sudha Murthy, Member  
Infosys Technology Limited,  
Registered Office Electronic City,  
Hosur Road, Bangalore-561 229
- 16) Dr. Raiza Patel Member  
Indian Institute of Education  
Pune-411029, Maharashtra
- 17) Shri Anil Bordia Member  
Foundation for Education & Development  
C-113, Shivaji Marg, Vijay Park,  
Jaipur-302004

- |     |  |        |
|-----|--|--------|
| 18) | Dr. Parth J.Shah<br>Centre for Civil Society<br>K-36 Hauz Khas Enclave, New Delhi  | Member |
| 19) | Mr.D.Bikshapathi Goud,<br>D.No.3-10-66//1,<br>Opp Shiva Sai Apartment,<br>Ramanthapur-500013<br>Hyderabad                    | Member |
| 20) | Director, NIEPA,<br>Sri Aurobindo Marg,<br>New Delhi   | Member |
| 21) | Director, NCERT<br>Sri Aurobindo Marg,<br>New Delhi  | Member |
| 22) | Chairman,<br>National Council of Teacher Education,<br>Hans Bhavan, Wing II,<br>1, Bahadur Shah Zafar Marg, New Delhi-110002 | Member |
| 23) | Chairman<br>National Institute of Open School (NIOS)<br>B 31B Kailash Colony, New Delhi-110048                               | Member |
| 24) | Director, IAMR<br>Plot No 25, Sector 7A<br>Institutional Area, Narela, Delhi-110040  | Member |
| 25) | Secretary (Education)<br>Govt. of Uttar Pradesh  | Member |
| 26) | Secretary (Education),<br>Govt. of Madhya Pradesh  | Member |
| 27) | Secretary (Education)<br>Govt. of Andhra Pradesh   | Member |
| 28) | Secretary (Education)<br>Govt. of Rajasthan  | Member |

- |     |   |        |
|-----|---|--------|
| 29) | Secretary (Education)<br>Govt. of Jammu & Kashmir,  | Member |
| 30) | Secretary (Education)<br>Govt. of Punjab  | Member |
| 31) | Secretary (Education)<br>Govt. of Orissa  | Member |
| 32) | Secretary (Education)<br>Govt. of Nagaland  | Member |
| 33) | Shri M.N. Roy,<br>Secretary,<br>Panchayati Raj, Govt. of West Bengal                      | Member |
| 34) | Secretary (Education)<br>Government of Jharkhand, Ranchi                                  | Member |
| 35) | Shri J.M. Abhyankar<br>State Project Director, SSA<br>Government of Maharashtra<br>Mumbai | Member |
| 36) | Dr.C. Chandramohan,<br>Director (Education), Planning Commission,<br>New Delhi            | Member |
| 37) | Mrs.Kirti Saxena<br>Director (Education), Planning Commission,<br>New Delhi               | Member |

**Subject: Constitution of Working Group on Elementary Education and Literacy for the formulation of Eleventh Five Year Plan (2007-12) – Terms of Reference – regarding**

**TERMS OF REFERENCE OF THE WORKING GROUP ON ELEMENTARY EDUCATION AND LITERACY-ELEVENTH FIVE YEAR PLAN.**

1. To review the existing plans and programmes under Elementary Education and Literacy, with particular emphasis on outcomes in terms of access, enrolment, retention, dropouts and quality of education by gender, social and regional classifications.
2. To evolve a detailed perspective plan and strategies with specific medium term monitorable targets for providing quality elementary education upto Class VIII, including through EGS/AIE Centres, to all children in the age group of 6-14 years and to suggest improvement in delivery mechanism for effective implementation of various schemes/programmes.
3. To suggest ways and means to enhance effectiveness of school supervision and monitoring, with a view to impart quality education and improving learners' achievements.
4. To formulate an operational strategy and action plan in convergence with other schemes, for progressively universalizing at least one year of ECCE for all children in the age group of 4-6 years.
5. To suggest measures for improving implementation of MDMS, Sarva Shiksha Abhiyan and various Literacy Programmes for achieving the goals of Education For All (EFA) and Millennium Development Goals (MDGs). To suggest improvements/restructuring of literacy programmes for greater involvement of State Governments for increasing transparency and accountability.
6. To undertake an in-depth review of the implementation of MDMS, in term of adequacy and effectiveness of the systems and infrastructure and the impact of the programmes on school attendance and on improvement in the nutritional status of children etc.
7. To review the implementation of teacher education programmes including the functioning of DIETS, SCERT, SIEMAT, and to make a realistic estimate of demand for teachers in the XI Plan and beyond as also and to assess the need for pre-service and in-service training in terms of manpower and infrastructure.
8. To evolve a policy for providing quality elementary education, including through public private cooperation/partnership and to suggest the broad parameters of such a policy.

9. To review effectiveness of programmes addressing the needs of SCs, STs, OBCs., Minorities, girls and women's education and to examine the feasibility of introducing alternative systems for the poor students.
10. To suggest measures for faster reduction in illiteracy in the country and interventions for the 35 plus age group of illiterate population also with emphasis on gender, regional and social dimensions.
11. To suggest modifications in educational indicators, computation of education index, and also suggest measures for improvement in better management of educational statistics at district, state and national levels.
12. To estimate scheme-wise financial requirements of the existing programmes and for new interventions in the XI Plan for the Department of EE&L

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No.15-6/2005-EE.I  
Government of India  
Ministry of Human Resource Development  
Department of School Education & Literacy

New Delhi, dated the 29<sup>th</sup> August, 2006

Subject: **Setting up of Sub-Groups of the Working Group on 'Elementary Education and Literacy' for the Eleventh Five Year Plan (2007-12).**

The Planning Commission has constituted a Working Group on 'Elementary Education and Literacy' for the Eleventh Five Year Plan (2007-2012) vide Commission's Order No. M-12015/6/2006-Edn dated 27<sup>th</sup> June, 2006 under the Chairmanship of Secretary, Department of Elementary Education and Literacy (now Department of School Education and Literacy), Ministry of Human Resource Development. In terms of Para (4) of the said order, the Chairman of the Working Group hereby constitutes Six Sub-Groups of the Working Group as mentioned hereunder.

**1. Sub-Group on Sarva Shiksha Abhiyan- including minorities and other socially disadvantaged groups: -**

- (i) Chairperson- Shri Sumit Bose
- (ii) Convenor-Shri Dhir Jhingran, Director
- (iii) Sub-convenor-Sh.K.R. Meena, Deputy Secretary/Sh P. Sukumar, Deputy Secretary

**Members:**

- (iv) Dr. K.K. Vashistha-NCERT
- (v) Shri Arun Mehta, Sr. Fellow NIEPA
- (vi) Shri Madhav Chavan-PRATHAM
- (vii) Shri Dilip Ranjekar-Azim Premji Foundation
- (viii) Prof. Geeta Nambisan-JNU
- (ix) Dr. Shanta Sinha-MV Foundation
- (x) Shri Prabhu-NIRD(Hyderabad)
- (xi) Smt. Ruma Banerjee-SEVA in Action
- (xii) Shri Halim Khan Ex-Chairman, Madarsa Board, M.P.
- (xiii) Education Secretary, Rajasthan
- (xiv) Secretary, Basic Education, Uttar Pradesh
- (xv) SPD, SSA, Tamil Nadu
- (xvi) SPD, SSA Orissa
- (xvii) SPD, SSA, Karnataka

**Terms of Reference:**

- (i) To look into the gaps in access to schooling, retention of children in schools and quality of education.
- (ii) To re-examine SSA financial norms in light of the requirement for difficult to reach children, disadvantaged groups and improvement in the quality of learning among other aspects.
- (iii) To examine SSA strategies to promote public-private partnership, management and supervision arrangements in elementary education.
- (iv) Delineate areas of convergence for achieving SSA goals, in respect of other Government programmes e.g. ECCE, Urban Dev., Tribal Affairs, SJ&E, Drinking Water Mission & TSC etc.
- (v) To examine the financial requirements and goal setting for the XI Plan.

**2. Sub-Group on Girls Education**

- (i) Chairperson-Ms. Vimla Ramachandran
- (ii) Convenor-Smt. Richa Sharma, Deputy Secretary
- (iii) Sub-convenor-Smt. Anita Chauhan, Deputy Secretary

**Members:**

- (iv) Prof. Zoya Hassan-JNU & NCM
- (v) Ms. Jaya Srivastava-ANKUR
- (vi) Ms. Deepa Das
- (vii) Dr.K. Sujata-NIEPA
- (viii) Dr. J. Kameshwari
- (ix) Ms. Dipta Bhog. Nirantar.
- (x) Education Secreary, Karnataka
- (xi) Education Secretary. Jharkhand
- (xii) SPD, SSA. Gujarat
- (xiii) SPD. SSA. Bihar
- (xiv) SPD. Mahila Samakhya. Andhra Pradesh
- (xv) SPD. Mahila Samakhya. Uttaranchal

**Terms of reference:**

- (i) To recommend measures for enhancing enrolment retention and completion of elementary educatin of girls in light of SSA goals.
- (ii) To examine the implementation of components & programmes for promotion of girls education especially KGBV and NPEGEL programmes and make recommendation for the XI Plan, as components of SSA programme.



- (iii) To make recommendations for the XI Plan in respect of the Mahila Samakhya programme

### **3. Sub-Group on Adult Education**

- (i) Chairperson – Shri M.N. Roy, Secretary, Panchayati Raj. West Bengal.
- (ii) Convenor—Smt. Alka Bhargav
- (iii) Sub-Convenor-Dr. V. Mohan Kumar

#### **Members:**

- (iv) Joint Secretary (incharge of ECCE), Ministry of Women & Child Development
- (v) Chairman, National Institute of Open School (NIOS), New Delhi
- (vi) Secretary (Education), Orissa
- (vii) Secretary (Education), Andhra Pradesh
- (viii) Prof. Denzil Saldanha, TISS, Mumbai
- (ix) Dr. A. Mathews, Consultant, UNESCO, New Delhi
- (x) Prof. S.Y. Shah, Group of Adult Education, School of Social Sciences, JNU, New Delhi
- (xi) Prof. Anita Rampal, Central Institute of Education, Delhi
- (xii) Dr. Vinod Raina, BGVS
- (xiii) Secretary Education, Govt. of Kerala
- (xiv) Secretary Education Govt. of Karnataka
- (xv) Joint Secretary, (NYK & NSS)
- (xvi) Director, Literacy and Continuing Education, Govt. of Rajasthan
- (xvii) Shri Shaibal Gupta, Patna
- (xviii) Shri Krishna Kumar, BGVS
- (xix) Shri T R Raghunandan, Joint Secretary (Panchayati Raj)

#### **Terms of reference:**

- (i) To evolve a detailed perspective plan and strategies for addressing residual illiteracy, especially with a view to take up the 35+ age group especially through NGOs.
- (ii) To suggest measures for improving implementation of literacy programmes e.g.
  - Innovative practices viz. camp based approaches (residential & non-residential)
  - Use of Information Technology
  - Restructuring of ZSS including use of professionals, etc.
- (iii) To review the criteria and indicators for evaluation and quality of adult literacy programmes.

- (iv) Suggest strategies for specific categories and group such as:
  - Panchayati Raj representatives
  - Self Help Groups
  - Women groups etc
- (v) New interventions required in respect of
  - Public private partnerships
  - Educationally backward blocks
  - Women literacy
  - Fishermen, nomads, tribals, miners, minorities etc.
- (vi) To review the present CEP Scheme and recommend a more broad-based Continuing & Lifelong, Education Programme
- (vii) To address issues of socially disadvantaged groups-SC/ST, women and minorities/regional/sub-district disparity
- (viii) To delineate areas of convergence for CLEP with PRIs and other developmental departments.
- (ix) To suggest structure for the implementation of learning of Continuing Education and Life-long Learning.
- (x) To address issues relating to providing academic and technical resource support by the State Resource Centres, Jan Shikshan Sansthan and other NGOs.
- (xi) To consider restructuring the various schemes of NGOs so as to bring about a uniformity and convergence in their objectives, clientele, pattern of funding, monitoring etc.
- (xii) To re-examine financial norms and goal setting for the Xith Plan and suggest the financial implications.

#### **4. Sub Group on Adolescent Education**

- (i) Chairperson-Shri Anil Bordia, former Education Secretary
- (ii) Convener- Ms. Neelam Shami Rao, Deputy Secretary

##### **Members:**

- (iii) Dr.(Mrs.) Naseem Akhtar
- (iv) Ms. Raiza Patel, IIE, Pune

- (v) Dr. Geeta Menon, CARE India, New Delhi
- (vi) Secretary(Education), Government of Madhya Pradesh
- (vii) Secretary (Education), Government of Jharkhand
- (viii) Prof. R. Govinda, NIEPA
- (ix) Prof. A.K. Jalaluddin
- (x) Dr. Anita Rampal, Professor, Delhi University.
- (xi) Director, NIOS
- (xii) Dr.GK Nigam

**Terms of reference:**

- (i) To review the existing plans and programmes for adolescents with particular emphasis on the efficacy of their coverage and relevance of the programmes.
- (ii) To suggest specific goals and objectives, which is in consonance with the EFA and Millennium Development Goals for this group
- (iii) To recommend measures for introducing appropriate Life Skills, Vocational Skills and Entrepreneurial Skills in their curriculum at various levels.
- (iv) To formulate alternate methods for mainstreaming the drop outs in this age group through Equivalency Programmes
- (v) To make recommendations regarding priority to be given to education of adolescents in the 11th Five Year plan and estimate the financial requirements for this age group.

**5. Sub-group on Mid-Day Meal Scheme:**

- (i) Chairman-Director, NIEPA.
- (ii) Convenor, Shri P.K. Mohanty, DEA.
- (iii) Joint Secretary (Elementary Education-I), Dept. of School Education & Literacy.
- (iv) Smt. Anita Chaudhary, Joint Secretary, Dept. of Food & Public Distribution, or her representative.
- (v) Dr. (Smt.) Shashi Prabha Gupta. Technical Adviser, Ministry of Women & Child Development.
- (vi) Dr. (Smt.) Prema Ramachandran, Director, Nutrition Foundation of India, New Delhi.
- (vii) Secretary (School Education), Government of Andhra Pradesh.
- (viii) Secretary (Rural Development, Government of Rajasthan.
- (ix) Secretary (Nutritional Meal Programme), Government of Tamilnadu.
- (x) Secretary (School Education), Government of Uttaranchal.

### **Terms of Reference:**

- (i) Review the existing implementation of the programme.
- (ii) Suggest measures to bring about stronger monitoring, supervision and increased transparency in the existing programme including role specified for Panchayati Raj Institutions.
- (iii) Suggest measures to bring appropriate convergence with the ICDS for ensuring provision of mid-day meal to pre-school children (age 3-5 years).
- (iv) Suggest the manner in which the programme shall be extended to higher classes in the light of the pronouncement contained in the National Common Minimum Programme.
- (v) Suggest mechanism for bringing appropriate integration with SSA.
- (vi) Estimate financial requirement based on the recommendations for XI Plan.

### **6. Sub Group on Teacher Education**

- (i) Chairman-Prof. Krishna Kumar, Director NCERT
- (ii) Co-Chairman-Shri Dileep Ranjekar
- (iii) Convenor- Smt. Simmi Chaudhary.

#### **Members:**

- (iv) Prof. R. Govinda, NIEPA
- (v) Prof. DK Bhattacharjea, NCERT
- (vi) Prof. Janaki Rajan. IASE.JMI
- (vii) Prof. Poonam Batra, Delhi University
- (viii) Principal, DIET, Dharwad, Karnataka
- (ix) Principal, DIET, Ajmer, Rajasthan
- (x) Director, SCERT, Maharashtra
- (xi) Director, SCERT, Uttar Pradesh
- (xii) Director, SCERT, Karnataka

#### **Terms of Reference**

- (i) To review the existing programmes under Teacher Education including the functioning of DIETs, CTEs./IASEs, SCERTs
- (ii) To suggest ways and means to enhance effectiveness of the Scheme with a view to improving quality education and learner achievements.

- (iii) To make a realistic estimate of demand for teachers in the XI Plan and beyond as also to assess the need for pre-service and in-service training in terms of manpower and infrastructure.
- (iv) To estimate financial requirements under Teacher Education for existing programme and for new interventions in the XI Plan

This issues with the approval of Secretary (SE&L), Ministry of Human Resource Development.

Sd/-  
(S. Kumar)

Deputy Secretary to the Government of India.

To,

All members of the Sub-Groups,

Copy to:

Adviser(Education), Planning Commission  
JS(EE.I)/JS(EE.II)/JS(AE)  
PPS to Secretary(SE&L)

## SECTION-II

### **Sarva Shiksha Abhiyan and Girls Education**

#### **Universalisation of Elementary Education**

The National Policy of Education 1986, as revised in 1992, had indicated three thrust areas in elementary education:

- (i) Universal access enrolment;
- (ii) Universal retention of children upto 14 years of age; and
- (iii) A substantial improvement in the quality of education to enable all children to achieve essential levels of learning.

These objectives were addressed during the Tenth Plan period mainly through the Sarva Shiksha Abhiyan which is the flagship programme of Government of India being implemented in partnership with States and UTs. The Mid Day Meal and Teacher Education Schemes have also contributed towards progress in the above objectives.

The 86<sup>th</sup> Constitutional Amendment Act 2002 made education a Fundamental Right for children in the age group of 6-14 years by providing that "*the State shall provide free and compulsory education to all children of the age of six to fourteen years in such manner as the State may, by law, determine*".

Some of the major achievements in the quest for universalisation of elementary education are listed below:

- (a) *Reduction in the number of out of school children:*  
From about 320 lakh in 2002-03, the number of out of school children had reduced to 70.5 lakh based on reports of States and UTs in March 2006.
- (b) *Decline in gender and social gaps:*
  - The gender gap at the primary stage reduced from 5.5 percentage points in 2002-03 to 4.2 percentage points in 2005-06. At the upper primary stage this gap reduced from 10.7 percentage points to 8.8 percentage points. The GPI at the primary stage in 2005 was 0.95 and 0.88 for the upper primary stage.
  - The share of SC students in total enrolment was 20.72% at the primary stage and 19.42% at the upper primary stage.
  - For ST students, share in total enrolment was 11.75% at the primary stage in 2005-06 and 9.28% at the upper primary stage.
- (c) *Reduction in dropout rates:*  
The gross dropout rate, reflected in the Selected Education Statistics of MHRD declined from 39.03% in 2001-02 to 28.49% in 2004-05. For girls,

the decline in dropout rate has been significant. During this period it decline from 39.88% to 24.82% - a decline of more than 15 percentage points. The dropout rate for the entire elementary stage is however declining less rapidly.

## I. Progress in Elementary Education since 1999-2000

### 1. Growth since 1999:

Efforts towards achieving UEE have resulted in substantial increase in the physical infrastructure, teachers and enrolment. During the last few years (1999-2000 through 2004-05), number of primary schools increased from 6.42 lakh to 7.67 lakh; upper primary schools increased from 1.98 lakh to 2.75 lakh. There has also been growth in the number of teachers and students enrolled. Details are in Tables 1 and 2 below:

Public expenditure on education, however, did not experience any increase over the same period, remaining almost same at about 3.74%. With the introduction of education cess in 2004-05, the public investment in elementary education by the Central Government has increased significantly during the past two years.

**Table 1 : Progress in Elementary Education Since 1999**

Indicators	1999-2000	2004-05
Primary Schools	642000	767520
Upper Primary Schools	198000	274731
Teachers in Primary	1919000	2310800
Teacher in Upper Primary	1298000	1439146
Enrolment in Primary	113.61 million	131.69 million
Enrolment in Upper Primary	42.00 million	51.67 million
Public Expenditure on Education (% of GDP)	3.77%	3.74% (2003-04)

Source : RGI; SES, MHRD

**Table 2 : Growth of Educational Institutions since 1999**

Year	Primary	Upper Primary	Pry vs U. Pry School
1999-2000*	641695	198004	3.2
2000-2001*	638738	206269	3.1
2001-2002*	664041	219626	3.0
2002-2003*	651382	245274	2.7
2003-2004*	710471	262649	2.7
2004-2005*	767520	274731	2.8
Annual rate of Growth since 1997-98	2.7%	6.9%	

Source : SES, MHRD

\*Provisional

## 2. *Growth in enrolment:*

During 1999-2000 through 2004-05, enrolment in the elementary education increased substantially, more with respect to the upper primary stage. Whereas annual increase in enrolment in primary was 3.2%, for upper primary it was 3.9%. Both in primary as well as upper primary stages, proportionate increase in girls' enrolment was higher than boys'. In primary classes, whereas the annual growth rate for boys was 1.7%, the same for girls was 5.2%. Similarly for upper primary, boys' increase in enrolment was at the rate of 2.2% per year, for girls it was 6.5%. The relevant details are in Table 3 below:

**Table 3 : Sex-wise Enrolment by Stages, 1999-2000 to 2003-04**

Year	(In Million)					
	Primary (Grades I-V)			U Primary (Grades VI_VIII)		
	Boys	Girls	Total	Boys	Girls	Total
1999-2000*	64.1	49.5	113.6	25.1	17.0	42.1
2000-2001*	64.0	49.8	113.8	25.3	17.5	42.8
2001-2002*	63.6	50.3	113.9	26.1	18.7	44.8
2002-2003*	65.1	57.3	122.4	26.3	20.6	46.9
2003-2004*	68.4	59.9	128.3	27.3	21.4	48.7
2004-2005*	70.12	61.56	131.69	28.71	22.96	51.67
Annual rate of Growth since 1999-2000	1.70%	5.2%	3.2%	2.2%	6.5%	3.9%

Source : SES, MHRD

\* Provisional

DISE data for the last three years viz. 2003-04, 2004-05 and 2005-06 suggest that the annual growth rates for primary and upper primary levels were 4.4% and 12.5%, respectively. These data also suggest that the growth rate in enrolment for girls were higher than that of the boys both at primary as well as at the upper primary levels (For Primary, Boys : 4.1% girls : 4.8%. For upper primary, Boys : 11.7% girls : 13.8%). Thus there is a significant difference in the enrolment growth rates based on SES and DISE data. Probably the trend indicated using DISE data (higher increases at upper primary level) better reflects the field situation.

## 3. *Girls' enrolment:*

One of the very important attributes to achieve UEE is to ensure gender parity. To measure this, girls' enrolment as a proportion of the total enrolment has been calculated since 1999-2000; 47% of the students enrolled in primary classes in 2004-05 were girls compared to only 43.6% in 1999-2000. For upper primary, 44% children enrolled in 2004-05 were girls compared to 40.4% in the base year (1999-2000). Details are in Table 4 below:



**Table 4 : % Girls to Total Enrolment by Stages**

Year	Primary	Upper Primary
1999-2000*	43.6	40.4
2000-2001*	43.8	40.9
2001-2002*	44.2	41.7
2002-2003*	46.8	43.9
2003-2004*	46.7	43.9
2004-2005*	46.7	44.43

\* Provisional

DISE data of 2005-06 indicates a gender gap (difference in boys & girls enrolment in percentage points) of 4.2 at the primary stage and 8.8 at the upper primary stage. Adjusted for sex ratio, the gender gap at primary stage in 2005-06 was 3.9 percentage points and 8.2 percentage points at upper primary stage.

#### 4. Enrolment ratios:

Gross Enrolment Ratio (GER), calculated as a ratio of the gross enrolment of children as a proportion of the total children in the relevant age group, is an indicator to assess the extent of access of children. Over the years, it showed an increase. At primary stage, starting with 94.9 in 1999-2000, it improved to 108.56% in 2004-05. For upper primary, the same was 58.8% and 70.5%, respectively in the initial and the terminal years under discussion.

Gender parity in the GER, both at primary as well as upper primary stages, was an issue. The gap in GER between boys and girls in primary level was 19 percent points in 1999-2000. This reduced to 5.8 percent points in 2004-05. With respect to upper primary level, it improved from 17.5 percent points to 9 percent points during the same period. Table 5 below:

**Table 5 : Gross Enrolment Ratios at Primary and Upper Primary Levels**

Year	Primary (Grades I-V)			Upper Primary (Grade V-VIII)			Elementary (Grades I-VIII)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1999-2000*	104.1	85.2	94.9	67.2	49.7	58.8	90.1	72.0	81.3
2000-01*	107.3	85.8	96.8	76.2	53.3	65.3	97.3	75.5	86.8
2001-02*	103.1	82.3	93.0	80.3	57.7	69.6	95.7	74.6	85.6
2002-03*	101.4	89.4	95.6	63.2	48.6	56.3	87.1	74.4	81.1
2003-04*	100.8	95.7	98.3	66.9	57.7	62.5	88.0	81.5	84.9
2004-2005*	111.4	105.5	108.6	74.8	65.8	70.5	97.6	90.6	94.2

Source : SES, MHRD

\* Provisional

The Net Enrolment Ratio (NER), calculated as a ratio of the net enrolment of children of the right age group as a proportion of the total children in the relevant age group, is an indicator to assess the extent of access of children of the target

age group. Under ideal circumstances, the GER and NER should be the same – a phenomenon that can be achieved only when all children of the right age group take admission in schools in grade I, there are no repeaters and no case of dropouts; thereby, no child enrolled in any grade would be under-aged or over-aged.

A study of the under/over-aged children based on the DISE data of 2003-04 and 2004-05 suggests, in 2003-04, 16% of primary children in the primary classes were in this category; the share of children in the upper primary stage was 23% . This improved in 2004-05 to 14% and 20% respectively in 2004-05. The relevant data are in Table 5A below:

**Table 5A : Under/Over-aged children in 2003-04 and 2004-05**

Level	Under-aged		Over-aged		Total grossness	
	03-04	04-05	03-04	04-05	03-04	04-05
Primary	9.49	8.46	6.33	5.80	15.82	14.26
Upper Primary	12.18	11.11	10.80	8.65	22.98	19.76

Source : Elementary Education in India, NIEPA, 2004-05

### **5. Dropout rates:**

Dropout rate is defined as the proportion of children that cease to remain enrolled in the schooling system. There are a number of methods for estimating dropout rate. One of them, followed in the Selected Education Statistics (SES) of the Ministry of Human Resource Development, is as follows:

- Gross dropout rates for classes (I-V) =  $\{1 - (\text{Enrolment in Class V during the reference year} / \text{enrolment in Class I four years ago})\} * 100$ .
- Gross dropout rates for classes (I-VIII) =  $\{1 - (\text{Enrolment in Class VIII during the reference year} / \text{enrolment in Class I seven years ago})\} * 100$ .

Table 6 below provides details of year/stage-wise gross dropout rates. Generally two points are emerging; one the reducing trend of dropout rates, both at the primary and upper primary stages and two, a near-gender neutrality among the dropout rates. The major limitation in the process of such calculation is that it does not take into account the repetition and transfer of children.

Data collected through DISE provides repeaters' enrolment, class/sex-wise. Two consecutive years' data thus collected can be used to generate a reconstructed cohort which is much more appropriate to estimate the dropout rates. Moreover, DISE data are school-wise. Using such data for the schools which remained common in two consecutive years, a new database has been generated and the dropout rates are calculated<sup>#</sup>. This suggests that the dropout rates were 15% in 2002-03 which reduced to 13% in 2003-04 and further reduced to 12% in 2004-05. Although the trend is encouraging, concerted efforts would be needed to ensure further reduction. The relevant details are in Table 6A below:

**Table 6 : Drop-out Rates at Primary and Upper Primary Levels, 1999-2000 to 2004-05**

Stage	1999-2000*	2000-01*	2001-02*	2002-03*	2003-04*	2004-05*
<b>Class I-V</b>						
Boys	38.7	39.7	38.4	35.9	33.7	31.37
Girls	42.3	41.9	39.9	33.7	28.6	24.82
<b>Total</b>	<b>40.3</b>	<b>40.7</b>	<b>39.0</b>	<b>34.9</b>	<b>31.5</b>	<b>28.49</b>

Stage	1999-2000*	2000-01*	2001-02*	2002-03*	2003-04*	2004-05*
<b>Class I-VIII</b>						
Boys	52.0	50.3	52.9	52.3	51.8	50.10
Girls	58.0	57.7	56.9	53.4	52.9	50.76
<b>Total</b>	<b>54.5</b>	<b>53.7</b>	<b>54.6</b>	<b>52.8</b>	<b>52.3</b>	<b>50.39</b>

Source : SES, MHRD \* Provisional

**Table 6A : Promotion, repetition and dropout rates in 02-03, 03-04 and 04-05**

Gender	2002-03			2003-04			2004-05		
	Rates of			Rates of			Rates of		
	Promotion	Repetition	Drop out	Promotion	Repetition	Drop out	Promotion	Repetition	Drop out
Boys	81	5	15	82	5	13	83	4	13
Girls	80	5	15	82	5	13	83	4	13
Overall	80	5	15	82	5	13	84	4	12

Source : DISE data for 02-03 through 05-06

#This has been called Average Dropout Rate (by NIEPA). It may be noted that this is not the commonly used "Cohort Dropout Rate" which would be higher than this 'Average Dropout Rate'.

## 6. Teachers in place:

In absolute terms, a substantial increase in the number of teachers has been registered since 1999-2000. At primary stage, there were 19.2 lakh teachers in 1999-2000. This increased to 20.9 lakh in 2003-04. With respect to the upper primary stage, this increased from 12.98 lakh to 16.02 lakh.

DISE 2005-06 data also suggests that the number of teachers in place was 27.91 lakh in primary stage and 15.13 lakh in upper primary stage. The growth of teachers in place in the elementary sector, thereby, works out to 8.2% per year during 2003-04 through 2005-06. This increase is on account of the large number of teachers recruited under SSA in these years.

Proportion of female teachers also improved substantially. Both at the primary as well as upper primary stages, only 36% teachers were females in 1999-2000. This increased to about 40% in 2004-05. Incidentally, the proportion of female teachers was almost the same both for primary and upper primary. Relevant details are at Table 7 below:

**Table 7 : Distribution of Teachers by Type of Schools since 1999 (in '000s)**

Year	Primary				Upper Primary			
	Male	Female	Total	% Female	Male	Female	Total	% Female
1999-2000*	1236	683	1919	35.6%	829	469	1298	36.1%
2000-2001*	1221	675	1896	35.6%	802	506	1308	38.7%
2001-2002*	1213	715	1928	37.1%	921	547	1468	37.3%
2002-2003*	1167	746	1913	39.0%	936	645	1581	40.8%
2003-2004*	1258	835	2093	39.9%	949	653	1602	40.8%
2004-2005*	1395	915	2310	39.6%	917	521	1439	36.2%

Source : SES, MHRD

\* Provisional

Through DISE data, school-wise information is collected about the pre-service and in-service training of teachers. An analysis of the latest three years' data suggests that more teachers are now equipped with pre-service trainings compared to the earlier years. Nearly two thirds of the teachers had pre-service training in 2003-04. In 2005-06, this improved to almost three out of four teachers. In the North-eastern region, however, proportion of teachers with pre-service training was and still is, a major issue. Details regarding the teachers having pre-service training are at Table 7A below:

**Table 7A : Proportion of teachers having pre-service training (Figs in %age)**

Level	Proportion of trained teachers in					
	2003-04		2004-05		2005-06	
	Overall	NE Region	Overall	NE Region	Overall	NE Region
Primary	66	47	68	52	73	55
Upper Primary	69	17	71	19	76	18
Overall	67	35	69	39	74	40

Source : DISE data

## 7. Pupil Teacher Ratio (PTR):

Since 1999-2000, the PTR followed an increasing trend over the years at the primary stage. Whereas in 1999-2000 the PTR was 43:1 for primary and 38:1 for upper primary, it became 46:1 for primary and 35:1 for upper primary levels. For details, see table 8 below:

The national level scenario at the national level hides the inter and intra-state variations which are significant.

**Table 8 : Teacher-Pupil Ratio at Primary and U. Primary Levels**

Year	Primary	Upper Primary
1999-2000*	1:43	1:38
2000-2001*	1:43	1:38
2001-2002*	1:43	1:38
2002-2003*	1:42	1:34
2003-2004*	1:45	1:35
2004-2005*	1:46	1:35

Source : SES, MHRD

\* Provisional

According to DISE 2005-06, the PTR at primary is 43:1 and at upper primary it is 30:1.

## **8. Schooling facilities:**

As discussed above (refer to Table 2), there has been substantial increase in the number of schools in the country. The distance and population norms for opening primary and upper primary schools vary from state to state. To assess the grassroot level coverage, the Government of India (Ministry of Human Resource Development) periodically (usually once in five years) conducts All India School Education Surveys (AISES) through National Council of Educational Research and Training (NCERT). Information pertaining to the educational facilities available through the last 3 surveys are provided in Table 9 below:

**Table 9: Access Facilities**

<b>Particulars</b>	<b>5<sup>th</sup> Survey 1986</b>	<b>6<sup>th</sup> Survey 1993</b>	<b>7<sup>th</sup> Survey 2002</b>
Rural Population	593560310	659691045	742490639
Rural Habitations	981864	1060612	1231391
Habitations having primary schools/sections within 1 km.	823117	884089	1070863
<b>%Age</b>	<b>83.83</b>	<b>83.36</b>	<b>86.96</b>
Population served by primary school/sections up to 1 km	560622974	618543482	731574982 \$
<b>%age</b>	<b>94.45</b>	<b>93.76</b>	<b>98.53</b>
Habitation served by Upper primary school/sections within 3 km.	726594	807656	961899
<b>%age</b>	<b>74</b>	<b>76.15</b>	<b>78.11</b>
Rural Population Served by upper primary school/sections within 3 km.	498447378	560769559	639561298 \$
<b>%age</b>	<b>83.98</b>	<b>85.00</b>	<b>86.14</b>

\$ : Estimated

It may be seen from above that 98% of the rural population was served by primary schools in 2002-03. In terms of habitations, 87% were served and only 13 % were yet to be provided with primary schooling facilities within 1(one) Km from these habitations. During the X<sup>th</sup> Plan period 1,32,623 primary schools have been sanctioned and it is estimated that more than 96% of habitations now have a primary school within 1 km.

Access facilities in the upper primary schooling is, however, still an issue as, only 78% of the habitations had such facilities within a radius of 3 Km. in 2002-03.

This catered to the need of 86% of the rural population. 88,930 new upper primary schools have been opened since 2002-03, a gap still remains.

A reference to Table 2 indicates that there is a need of more upper primary schools. At all India level, there was one upper primary school for 2.8 primary schools in 2004-05. In 2005-06 this ratio of number of primary to upper primary schools was 2.5:1. To bring the ratio of primary:upper primary school to 2:1 (SSA norm), the additional need for upper primary schools works out to 1,40,000.

## 9. **Infrastructure facilities:**

School-wise information collected through DISE suggests that 3% of the primary schools and 2.4% upper primary schools did not have any building in 2005-06. The student-classroom ratio (SCR) that is an indicator of the adequacy or shortage of classrooms showed the following trend in the past few years.

	2002-03	2003-04	2004-05	2005-06
<b>Primary</b>	48	45	44	41
<b>Upper Primary</b>	36	35	33	33

In 2005-06, 44.6% of primary schools and 15.3% of upper primary schools did not have any toilet at all. Similar proportion of schools, both in primary and upper primary stages, did not have any boundary wall. Drinking water facilities were not available in 15.1% of primary and 4.8% of upper primary schools. These are very important issues and calls for adequate attention to ensure availability of the required physical infrastructure in the schooling system. Relevant details showing non-availability of the discussed infrastructure is in Table 10 below:

**Table 10 : Schools without basic facilities**

% schools without facilities like	Primary		Upper Primary	
	04-05	05-06	04-05	05-06
Building	3.5	3.0	2.8	2.4
Toilets	51.4	44.6	16.8	15.3
Boundary walls	50.4	50.8	15.7	16.5
Drinking water	16.3	15.1	4.7	4.8

Source : DISE data

It is estimated that the backlog for additional classrooms (primary and upper primary schools) at the end of 2006-07 will be about 6.37 lakh.

## II. **Sarva Shiksha Abhiyan**

The Sarva Shiksha Abhiyan articulated the following specific goals for realizing the objectives of NPE and the Fundamental Right for free and compulsory education:

- (i) All 6-14 age children in schools/EGS by 2005.
- (ii) Bridge all gender & social category gaps at primary stage by 2007 & upper primary by 2010.

- (iii) Universal retention by 2010.
- (iv) Focus on elementary education of satisfactory quality.

During the first year of the programme viz. 2001-02 in the Ninth Plan period, only some preparatory activities were undertaken. The allocations for SSA during the first 2 years of the Tenth Plan period were quite inadequate. The total grants released by the Centre were Rs. 1558.28 cr. in 2002-03 and Rs. 2698.38 cr. during 2003-04. The releases from Government of India for SSA increased to Rs. 5139.7 cr. in 2004-05 and Rs. 7534.5 cr. in 2005-06. The BE for 2006-07 is Rs. 11000 cr. Against the total financial requirement (Central share) of Rs. 32,000 cr. projected by the Tenth Plan Working Group, the actual expenditure (releases by GoI) would be Rs. 28,000 cr. approximately.

## Progress towards achievement of SSA Goals

1. All 6-14 year old children in school / EGS centre / Bridge course by 2005.

### a. Enrolment

#### Annual Growth Rate in Enrolment

	2002-03 to 2003-04	2003-04 to 2004-05	2004-05 to 2005-06
Primary	2.2%	6%	2.6%
Upper Primary	11.8%	14%	17.3%
<b>Total</b>	<b>4.4%</b>	<b>5.8%</b>	<b>6.3%</b>

Source: DISE

- **Primary:** Huge increase in **Jharkhand**. Increases above national average in **Jammu & Kashmir, Uttar Pradesh** and **Madhya Pradesh**.
- **Upper Primary:** Huge increase in **Jharkhand, Uttar Pradesh, Jammu & Kashmir** and **Arunachal Pradesh**.

#### Enrolment Ratios (Primary)

Year	GER	NER
2003-04	89.83	73.99
2004-05	97.82	81.90

### b. Out of school children

There were about 4.4 cr. out of school children in the 6-14 age group in 2001. This constituted 28.5% of the total child population in this age group. During the 10<sup>th</sup> Plan period the number of out of school children as reported by States and UTs has reduced significantly as follows:

(in lakh)

2002-03	2003-04	2004-05	2005-06	2006-07 (July 2006)
320	249	116	104	70.5

Two independent surveys during 2005 indicate that about 93% children are enrolled in schools / alternative education facilities. An independent national sample survey conducted by SRI-IMRB in 2005 estimated that about 1.34 cr. children in the 6-14 year age group are out of school (6.94%)

- *In rural areas 7.80% children are out of school against 4.34% in urban areas.*
- *The proportion of children out of school is relatively higher among those in the age category 11-13 years (8.56%) compared to those in the 6-10 years age category (6.1%).*
- *Percentages of out of school boys and girls in the age group 6-10 years, are 5.51% and 6.87% respectively. For the age group 11-13 years, the percentage of out of school children is relatively higher among girls (10.03%) than boys (6.46%).*
- *Amongst social groups, 9.97% muslim, 9.54% of ST, 8.17% SC and 6.9% of OBC children are out of school.*
- *Among all social groups, the estimated percentage of children out of school is higher in rural than in urban areas.*
- *Among those who have reported attending school, an overwhelming 84.2% are attending Government schools; followed by 13.3% estimated attending Private recognised schools.*
- *69% of the children out of school are in Bihar (23.6%), U.P. (22.2%), West Bengal (9%), M.P. (8%) and Rajastjan (5.9%).*
- ***Bihar** (31.76 lakh), **Uttar Pradesh** (29.95 lakh), **West Bengal** (12.13 lakh), **Madhya Pradesh** (10.85 lakh) and **Rajasthan** (7.95 lakh) have been highest number of out of school children.*

During 2004-05 there were 76 districts with more than 50,000 out of school children. During 2005-06 a number of such districts dropped to 48. Of these 19 were in Bihar, 15 in U.P., 5 in West Bengal, 2 each in Assam & Chhattisgarh, 1 each in AP, Haryana, Maharashtra, M.P. & Tripura. The States and UTs reported only 29 districts with more than 50,000 out of school children at the beginning of 2006-07. A country-wide Household Survey has been planned during 2006.



It is true that many States have conducted school enrolment drives and teachers have entered the names of all eligible children in the school registers. Some of these children may not be attending schools and therefore can only be called 'nominally enrolled'. Thus the actual number of children actually attending school may be lower than the number projected by the States and UTs and even the SRI-IMRB study. However the NCERT Surveys of learners achievements have indicated that approximately 90% students were attending schools more than 70% of working days and less than 4% students were attending schools less than 60% of the total working days. Government of India has commissioned a national sample survey of student attendance rates.

The calculation of number of out of school children from the figures of projected child population and the enrolment (Selected Educational Statistics of MHRD or DISE) at primary and upper primary stages result in a figure much higher than the estimate of 1.34 cr. children. A major part of the explanation could be in the fact that complete data for private schools is not captured under DISE or SES.

## 2. Bridging Gender and Social Gaps:

### a. Gender Gap

The gender gap in enrolment in percentage points during the 10<sup>th</sup> Plan period was as follows:

	2002-03	2003-04	2004-05	2005-06
Primary	5.5	5.1	5.1	4.2
Upper Primary	10.7	9.4	8.9	8.8
Elementary	6.8	6.2	6.1	5.4

Source: DISE

### Trends in GPI

Year	Primary	Upper Primary
2003	0.89	0.79
2004	0.90	0.82
2005	0.91	0.83

Source: DISE

Clearly, gender disparity at the primary stage is reducing. At the upper primary stage the gender disparity is higher and decreasing more slowly. There are significant differences in gender disparity across States and districts.

## **b. Social Category Gaps:**

### **Share of SC students**

Primary			Upper Primary		
2002-03	2003-04	2004-05	2002-03	2003-04	2004-05
19.52%	21.3%	20.73%	18.20%	19.33%	20.10%

Source: DISE

### **Share of ST students**

Primary			Upper Primary		
2002-03	2003-04	2004-05	2002-03	2003-04	2004-05
11.78%	10.20%	10.69%	8.55%	8.08%	8.59%

Source: DISE

The share of SC and ST students is higher than the proportion of SC and ST children in the population. For ST children, however their share comes down at the upper primary stage.

### **Gender Gaps – Social Group-wise**

	Primary			Upper Primary		
	02-03	03-04	04-05	02-03	03-04	04-05
All	5.2	4.8	4.7	10.0	8.8	8.3
SC	5.8	5.3	5.0	15.2	12.6	10.8
ST	7.5	6.5	6.1	19.1	14.9	13.5

Source: DISE

The gender gap for SC and ST students is higher than for all students. The gender gap for ST students is significantly higher.

### **Dropout Rates (SC)**

Class I - V				Class I - VIII		
	2001-02	2002-03	2003-04	2001-02	2002-03	2003-04
<b>Boys</b>	43.73	41.13	36.83	58.61	58.24	57.33
<b>Girls</b>	47.05	41.91	36.19	63.63	62.19	62.19
<b>Total</b>	<b>45.18</b>	<b>41.47</b>	<b>36.5</b>	<b>71.14</b>	<b>59.91</b>	<b>59.42</b>

Source: DISE

### **Dropout Rates (ST)**

Class I - V				Class I - VIII		
	2001-02	2002-03	2003-04	2001-02	2002-03	2003-04
<b>Boys</b>	51.04	50.82	49.13	67.28	66.86	69.04
<b>Girls</b>	54.07	52.1	48.67	72.69	71.17	71.43
<b>Total</b>	<b>52.34</b>	<b>51.37</b>	<b>48.93</b>	<b>69.52</b>	<b>68.67</b>	<b>70.05</b>

Source: SES

	<b>Dropout Rate (Primary)</b>		
	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>
SC	45.18	41.47	36.56
ST	52.34	51.37	48.93
All	39.03	34.89	31.36

Source: SES

Thus dropout rates for SC and ST students are significantly higher than the overall dropout rate. The dropout rate for ST students is much higher. Also this is declining very slowly compared to overall dropout rate and the dropout rate for SC students.

### **3. Universal Retention by 2010:**

As presented earlier dropout rates are declining, though they are still very high. The dropout rate as per SES is "gross dropout rate". NUPEA has calculated "average dropout rate" based on average repetition rates and average promotion rates of classes I to V (see NUEPA's Analytical Report 2005, page 131) based on common schools for two successive years 2003-04 and 2004-05. Based on this methodology the average primary dropout rate was 10.64% in 2003-04. DISE data is not consistent across years and therefore calculation of flow rates is fraught with risk. Several States are also conducting sample or 100% "true cohort" studies following a cohort for 5 years. Thus there are serious methodological and conceptual issues around the calculation of dropout rates. The Department has proposed a national sample study on dropout rates to arrive at better estimates comparable across States. The low completion rate (of which clear estimates are not available) results in a reduced number of children at the upper primary stage.

One of the outcome indicators for reporting of SSA progress in the outcome budget is reduction of dropout rates by 5 percentage points each year. It is expected that the dropout rates of children for the elementary cycle would be reduced from 50.39% in 2004-05 to less than 20% by 2011-12, during the 11<sup>th</sup> Plan period, even in a conservative scenario.

### **4. Education of Satisfactory Quality:**

In the absence of other clearly identified, verifiable indicators of quality, the Department has focused mainly on students learning achievement levels. The reliance is mainly on the national sample surveys for classes III, V and VII/VIII by NCERT conducted every 2-3 years. The first set of surveys conducted during 2003-04 have provided the results during 2006 as follows:

### Class III findings

Coverage	Children Tested	Mean Achievmt - Maths	States below Mean Achievmt in Mathematics	Mean Achievmt - Language	States below Mean Achievmt in Language
<b>29</b> States;  <b>111</b> Districts;  <b>5293</b> Schools;  <b>8533</b> Teachers	<b>92407</b>  (47276 Boys + 45131 Girls)	<b>58.25</b>	<b>17</b> states including U.P., Goa, Pondicherry, Maharashtra, J & K, Rajasthan, Haryana, Jharkhand, H.P., Punjab, T.N., Kerala, Sikkim, Chandigarh, Uttaranchal, Chhattisgarh and M.P.	<b>63.12</b>	<b>13</b> states including H.P., Rajasthan, J & K, Haryana, Gujarat, Sikkim, Punjab, Uttaranchal, Chandigarh, Chhattisgarh and M.P.

### Class V findings

Coverage	Children tested	Mean Achievmt - Mathematics	Mean Achievmt - Language	Mean Achievmt - EVS
<b>27</b> states & <b>3</b> UTs;  <b>116</b> Ds;  <b>4787</b> Ss;  <b>10796</b> Trs.	<b>88271</b>	<b>46.51</b> <b>17</b> states below national average: A.P., Assam, Chhattisgarh, Goa, H.P., J & K, Karnataka, Kerala, Maharashtra, Mizoram, Nagaland, Sikkim, U.P., W.B., A & N, Chandigarh & Pondicherry	<b>58.57</b> <b>15</b> states below national average: A.P., Assam, Chhattisgarh, Goa, Gujarat, H.P., J & K, Kerala, MP, Punjab, Sikkim, U.P., Uttaranchal, A & N & Chandigarh	<b>50.30</b> <b>17</b> states below national average: A.P., Assam, Chhattisgarh, Delhi, Goa, H.P., J & K, Kerala, Mizoram, Nagaland, Punjab, Sikkim, U.P., Uttaranchal, A & N, Chandigarh & Pondichery

Class VII/ VIII Study was initiated during 2003-04 in 30 states/ UTs covering 105 districts, 4124 schools, 17,139 teachers and 1,01,066 students

### Class VII findings

States covered	Mean Achievmt - Mathematics	Mean Achievmt - Language	Mean Achievmt - Science	Mean Achievmt – Soc. Sc.
10	29.87	53	35.98	32.96
	7 states below national average: Goa, Gujarat, Kerala, Orissa, Maharashtra, A.P. & Karnataka	3 states below national average: Gujarat, Karnataka & Orissa	2 states below national average: Orissa & Karnataka	3 states below national average: Orissa, Gujarat & Karnataka

### Class VIII findings

States covered	Mean Achievmt - Mathematics	Mean Achievmt - Language	Mean Achievmt - Science	Mean Achievmt – Soc. Sc.
17	38.47	52.45	40.54	45
	10 states below national average: Pondicherry, A & N, M.P., Uttaranchal, U.P., H.P., Punjab, J & K, Rajasthan, Chhattisgarh	11 states below national average: Tripura, Arunachal Pr., M.P., Uttaranchal, Rajasthan, J & K, U.P., A & N, Chhattisgarh, Pondicherry & Punjab	10 states below national average: Tripura, Pondicherry, H.P., J & K, A & N, Uttaranchal, Chhattisgarh, Rajasthan, U.P., Punjab	11 states below national average: Delhi, H.P., M.P., Uttaranchal, A & N, J & K, Rajasthan, Chhattisgarh, U.P., Pondicherry, Punjab

### Overall performance of states

State performance	Class III tests	Class V tests	Class VII tests	Class VIII tests
<b>Better performing</b>	Manipur, Karnataka, Nagaland	Manipur, Bihar, T.N., W. Bengal	Assam, A.P., Mizoram	W Bengal, Manipur, Nagaland
<b>Poor performing</b>	M.P., Chhattis'h, Uttaranc'l	Goa, H.P., J & K	Orissa, Karnataka	Punjab, Chhattis'h

Clearly, the achievement levels of students are low. The survey carried out by *Pratham* called ASER 2005 has also brought out the inadequate abilities of students in the primary grades to read and carry out simple mathematical operations. The Department also utilizes the DISE data that provides information about the proportion of students to score more than 60% marks in class V or

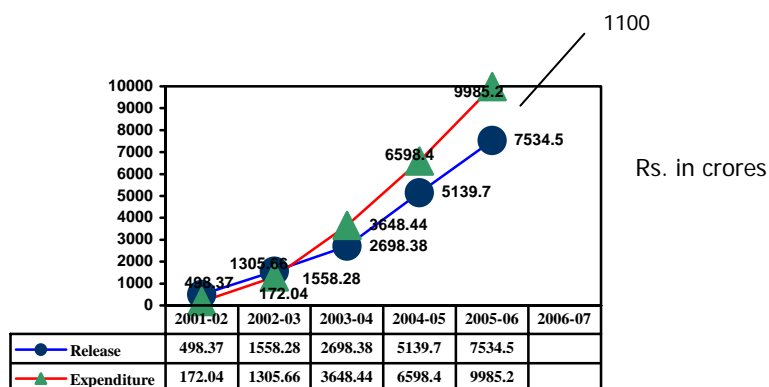
class VIII in State / districts. This indicator, however, does not offer comparability across districts and States. During the 11<sup>th</sup> Plan period regular testing of the minimum standards of educational attainment in elementary school to monitor effectiveness of education to ensure quality should be a clear objective.

## 5. Progress against key targets of SSA:

Sl. No.	Item	Targets including 2005-06	Achievement upto 31.3.2006		% Cumulative achievement	
1	Opening of New Schools	157967	129893		82%	
2	Teachers appointed	772345	587388		76%	
3	Construction of :-	120629 329690	Comp	IP	Comp	Comp. & IP
	a. School Buildings		71143	31587	58%	85%
	b. Additional classrooms		155814	170225	47%	99%
4	Enrolment in EGS/AIE Centres	87 lakh children	63 lakh		71%	
5	% children receiving free textbooks	6.14 cr.	5.35 cr.		87%	
6	Functional Academic Resource Centres	7422 70735	7201 66140		97%	
	• Block level				93.5%	
7.	Teachers trained	3053285	2347017		77%	

There has been significant growth in school infrastructure under the SSA. However, the huge infrastructure gaps and slower capacity to implement large civil works programmes in some States, has led to low completion rates. This means that allocations for civil works will need to be maintained for select districts in the 11<sup>th</sup> Plan period as well.

## 6. Financial Progress of SSA: GOI Releases and Expenditures



The contribution of State share for the States and UTs has also improved significantly since the inception of SSA which indicates the commitment of the State Governments towards SSA. It is reported that at present only Kerala and Sikkim have some backlog of State share. Ministry of DoNER has released 15% out of 25% State share for NE States for 2005-06 and 2006-07.

However, there are clear indications that State/UT support for SSA implementation has been enthusiastic and a good momentum of implementation has been generated. To maintain the same, the States have indicated the need to continue the 75:25 sharing ratio between Centre and States. The 8 NE region States have been pressing for a 90:10 ratio.

### **III. Overview and Thrust of SSA During 11<sup>th</sup> Plan**

There has been a remarkable improvement in the school infrastructure with the sanctioning of 222297 new primary and upper primary schools and 1005355 new teachers for new schools and for improvement of PTR. 1,88,247 new school buildings have been constructed or under construction. 6,70,189 additional classrooms have been sanctioned for construction till 2006-07. These physical targets that have been approved under SSA are making a big dent in the infrastructure gap in the country. The decision to provide enhanced amount for civil works during 2006-07 and 2007-08 has accelerated the process of closing the infrastructure gap.

Apart from the inputs for improving school infrastructure and providing additional teachers, SSA has been successful in a sustained effort for reduction in the number of out of school children from about 3.40 cr. in 2002-03 to about 1 cr. in 2005, through the implementation of strategies for mobilisation and opening of Education Guarantee Scheme centres as well as a variety of Alternative Education interventions.

Annual in-service training programmes for all teachers of 10-20 days duration have been institutionalised. In addition, primary and upper primary schools and teachers are receiving regular academic support through the DIETs and Block Resource Centre (7400) and Cluster Resource Centres (66000).

Apart from the special focus on girls education in SSA, the National Programme for Education of Girls at the Elementary Level (NPEGEL) has targeted additional resources and innovative strategies in more than 3000 educationally backward blocks. Under NPEGEL, more than 30,000 model clusters are implementing strategies for promoting education of girls, e.g. gender sensitization of teachers, bridge courses for 'out of school' girls, free uniforms for girls and community mobilisation.

The implementation of interventions for inclusive education for children with special needs has received a high priority under SSA, especially in the past two

years. The 'zero rejection' policy of SSA has helped to reach out to even those children with severe or profound disabilities.

The country-wide information system of DISE now provides information on key educational indicators and trends in the educational status of States and districts since 2002-03. A strong monitoring system for the programme is in place.

The programme design of transferring a significant proportion (50% or more) to village/school level bodies has helped in enlisting the involvement at the grassroots level and some local decision making.

The programme had largely focused on planning, implementation and monitoring of inputs into the elementary education system in the first 3-4 years. It is only from 2005-06 that there has been an increased focus on looking at outcomes like retention and dropout rates and students' achievement levels. There is also now a greater interest in studying and monitoring of key process indicators like teacher competence, classroom processes and student attendance.

There are still large infrastructure gaps in several States and districts. There is a challenge of bringing the last 6-7% children who are "hard to reach" into the fold of education. The issue of quality of primary and elementary education and enhancement of learning levels of students has to be addressed squarely. Bridging gender and social gaps in educational attainments and reducing inter-State, inter-district and inter-block disparities will also pose a challenge.

The elementary education component of the Eleventh Plan should be constructed with these gains and gaps in mind.

### **Education is a Fundamental Right:**

The Constitution of India was amended at the beginning of the Tenth Plan period to make education a Fundamental Right of the child between the ages of 6-14 years. While great strides have been made in providing access to education, the Right itself cannot be said to have been realized for all children. The challenge for SSA is to be able to address the needs for access and quality education for *each* child. This will require a strong rights orientation within the programme.

In very broad terms the following 2 dimensions of work are crucial for the 2<sup>nd</sup> phase of SSA under the 11<sup>th</sup> Plan:

- (i) Improvement of the quality of education imparted in the primary and upper primary schools through a range of coherent and comprehensive strategies with clearly defined goals that help in measuring progress. Quality of education is a much discussed issue and there is no clear consensus on what constitutes quality, how to measure it, or whether it can be measured at all. The meaning of 'improved quality' needs to be defined in operational terms through clearly identified outcome indicators for various dimensions like teacher competence, classroom processes, teaching learning materials, students' performance etc.



There is a need for states to envision the change they want in simple terms and to communicate it to teachers, educational administrators and all others involved with school education. Sharing this vision with parents could help increase the accountability of the system to work towards achieving this change. Monitoring of identified outcomes at all levels and across time periods would be necessary.

- (ii) Focus on disadvantaged and educationally backward areas and social groups that are lagging behind. This focus should include higher resource allocations, capacity building for preparation and implementation of strategies based on identified needs, more intensive monitoring and supervision and tracking of progress. The ways of working in these identified pockets and with disadvantaged social groups would need to be different from the usual pattern under SSA. The focus on the most vulnerable groups of children who are still out of school would require partnership with NGOs and a commitment to a rights-based, equity oriented approach. Equity needs to permeate each process under SSA beginning with planning. Equity issues need to become a central theme in the discussion and vision for quality improvement.

### **The role of SSA:**

The very nature of a Mission is to complete a task in a time-bound manner. SSA has succeeded in helping the states in largely achieving the task of basic provision of infrastructure and in creating systems and processes for improved educational attainments. As SSA adopts quality and equity as two main thrust areas, the process improvements brought about as a part of SSA need to be mainstreamed into the Education Departments of the states so that the lessons gained in SSA are sustained.

Better integration of State level SSA with the Directorates of elementary / school education should be achieved on a priority basis. Different models will need to be tried in different States and UTs based on existing structures. At the district level parallel structures should be completely disallowed and SSA should aim at strengthening of the mainstream department structures.

A clearly articulated goal of 2<sup>nd</sup> phase of SSA should be to influence the education system and target key reforms that would help sustain and institutionalize the gains from SSA. Unless there is a strong effort to address the systemic issues of regular functioning of schools, teacher attendance, school supervision, accountability of educational administrators, delegation of powers to VEC/PRIs, teacher transfer & promotion policies and effective decentralization of school management, the gains of SSA will be difficult to sustain.

It is important that the mechanism of annual work plan appraisal and sanction of budgets is used for identifying and incorporating some conditions to which release of funds under SSA gets linked. These conditions / some incentives could be based on the identified outcomes for selected indicators. One of these could be

PTR / single teacher schools for assessing the progress of teacher rationalization. Similarly, States and UTs could be encouraged through such conditions to introduce mechanisms for assessment of teacher competence and performance and accountability to the local school level committee or the panchayat.

***Other Important Recommendations Relating to Programme Duration, Funding Pattern and State Budgets:***

1. SSA needs at least another five years to complete the unfinished agenda with a slightly altered focus. Therefore the duration of the programme should be extended to the end of the 11<sup>th</sup> Five Year Plan viz. 2011-12. This also necessary to ensure that some of the good practices under SSA take root and can be sustained through the mainstream education system after the close of the programme. On account of the recommendation for a somewhat modified focus and prioritization of SSA interventions during the 11<sup>th</sup> Plan, it would be appropriate to refer to the balance 5 year period of the programme as 2<sup>nd</sup> phase of SSA. This would also imply significant changes in the definition of eligible activities and financial norms.
2. The recommendation of the Ministry of HRD and the Mid-Term Appraisal Report of the Planning Commission for continuing the 75:25 fund sharing pattern between the Centre and States for the 11<sup>th</sup> Plan period needs to be accepted. With the allocations for SSA increasing significantly during the last two years of the 10<sup>th</sup> Plan period and projected to increase further in the 11<sup>th</sup> Plan, the States and UTs will not be in a position to share 50% of the total SSA allocations. The fact that States and UTs are now contributing their 25% State share regularly indicates their commitment to SSA and UEE. Any change in the funding pattern at this stage is likely to result in undermining the likely future achievements under SSA. It is important that States and UTs receive early confirmation about continuation of the 75:25 fund sharing pattern.
3. Expenditures on elementary education in some States are stagnating. In the interest of sustainability, it is important that States' allocations for elementary education should continue to increase. The SSA programme should in consultation with the States and UTs modify the condition for funding of SSA to require 'an increase in real term expenditure on elementary education over 2005-06 level' instead of the present requirement of maintaining the expenditure in nominal terms only.
4. At present, the public spending on education is about 3.7% of the Gross Domestic Product (GDP). There is a national commitment to enhance the expenditure in education upto 6% of the GDP in a phased manner. This needs to reflect the requirements of the elementary education sector in ample measure.

## **IV. Quality Improvement**

SSA has been able to strengthen a range of inputs that impact on quality, especially at the primary stage. 19 States have undertaken curriculum renewal and textbook development work in the past 5 years. About 6 lakh teachers have been recruited with SSA financial support. Each year 20-25 lakh teachers receive 10-20 days in-service training. This is a significant achievement. Free textbooks are being provided to about 5.5 cr. girls, SC and ST students from classes I to VIII. The academic support arrangements at block and cluster level are in place throughout the country. A variety of students assessments systems are being implemented across the country. About 10000 schools are implementing 'computer aided learning' strategies. A wide range of innovative learning enhancement programmes are being tried out in several States and UTs. A National Resource Group and two Sub-Missions on quality issues are guiding the quality agenda at the national level.

As mentioned in the introduction, the thrust of SSA implementation in the 11<sup>th</sup> Plan has to be on quality improvement within an overall framework of equity. This changed role must be reflected in the work of the SSA society and structures down the line from the State to the cluster level and has to be internalized at the earliest. A major thrust on quality improvement can be implemented if key SSA personnel are able to devote most of their time on quality issues.

The National Curriculum Framework, 2005 and the syllabi prepared by NCERT have provided a sense of direction to the quality improvement agenda by stressing the dimensions of construction of knowledge by children, the importance of the local context in classroom instruction, valuing plurality and diversity in the classrooms and the importance of a well organized syllabus. The NCF 2005 and the syllabus prepared by NCERT should become the guiding documents for States and UTs to work on revising their curricula and syllabi.

### ***Strategies for the 11<sup>th</sup> Plan***

The following 3(three) dimensions of the work for quality improvement that should be the underpinning for the entire quality improvement initiative should be stressed.

#### ***1. What is "Improved Quality"? Indicators for measuring quality improvement***

The meaning of 'improved quality' needs to be defined in operational terms and there should be a shared understanding at all levels about it. A basic shift that is required in the approach to improving quality is to arrive at a clear set of verifiable indicators that are indicative of improved quality. The focus on these outcomes would be the starting point for reorienting interventions that have been, in the past, often implemented only as a set of discrete inputs that seem

to have the potential of bringing about some desirable change. These indicators could be related to the following dimensions:

- (a) Indicators for classroom processes including equity orientation.
- (b) Indicators for assessing teacher competence in the dimensions of subject knowledge, communication skills, dealing with children of diverse categories and needs; and indicators to assess presence during school hours, time on classroom tasks & promotion of student learning.
- (c) Indicators that help assess shift in focus from memorization of texts to the use skills that have been learnt (*if this an identified focus of quality improvement*). These could include indicators for the teaching-learning process, textbooks and other materials, and students' assessment.
- (d) Indicators for assessing students' performance.
- (e) Indicators of school performance in respect of basic schooling conditions and student outcomes.

Some examples of such indicators could be--(a) Completion rates to be increased to 80% at the primary stage; (b) All students at the end of class II should be able to read a simple text fluently, or at class IV should be able to write a paragraph independently on a topic familiar to them, but which is not a part of the school text, or be able to perform the 4 basic operations; (c) All students should be able to converse in simple English and have a vocabulary of, say, 1000 words; (d) All teachers at the primary stage should have the subject competence for teaching students of class V; (e) teacher attendance and actual teaching days are 80% in an academic year etc.

Similar indicators could be worked out for classroom management, individualized attention to and use of appropriate materials and methods for teaching children with special needs or children who come from a different language background. There could also be intermediate level outcomes like--each school must develop simple school development plans with 3 development objectives for a short term period (say, six months) and 2 objectives for an intermediate term of 1-2 years. Such indicators would become rallying points for providing operational definitions of the nature of change desired in the classroom processes and students' performance and assessing the efficacy of the interventions designed to bring about the desired improvement.

## ***2. Addressing the needs of ALL children***

Another aspect of quality that flows directly from the thrust on a rights and equity oriented approach is the need for creation of capacity within the education system and the school for addressing the diversified adjustment and learning needs of different groups of students that are now in the school system. Older children who have never been to school and are admitted to the later primary grades directly or through an inadequate bridging intervention, students who have reached classes III, IV or V with huge learning deficits, students who have a very different home language, students with a variety of disabilities including learning disabilities, children who come to the school for

only a few months because for rest of the year they migrate with their families in search of work or those students who come from another district or State to that town/village for a few months etc. A completely different perspective would be required to address the needs of such children. This would require a redefined policy framework, a different orientation in the pre-service and in-service training programmes and the regular academic support system. Presently, several States have initiated remedial teaching programmes to provide some additional support to students who are lagging behind in class. This is an interim response that needs to be institutionalized by evolving flexible materials, classroom teaching strategies and additional teaching support for ensuring that all students have an 'equal opportunity to learn'. An approach that emphasizes the 'right to learn' for *all children* would obviously delve into issues of the structure of the present curriculum, its density and sequencing and need for modification.

### **3. *Quality should be all- pervasive***

The quality of learning is dependent upon the quality of the planning process and implementation of a wide range of inputs or services in the school system. Thus the quality of personnel in the State and district SSA offices, competence and commitment of academic staff at the DIET / BRC / CRC, the quality of monitoring of teacher training programmes and the decentralized academic support systems, quality of governance in terms of appropriate deployment of teachers and process of recruitment of teachers, quality of the mainstream educational administration and supervision system, quality of school related data that would reflect the status of individual schools, clusters, blocks etc. Therefore it is important to enhance the quality of planning and implementation of all aspects of SSA. While most of the activities are being implemented in almost all States and UTs, their impact is varied. This is mainly on account of the varied quality of implementation of the inputs being provided under SSA. In the second phase of SSA, beginning of the 11<sup>th</sup> Plan the challenge is for State and UTs to implement processes that will set quality control standards for each aspect of the education service delivery.

This approach has another implication. It will not be adequate to only set quality control measures only for activities funded the Annual Work Plan & Budget of SSA. This would extend to aspects of teacher placement, supervision and monitoring, databases of the Education Department etc. This theme of improvement of quality in the implementation of SSA / elementary education service delivery would be discussed in each of the sections in the report.

#### ***Specific Issues and Strategies:***

Within the 3 overall thrusts of the work for quality improvement outlined above, the specific issues and suggestions for interventions for promoting quality are outlined below

##### **a. Basic learning conditions should be available in each school**

Certain basic facilities must be available in each school including teachers as per the norm, usable space per child, textbooks and workbooks, furniture for students, a school library etc. The minimum facilities that must be available in each school should be clearly defined and notified. Each State and UT should define such standards for each school. It should be ensured that each school has these basic facilities at all points of time.

Another basic learning condition is the regular functioning of the school for the required number of days and hours each day. This would imply minimizing teacher time on non-academic work. Monitoring teacher attendance and their accountability for improved learning standards, needs to be made an integral part of SSA framework with clear outcomes. Frequent supervision by inspecting staff of the education department would help to improve the regularity of functioning of schools.

Deployment of teachers in a rational manner so that the PTR norm is maintained for each school should be ensured through effective State policies on transfers and deployment. The scourge of single teacher schools, schools with PTRs above 70 or 100 should be consciously ended.

**b. Disparate interventions for curriculum/textbook revision, teacher training, on-site academic support, student evaluation and school monitoring and supervision**

Various initiatives have been taken up at different points of time in each State and UT under DPEP and SSA for curriculum and textbook renewal, development of workbooks and a variety of teacher training programmes. Experience in reform of student evaluation systems is nascent. Some States have implemented campaigns for learning enhancement under various names.

There are a variety of learning enhancement programmes (Andhra Pradesh, Assam, Gujarat, Maharashtra, Karnataka, Orissa, to name only a few), that include student assessment, a short-term intervention and a post-intervention assessment. In most cases there has been measurable increase in the learning levels of students through such short-term interventions. Such efforts have a value in demonstrating some strategies that can be utilized effectively in the regular classroom teaching-learning process. But there is a need to position such short-term interventions within an overall policy and strategy for quality improvement. Remedial teaching for students with poor performance is being extensively funded under SSA (target of 54 lakh students in 2006-07). Reading promotion campaigns are also being tried out in several places.

These innovative campaigns should not detract from the need for a serious effort for upgrading teacher competence, setting performance standards, attempting to change classroom processes that could take into account diverse backgrounds and learning strengths of children, reform of regular

students' assessment in the classroom etc. This would also mean that effective coordination between SSA, SCERT's, DIET's, Boards of Education etc. be ensured so that a common vision and orientation encompasses all segments of the elementary education structure and more so that all elements of academic reform processes are included – curriculum, syllabus, textbooks, supplementary material, pre-service & in-service teacher training, classroom processes, student assessment systems, academic support infrastructure, and school / learning outcomes monitoring systems.

*The bottom-line is that State and UT governments must develop medium to long term vision and strategies for quality improvement and interventions under SSA which would need to be grounded in and guided by this vision. This should be an important condition and incentive for States to maximize Central Govt. assistance under SSA.*

### **c. Academic Support System of BRCs and CRCs and role of DIETs**

The unique infrastructure of more than 7000 BRCs and 66000 CRCs with over 1 lakh resource teachers can be the cutting edge for academic renewal as also regular academic support and monitoring. The performance of these institutions is really varied across the country. Where resource teachers have been **selected** on merit basis (examinations in Tamil Nadu, workshops and group discussions in Assam), **intensive training programmes** have been organized for them, where there are **clearly defined roles and responsibilities** of these institutions and where a clear sense of direction or vision for change at school level is shared by the entire system, these institutions have been able to make some impact. In several States, BRCs and CRCs do not have adequate or appropriately selected staff or are mostly engaged in collection of data and carrying messages for the administration. The lack of **clarity on the kind of change desired** in the classrooms, outcomes expected from enhanced quality, and clear performance standards also adds to the underutilization of this precious resource. Some States have experimented with open recruitment of persons with the requisite qualification to work as resource persons at BRCs and CRCs. The experience in such States needs to be evaluated.

In some States, a CRC Coordinator is not full-time or has been given the responsibility of 30-40 schools. It is suggested that there should be **1 (one) CRC Coordinator for every 10-12 schools. In addition there should be 4-6 resource teachers at the BRC level** for supporting teaching of specific subjects, especially at the upper primary level. The need for **enhanced travel, contingency and meeting costs** for BRCs and CRCs has been raised by several States.

The arrangements to provide serious academic support at the upper primary level are weak in several states. Some States are placing subject-wise teachers

at the block level to help upper primary teachers in the teaching of science, English and Math. It may be beneficial to ***involve good secondary/higher secondary schools and their teachers*** in organizing a strong academic support structure for the upper primary level.

There is a proposal to undertake a thorough review of the functioning of BRCs and CRCs throughout the country. State-specific recommendations would emerge which ***could form the basis for a redefinition of these resource centres*** in terms of the personnel posted, their selection process, capacity building and mandate.

The ***linkage of BRCs and CRCs with DIETs*** needs to be strengthened. In fact, the DIETs should be given the mandate for anchoring the quality improvement agenda at the district level. Here again, greater clarity in the tasks assigned to various resource institutions need to be spelt out clearly. This would help in laying down expected outcomes and greater accountability for results.

With the stress on differentiated training programmes, development of local texts and other materials to support teaching-learning, support to students of different language backgrounds and individual school development strategies, it is important that there is a lot of investment in ***strengthening capacities of decentralized academic resource institutions like DIETs, BRCs and CRCs***. This aspect requires a lot of attention.

Ideally, the DIET-BRC-CRC arrangement (after its overhaul) should be incorporated as a recognized set-up under the education policies of States and UTs, which would be sustained after SSA.

**To sum up, the academic support arrangements in SSA need to be reviewed comprehensively in the first year of the 11<sup>th</sup> Plan and the changes required need to be incorporated in the subsequent years' annual work plans. It is recommended that there should be one CRC for every 10 schools and at least 5 resource teachers at the block level who may have specific subject-wise competence. Also the funds for contingency at BRC and CRC need to be enhanced. The small amount of travel allowance could be included in the monthly remuneration of BRCs and CRCs. It is crucial that BRCs and CRCs resource teachers should receive at least 20 days training each year.**

#### **d. Recruitment of teachers**

Almost 6 lakh teachers have been appointed with SSA's financial support. This has helped in improving PTRs. While all States are following NCTE norms for teacher recruitments, there are instances of shortages of qualified teachers and surging enrolments, which have led some States to recruit local teachers without prescribed professional qualifications. There are also trends to engage



teachers on contracts with the purpose of accountability and performance. This is being done by States for recruitment of teachers borne on the State exchequer and under the SSA as well.

DISE data shows that less than 9% of total elementary school teachers (2004-05) could be classified as 'para' teachers. Of these 44% possessed the requisite professional qualifications and 51% had graduate and above academic qualifications compared to 49% of the "regular" teachers. State SSA programmes have consciously brought about interventions to provide for professional qualifications to be attained by the "untrained teachers" through customized programmes brought in through State SCERT's or through distance education programmes of IGNOU or State Open Universities. (MP, Jharkhand, NE States, Bihar are examples).

SSA guidelines could take a more assertive stand that (a) trained teachers be taken wherever available and only in case of shortages, States explore other options within NCTE approvals (b) in case of latter, States provide for the professional qualifications of such teachers in the shortest possible time (c) terms of engagement should be such that remuneration levels are honourable to the position of a teacher, (d) that duration of engagement should be such that investments in teacher development and upgradation of skills can come to fruition and that teachers themselves feel committed to seek professional growth in the State education system (e) Teacher recruitment processes should be systematized, as in some States a fixed date is set for retirement of teachers and the task of filling anticipated vacancies is initiated well in advance. This would improve teacher availability all round the academic year.

### **e. Teacher Training**

A systematic exercise of need assessment on a regular basis would be necessary to ensure that teachers attend the training they actually require. ***Training has to become more differentiated*** to be able to address identified needs. Providing a '*cafeteria*' approach where teachers opt for the training they need, rather than attending all training programmes. The stipulation of each teacher attending centrally developed training programmes for 20 days each year needs a change.

Issues like multi-grade teaching, children's language and cultural backgrounds, building teacher attitudes for addressing plurality and diversity in the classroom need to find place in the training agenda based on specific conditions. Girls, scheduled caste and tribal children often face discrimination within the classroom. It is a challenge to address such issues through pre and in-service training programmes.

In India 54% primary schools (4.17 lakh) have only one or two teachers. The number of primary schools with three or less teachers is 71.5% (5.49 lakh).

Our teacher training programmes are oriented towards monograde teaching situations. The textbooks also do not provide enough scope for group and individual work by children. Wherever **training programmes on multigrade issues** have been held, they provide some learning organization ideas, but not a comprehensive guideline for teachers who have to teach the entire curriculum to five classes. Apart from training programmes, block and cluster level academic meetings and monthly meetings of teachers could be oriented towards this objective in areas where multigrade situation is common. Use of self and group learning materials, workbooks and organization of children to take over some management functions are some other initiatives that would help in a multigrade situation. It is important that this major issue receives attention.

Also, 31% of primary schools in the country have enrolments less than 60. These schools would have actual student attendance of 40-50 students only, spread over 5 classes. The key to effective teaching-learning practice in such schools is multi-level teaching, using group and self learning materials. There have been several experiments in the country for such school situations. What is required is systematic work for **appropriate materials and teacher training for 'small school' situations**. This would of course imply development of differentiated training programmes based on school situations which is the key to a more result oriented approach to training.

The training programmes implemented year after year should follow a pattern and a direction so that they reinforce each other. Thus, there should be a **longer term perspective in the training agenda**. Alternative practices of providing school based training could be considered.

The aspect of **teacher competence** at the upper primary level as well as for subjects like Math, Science and English needs to be addressed. For the upper primary stage, linkage with secondary/higher secondary schools and good subject teachers could prove useful for upgrading skills of upper primary teachers.

Most States have expressed the need for a **review of the impact of teacher training** programmes. In several States and UTs the 20 days training programme is being implemented in a routinised manner. This has also been recommended by the Joint Review Missions of SSA. The Ministry is in the process of conducting such a review by involving all the States/UTs in the process. The findings of this review should lead to an intensive debate/discussion on the objectives, content and methodology of training. An annual training programme cannot bring about change in the classroom teaching process unless the academic support system carries out regular follow-up and reinforcement. More importantly, assessment of the impact of training, through ongoing research, should feed into the design of training programmes.

There is a **large backlog** of teachers who have been recruited, but have not received **induction training**. This means that teachers, most of whom do not have a pre-service training qualification begin teaching in schools without

any orientation. In some States, 7-15 days training is imparted to these new teachers along with the regular in-service training of teachers. This is not appropriate as the new teachers need a different orientation with an overview of the primary curriculum, textbooks and teaching methods. This aspect needs much greater attention since large teacher recruitments are taking place in several States.

The 4<sup>th</sup> JRM has suggested that the ***IGNOU distance education Certificate Course for Primary Education should be evaluated*** for its quality and effectiveness. This is worth pursuing since 3-4 lakh teachers are receiving their professional training through this route. Like-wise, the ***quality of pre-service training*** is an important issue to be researched under SSA.

Both the content of and the duration of training programmes under SSA needs to be revised. Significantly, the monitoring of the impact of trainings on teacher competence and change in classroom process needs to be institutionalized.

## **f. Student Assessment**

Measurement of students' achievement levels through external assessment tests has become an important activity in several States. Such tests are being conducted either on a sample basis or even for all students. Such tests are used to rank performance of blocks and districts. Ranking of schools based on such achievement test results is also undertaken.

At the national level, the NCERT achievement surveys for classes III, V, VII/VIII are conducted every three years. The inordinate delay in publication of results and the rather simplistic listing of mean scores does not allow use of these survey results for diagnosis and corrective action.

Many of the State achievement tests, though carried out for the stated purpose of initiating remedial action, are used mainly to declare aggregated students' performance and grade school performance. The remedial teaching activities that are initiated, based on such tests are centrally planned, usually at State or district level and do not serve the purpose of remediation of individual student's difficulties.

It is important to enhance capacity at school and cluster level for carrying out continuous and comprehensive pupil evaluation. This should be the major focus of training programmes. Assessment has to be an integral part of the quality improvement process in the classroom. While the measurement that helps in grading and ranking and identifying trends could be useful in generating greater awareness on school performance and accountability issues, it is important to ensure that the frequency of such testing does not become counterproductive and that measurement does not become an end in itself. *Also, the interpretation of results of school or cluster/block performance has to be done carefully taking into account the socio-economic situation of students, school conditions like PTRs, language background of students etc.* This is an area where more work is

required. NCERT is presently working on the development of a Systemic Quality Index that could help in better interpretation and utilisation of learning achievement surveys.

**There is a need to distinguish between measurement for the following two purposes and to provide explicitly for them in the SSA framework for the 11<sup>th</sup> Plan period:**

- (i) Assessing performance of individual students**
- (ii) Assessing and grading effectiveness of schools and teachers and assessing trends in learner achievements in a given area.**

**National surveys of achievement levels, to provide an overall sense of direction of learning outcomes should be conducted through an arrangement that is able to provide quick results and analysis.**

#### **g. Ensuring that basic skills are learnt in early primary classes**

Based on the feedback from some achievement surveys and internal assessment by some States, there appears to be a need to ensure that the basic skills of literacy and numeracy are definitely learnt by all students in the early primary classes of I and II . A major reason for the learning deficits in the later primary classes of 3 to 5 is on account of the inadequate foundation for these basic skills in the early classes. There are several initiatives in the country that have tried to develop appropriate materials and methods for this purpose. These need to be shared with others. Development of strong 'reading with comprehension' skills should be a priority. Training of teachers on appropriate early language teaching methods, a good pre-literacy, pre-numeracy curriculum, assignment of good, child-friendly teachers to the early primary classes would help in achieving this objective. SSA guidelines need to provide expressly for such inter relation in the programme design.

#### **h. Focus on Upper Primary**

The focus and impact of work under SSA in the past few years for quality improvement has been mainly at the primary stage. Much more intensive work will need to be undertaken for the upper primary stage during the 11<sup>th</sup> Plan.

At the upper primary stage, subject-specific competence of teachers becomes crucial. Some States and UTs have introduced recruitment of subject-specific teachers at the upper primary stage, especially for Maths, English and Science. A few States now recruit Science/ Maths graduates for these classes. This should be considered by other States and UTs too.

The Resource Teachers at the BRC could be specifically identified for specific subjects like Science, Maths and English for the upper primary stage. They could have a background in teaching these subjects at the upper primary / secondary

stage. The training of teachers and academic support from BRCs and CRCs for the upper primary stage needs to be strengthened.

SSA guidelines need to articulate interventions focused on upper primary levels in clear terms both for better implementation as also for specific monitoring.

### **i. Language in Education**

The NCF 2005 clearly articulates the need for teaching in the child's mother tongue at the primary stage. There is enough evidence around the world to show that children learn better when they begin their education in their first language. Acquiring reading and writing skills at the beginning of school is best done in a language familiar to the child. SSA should therefore encourage State and UTs to address the problems faced by children who begin school studying in a completely unknown language, especially in tribal areas. There are small sporadic efforts in some States on this issue. SSA guidelines should provide for bridge materials, teacher training components etc, wherever such disadvantages can be addressed, to ensure smoother transition to the school language.

Another major area of reform in the quality area is the **teaching of language at the primary stage**. Language teaching methods in our classrooms focus on literacy from the first day at school with little scope for development of oral skills, improving vocabulary, use of language in various forms and comprehension. There is no clear strategy for developing good reading skills early. The language teaching practices of alphabet recitation and copying are even more inappropriate for children who come from a different language background, i.e. for whom the school language is really a second language. Our pre and in-service training programmes should prepare teachers in good second language teaching strategies.

English has now been introduced as a subject in Class I in 18 States. In most other States it is introduced by Class III. This is a response of the system to people's aspirations for their children to learn good English. Though inappropriate, early introduction of English in the primary school curriculum is here to stay. There needs to be a lot of emphasis on improving the **teaching of English at the primary stage**. This would involve development of an appropriate curriculum and materials, methods of teaching of English relevant to our varied situations, training of teachers and even recruitment of teachers who have adequate skills in English etc. A preliminary analysis of English language teaching practices and materials used across the country indicates serious inadequacies. This needs to be taken up seriously by the States and UTs and also supported at the national level through research, dissemination of good practices. The use of Interactive Radio Instruction (IRI) and computer-aided learning (which is being tried out in some States) could be useful tools. **NCERT and CIEFL could play an important role in overhauling English teaching at the primary stage.**

## **j. Changes in Curriculum**

It is widely recognised that there is a need to shift focus from memorization of information contained in the textbooks to developing basic skills and the ability of students to apply their learning to 'non-textbook' situations. Also creativity, problem-solving ability and encouragement for construction of knowledge based on students' own experiences need to be promoted. But the textbooks in most States contain an information overload with very little scope for students' involvement. In the absence of appropriate curriculum, syllabus and teaching-learning elements, efforts to focus on the real objectives of learning through teacher training alone do not yield results. **The NCF 2005 could form the basis for a review of the curriculum and textbooks in States and UTs.**

## **k. Involvement of parents and community in outcomes of children learning**

The involvement of parents and the community in the issues of learning outcomes of their children would help increase transparency and accountability of the system and also promote the 'right to learn' perspective. The expected outcomes for each class, especially at the primary stage, should be shared in a simple language with the community. **The performance of students should also be shared with the parents/community.** An approach of 'mobilising' parents for understanding and demanding quality would be necessary on the lines of the mobilization strategies implemented in the past decade to secure enrolment and regular attendance of children. This should be institutionalized through SSA interventions.

## **l. School Libraries**

Providing a print rich environment in all primary and upper primary schools is a crucial step towards improving students' reading ability and habit. A functional school library with an appropriately selected set of books is a must for every school. The library programme must not be confined only to supply of books. Training of teachers and introduction of 'reading periods' should be a part of the intervention. It should be ensured that books are given out to the children on a regular basis and not stored away. The involvement of the community would be crucial and mechanisms could be developed for using the school library resource after school hours.

**SSA could support a library infrastructure and books grant of Rs.10000 per upper primary school in the beginning of the plan period and once more (Rs.5000 for books) during the 11<sup>th</sup> Plan. For primary schools, the grant of Rs.3000 could be provided twice during the 11<sup>th</sup> Plan period.**

### **m. Implications for Quality component norms of SSA**

Presently, the quality improvement component in SSA is confined to the assistance for staffing and travel/contingency costs for BRC and CRC and teacher training programmes (In-service training -20 days; Induction training of new teachers -30 days; pre-service equivalent training for untrained teachers-60 days).

The above analysis indicates that the quality improvement tasks are varied and need to be implemented in a comprehensive manner. Thus the quality component of SSA should allow for open-ended planning for the quality agenda and the entire quality improvement plan should be appraised as a whole for each state. Every State should develop a vision for quality improvement and specific proposals for quality improvement annually, and against medium term goal setting. Each SSA annual work plans should articulate their interventions to be supported and the process outcomes expected in the year.

## **V. Equity**

### ***Educationally Backward Areas, Disadvantaged Groups and Children***

There is a consensus that equity is a cross-cutting issue that needs to get considerable attention in the second phase of SSA. It is important to understand the close connection between equity and quality – poor quality, for instance, impacts on equity and poor equity reinforces poor quality. Therefore efforts which are aimed at one must also include the other. The need for a renewed focus on equity can be articulated in the context of four dimensions of disparity / disadvantage that are clearly evident in the elementary education scenario in the country:

#### **(a) Category A - Geography:**

Large variation between States, districts and blocks with respect to educational infrastructure and outcomes. Thus, basic school level learning conditions, viz. availability of schools, especially upper primary schools, school physical infrastructure and teacher availability. Also significant disparities exist in enrolment rates, gender gaps in enrolment, dropout, survival and repetition rates across States, districts and blocks. The analysis of disparity can be extended to the school level, also where there are large variations in PTRs and school infrastructure, students' attendance rates and learning achievement levels, now that DISE data enables this. ***Thus specific districts, blocks and Panchayats that are lagging behind in terms of educational infrastructure and outcomes would need higher focus and resources, financial, administrative and technical.***

- (b) **Category B - Disadvantaged Groups:**  
Gender and social category gaps in enrolment, completion and achievement levels are reducing consistently. However, in several parts of the country, the gaps are still high and are not declining rapidly enough. Gender and social group disparities exist across large parts of the country, but there are important regional and State-wise differences. There is some overlap between areas / pockets which are generally educationally backward and those that have high gender and social group disparities, e.g. parts of Bihar, Jharkhand, Chattisgarh, South Orissa, Rajasthan and Madhya Pradesh. The disadvantage faced by girls and children belonging to Scheduled Castes and Scheduled Tribes has its basis in cultural and traditional factors as well as social discrimination and discrimination at the school. Socio-cultural factors and a history of neglect (in some parts of the country) have also adversely affected the educational outcomes of children belonging to the Muslim community. Some children belonging to ethnic and linguistic minorities also face disadvantages in coping with the regular school system. **Thus SC and ST children, children belonging to religious, linguistic and ethnic minorities who have lagged behind in education would need special focus and strategies as well as adequate resources in SSA planning and implementation.**
- (c) **Category C - Special Categories of Vulnerable Children:**  
Certain specific groups of children face a severe disadvantage in their participation in elementary education owing to the specific difficult circumstances in which they and their families are placed. These include street children in large cities; children working in shops, dhabas, hotels, garages, manufacturing units, at home for piece-rate work, agricultural child workers, domestic servants in urban and rural areas; children who migrate seasonally with their parents including children of construction workers and nomadic tribes etc. The disadvantage faced by children with special needs is of a specific nature and will be discussed separately. A significant proportion of children in category C also belong to socially disadvantaged groups mentioned in category B above. **Special strategies are required for these categories of children within the overall norms of AIE under SSA.**
- (d) **Category D – Girls:**  
While there has been impressive growth in the enrolment of girls and reduction in gender gaps in enrolment and dropouts between boys and girls, the situation with respect to girls enrolment, transition and completion of the elementary cycle varies across regions and social groups. Thus there is significant overlap between Category D and Categories A & B. Girls belonging to certain social and religious groups face a double disadvantage. **While the overall planning & implementation of SSA needs an enhanced gender focus, the interventions targeted to pockets of low female literacy - girls participation in schooling, as also girls belonging to**



***disadvantaged social and religious groups – need to expressly provided for in SSA planning & implementation.***

A discussion on Category – A, viz. areas that are educationally backward is included in section III below. The situation and strategies for Category – B viz. disadvantaged social groups including SC and ST children and children belonging to religious and linguistic minorities is included in section I.a & I.b below. A discussion on Category – C, viz. specific groups of vulnerable children, e.g. deprived urban children, migrating children etc. is included in Chapter – 5 (section 5.A). In this chapter, strategies for children with special needs (CWSN) and Girls Education is included.

**Category – B: Children belonging to Disadvantaged Groups**

***a. Scheduled Caste and Scheduled Tribe Children***

The section on 'Progress towards achievement of SSA goals' that – educational indicators such as enrolments, retention and transition rates for SC and ST children lag behind those for children belonging to other categories.

Children from these communities are also disproportionately represented among other categories of children who have been identified as vulnerable where their education is concerned. These include the urban and rural poor, migrants, out of school girls, child workers, and `deprived urban children. Among children with disability, those coming from SC and ST and other marginal groups are likely to be educationally most `at risk'. Though poverty is a major constraint in the education of SC and ST, children from these communities face specific disadvantages in their education and these must be given serious attention. For SC children these stem from the social discrimination, segregation and lack of access to resources and opportunities that they face because of their status. For ST communities it is their experience of relative isolation and neglect, destruction of their way of life and cultural difference that has led to disadvantages in education.

Hitherto the emphasis has largely been on expanding physical access to schooling for SC and ST children by relaxing norms for establishing schools in tribal and SC habitations and encouraging enrolment by meeting some of the costs of schooling. It will be important for the plan to integrate access and quality informed by the principle of equity or fairness by addressing the specific disadvantages that these children face. Where incentives are concerned, we need to view them as strategies that encourage as well as enable parents to send children to school and from the perspective of the child, that make schools an attractive place for them. Thus improvement of the quality of education would in itself become the most crucial incentive for children to go to school.

Ultimately it would mean that school must become inclusive so that they are able to address disadvantage and diversity in education and cater to the needs of every child. Interventions in education to address these issues however should

not be 'stand alone' programmes/strategies but must be linked with and facilitated by the overall efforts to universalise enrolment and retention in schools and improve their quality.

### **a.1 *Scheduled Caste Children:***

- While access to schools at the primary stage is now almost universal, there are gaps at the upper primary stage. Provision of adequate upper primary schools in all areas, including SC areas to promote the retention of older SC children especially SC girls. It is also important to ensure that the schools available in the neighborhood of SC habitations have minimum norms of infrastructure, other facilities and teachers. One of the most appropriate interventions for ensuring better participation of disadvantaged groups is to ensure that local schools are well provided for, especially with required number of teachers and function regularly.
- Incentives such as free textbooks and Mid-Day Meals must continue. Stationery, uniforms and transport (for upper primary schools at a distance) would be additional important incentives that could be considered by the States / UTs. The coverage of existing incentives like scholarships by State Govts., the monthly / annual amount of those scholarship and the regularity of the payment need to be monitored.
- Discrimination against SC children because of their caste status as reflected in school practices and teacher attitudes adversely affect the quality of schooling that children receive. These have to be seriously dealt with in individual schools, monitored at the community level and in also addressed at the level of teacher education. The effort toward building inclusive schools (where teachers understand and are sensitive to issues of social disadvantage) must be an integral part of teacher education and not relegated to add on components in training programmes.

### **a.2 *Scheduled Tribe Children:***

- Physical access to schooling, especially at the upper primary stage is still an issue in some parts of the country in remote tribal areas. A targeted coverage of all eligible habitations for upper primary school facilities should be a priority in the first two years of the 11<sup>th</sup> Plan. In some remote, sparsely populated areas, it may be difficult to setup primary schools due to the small number of children. Two options need to be implemented for such areas. One, small schools (with one teacher) need to be set up in such habitations. Such schools should be recognized in the State / UT's education policy or Code so that these institutions can be sustained after the close of the programme. Two, adequate residential schools need to be provided at locations that can provide access to a group of small habitations.
- Hostels are critical for children coming from educationally deprived communities to access middle levels of school education. These facilities need to be expanded. It is recommended that 1000 hostels may be set up during the 11<sup>th</sup> Plan period to identified ST areas. 500 of these may be

funded under SSA and the rest through convergence with the programmes of Ministry of Tribal Affairs. Some of the hostels could be provided utilizing the Backward Regions Grant Fund in 200 districts of the country, many of which would include tribal areas. Hostels need to be monitored for the quality of services offered and security provided especially for girls.

- Seasonal migration is common in several tribal areas. Facilities like seasonal hostels should be provided in all such blocks with high incidence of migration to help retaining children in the village when the parents migrate.
- In some very remote tribal pockets, for example in North-eastern States, teachers posted to schools are unable to get local accommodation on rent. States / UTs should consider approaching the Ministry of Tribal Affairs for providing funds for construction of teachers quarters. The RIDF loan facility through NABARD could be expanded to include teachers quarters in some pockets.
- Teacher absenteeism is a major problem in remote, tribal areas. The shift to selection of local teachers at village, Panchayat and block level has helped to some extent. But there is a need to improve monitoring and supervision in tribal districts and blocks to help improve teacher attendance and school functioning.
- Majority of schools in tribal areas have only 2 or 3 teachers. It is therefore important to equip teachers in such areas with skills for conducting multigrade and multilevel teaching. This would also require modified teaching – learning materials including workbooks etc.
- Special emphasis must be placed on teachers who are appropriately qualified and trained to teach in tribal dominated schools. The emphasis must be both on their skills, competencies as well as their understanding on the context of deprivation, discrimination and an appreciation of cultural difference in relation to their students.
- In some tribal areas where qualified teachers are not available, there must be a special effort to create a cadre of teachers from among tribal youth who complete class XII and undergo a two year teacher education program as per NCTE norms. (These would be regular, qualified and not para teachers). DIETs in tribal dominated area can offer such a teacher education programme. This link between school and a teaching can encourage retention in schools as parents see teaching as a career for their children.
- The policy of providing primary education in the child's mother tongue, as enshrined in the Constitution as well as in the NPE 1986 and the NCF 2005 needs to be implemented. Bilingual / multilingual education programmes that start with education in the child's mother tongue and then transit to the regional / State language and English need to be implemented on a larger scale, especially in remote tribal areas. Presently Andhra Pradesh and Orissa are implementing such programmes in 8-10 tribal languages on a pilot basis. The strategy involves intensive work for creation of curricular materials, training of teachers, academic support, evaluation and community involvement. SSA should provide for such specific interventions.
- In general, for tribal areas teaching-learning materials need to incorporate the life-situations of children to which they can relate. This work can be

done best by DIETs in identified districts after receiving specific orientation and human resources for this purpose. BRCs and CRCs in such areas could also contribute to this process. The NCF 2005 strongly recommends the use of local context in the materials and teaching-learning process. The orientation of teachers in such areas would also need to focus on issues of attitude and bias regarding tribal children and knowledge of local socio-cultural situation.

- Certain tribal groups, e.g. denotified tribes, nomadic tribes that moves from place to place and primitive tribal groups (PTG) would need special attention because of their specific live situations.
- The Ministry of Tribal Affairs is in the process of consolidating schemes for supporting primary education to make a more comprehensive scheme that could complement SSA and fill any gaps, especially those relating to infrastructure in identified tribal dominated districts and blocks. SSA could play an important role in guiding the Ministry of Tribal Affairs and the States / UTs in identifying needs in specific districts and blocks and ensuring convergent implementation.

## **b Children belonging to Minorities: (Category B)**

### **b.1 Religious Minorities**

The survey of out of school children conducted by SRI-IMRB in 2005 has indicated that the proportion of out of school children is the highest in the Muslim community (9.97%). The Sachar Committee report has also highlighted several dimensions of the lower educational status of Muslim children. The Sachar Committee report and other data stress the fact that the educational status of Muslims varies across the country and a differentiated approach would be necessary based on educational backwardness. The Ministry of Minority Affairs has identified the 103 districts as minority concentration districts, where the population of religious minorities exceeds 25%. These include districts with different religious minorities including Hindus, Sikhs, Christians etc. Under the Prime Minister's new 15 Point Programme, the targets, allocations and performance of SSA in these districts would be monitored. Of the various religious minorities, Muslims are the most educationally backward.

SSA has undertaken sensitization of States and UTs on the issue of providing a special focus in identified Muslim concentration districts. Additional resources have been provided to these districts for recruitment of teachers, construction of school buildings and classrooms. The strategy of providing AIE grants to Maktabas / Madarsas for introducing / strengthening the teaching of general subjects for children who are attending Maktabas / Madarsas, but not going to regular schools is being followed in several States.

- Ensuring that adequately provided primary and upper primary schools are available in all minority concentration areas. It is crucial to ensure that upper primary schools are located close to Muslim habitations to ensure that adolescent Muslim girls can continue their education.

- Social mobilisation to promote the demand for education, especially for older girls. This will require a special effort from teachers, educational administrators and programme functionaries to work with parents, religious leaders, panchayat representatives etc. to overcome barriers due to social and cultural traditions.
- Religious minorities are usually not included in incentive programmes like scholarships. Children of religious minorities, especially Muslims may be provided scholarships at least at the upper primary stage in identified educationally backward districts.
- Urdu medium schools need to be set up wherever required, based on demand and the local language pattern of the minority community. In other Muslim concentration areas, the teaching of Urdu as a subject may be encouraged, wherever there is a demand.
- The focus of work should be on ensuring that Muslim children attend regular schools. The strategy of providing grants to Maktabas / Madarsas should not be the dominant strategy for ensuring universal participation of Muslim children. Wherever possible, Maktabas / Madarsas could serve as institutions for providing bridge education for mainstreaming of children into regular schools.
- Older children especially girls in the 9+ age group who have not been to school and cannot be mainstreamed easily, could also be encouraged to join centres to run for at least 4 hours in the premises of Maktabas / Madarsas in the forenoon / afternoon, before or after the religious instruction.
- KGBVs need to be located within Muslim dominated areas with the option of studying in Urdu medium, if necessary.
- Additional hostels for boys and girls need to be set up in minority dominated areas covering the upper primary of education stage.

## **b.2 *Linguistic Minorities:***

- The basic principle of providing education in the mother tongue of the child is an important issue in most of the inter-state border areas and places with a concentration of migrants with a different language background. For Muslims, the issue of Urdu medium needs attention in some States. For tribal groups residing in remote areas, who speak a language very different from the medium of instruction in schools, a strategy of transitional bilingual / multilingual education could be implemented.
- In several States / UTs work relating to development of textbooks and other teaching learning materials and training modules is highly delayed or, sometimes not taken up at all for the minority languages. Under SSA, it should be ensured that curriculum and textbook development, TLM development and training programmes are held regularly for all languages used as medium of instruction in a particular State / UT.
- Additional resource persons with a particular language background could be provided in identified clusters / blocks or a group of clusters/ blocks to provide academic support to schools with a different medium of instruction.

## General Suggestions

- Special training programmes for teachers and resource persons to deal with issues of diversity and discrimination within the classroom.
- Improve decentralized planning process to identify needs and strategies for disadvantaged groups at block and district levels.
- Promoting research for identifying strategies aimed at equity that have had a favourable impact. Also dissemination and sharing of identified good practices.
- Utilisation of innovation funds or any other untied allocation preferentially for promoting education of disadvantaged groups as sub projects in a district.

## Category C - Inclusive Education for Children with Special Needs (CWSN)

The inclusion of children with special needs (CWSN) in regular schools and classrooms is presently a part of a large world wide human rights movement which calls for full inclusion of all people including those with special needs in all aspects of life. The 86<sup>th</sup> Constitutional amendment has given a new thrust to the education of CWSN. SSA follows a policy of 'zero rejection', attempting to provide for education of CWSN including those with severe or profound disabilities.

### **The important areas and strategies which need to receive greater attention are:-**

- **Identification And Enrolment**  
The percentage of CWSN identified under SSA seems to be low, being only 1.54 % the total child population in comparison to Census 2001 data, wherein 2.1% of the population has been found to have some disability. The SRI-IMRB report (2005) estimates that 38 % of CWSN are out of school. Therefore adequate measures for identification of CWSN have to be taken up by training teachers, involving Primary Health Centres/ panchayats, community based organizations and NGOs. Data collection methods and parameters need to be evaluated and refined, so as to ensure complete and scientific data that can form the basis of planning and implementation, of provisions for all children identified.
- **Early Identification & Intervention**  
A concerted drive to detect children with special needs at an early age should be undertaken through PHCs, ICDS, ECCE centres and other school readiness programs. Identification of children with special needs should become an integral part of the micro-planning and household surveys. The ECCE centres under ICDS and SSA should specifically be targeted for early identification and instruction.

- **Age Relaxation (PWD Act)**  
According to the PWD Act free compulsory education for CWSN extends to 18 years. This implies extending support to education of CWSN to high school with appropriate provisions. The possibility of taking this up under SSA should be explored. Otherwise, alternative arrangements need to be worked out.
- **Girl child with disability**  
Girls with disabilities suffer a double disadvantage. There is a need to work out more flexible and need based education and vocational training facilities for girls with disabilities. Adequate provisions has to be made under the existing NPEGEL / KGBV schemes to facilitate inclusion of girls with disability.
- **Teacher training**  
There needs to be systemic changes to equip the existing system to meet the diverse needs of CWSN. Training strategy should include development of a database on the training needs of each teacher on IE, developing and strengthening of training institutions and faculty, developing a training curriculum and introducing a mandatory IE module in the pre-service trainings by NCTE. An arrangement for regular on-site follow-up resource support for trained teachers once they begin practicing inclusion in their respective classrooms is absolutely crucial. The number and quality of resource teachers being recruited under SSA leaves much to be desired. Unless 3-4 resource teachers with an understanding of educational strategies for children with different disabilities are available at the block level, the academic support to teachers cannot be ensured.
- **Inclusive learning friendly environment** to be developed keeping schools as the centre of development in terms of curriculum /teaching / evaluation for learning achievements of CWSN.
- **Community Based Approach & decentralization**  
Involvement of parents of CWSN, community / NGOs working in this field is very essential for supporting mainstreaming CWSN. Block and district level Committees could help in planning and implementation of IE activities.
- **'Out of school' children strategies**  
Isolation of CWSN needs to be avoided as far as possible. Thus there should be clear criteria of nature and extent of disability for taking up home based education. Also multi-option programmes like day care centres, pre-vocational programme resource centres and community based resources could be tried out to reach out to the most challenging categories.
- **Financial**  
**The financial norm of Rs. 1200/- may be modified to Rs. 1500 per child. This is applicable for the total number of children. It**

**is not to be applied for each child. The amount of fund required would be different for different categories of CWSN.**

In conclusion, Education of CWSN needs to adopt a twin track approach - (i) bringing systemic changes in the system for mainstreaming CWSN & (ii) individual needs of children with disabilities has to be taken care to ensure that every child with special needs receive education and continuous support.

## **Category D - Girls**

SSA – needs to make concerted efforts to turn the spotlight on specific groups and locations. Past efforts to communicate general messages were valuable and need to continue, however there is a need for more group / community / location specific strategies and communication practices. **In short, the most difficult to reach need a lot more context specific attention.**

### **Recommendations**

1. It is recommended that the XI plan period pay special attention to specific groups / communities and locations and compile information on the enrolment, retention and class-wise drop out rates of girls across clearly identified social groups – Scheduled Caste (sub-groups of SC who are especially deprived), Muslim communities (rural/urban), Scheduled Tribe (specific tribes that are especially deprived), OBC groups where educational status of women continues to be poor. Systemic mapping of social / groups and communities need to be done district-wise and data compiled by social group / sub-group (where relevant) and by gender. This needs to be followed up with adapting / modifying existing provisions under SSA and programmes like Mahila Samakhya, NPEGEL and KGBV to meet specific needs of groups identified.

Equally, the situation of different socio-economic groups in urban areas needs to be mapped and special plans prepared for urban areas – metros, large and small towns and peri-urban areas. The situation of migrant groups needs to be mapped annually in order to capture the dynamic situation and increasing migration.

District SSA plans should have a clearly discernable budget line / activities designed to address gender disparity in access, retention and quality monitoring. The situation of specific social groups / hardest to reach group must be analysed and presented in these plans.

It is recommended that – where necessary – special projects be designed within SSA to meet the specific educational needs of girls in specific social groups – especially Muslim girls in both rural and urban areas.

**Funding and supporting formal schools should be the core of SSA's initiatives in promoting education amongst Muslim girls. Support to Maktabas and Madarsas cannot be a substitute for regular schooling.**



2. Strengthen the formal school system, where necessary through girls' schools at the middle level in order to ensure that girls have greater access to formal school. There need to be **more formal schools for girls in Muslim areas and for specific OBC communities in Northern and North-western India** and those areas where there are other social groups where girls are pulled out after primary. The government needs to carry out detailed mapping of social groups / areas where girls education beyond the primary level is constrained because of lack of exclusive girls schools.

It goes without saying that more girls schools means more women teachers, given prevailing cultural practices and also growing sense of insecurity of girls in mixed schools (recent reports on sexual abuse of girls in some states) there needs to be a provision whereby the community is encouraged to appoint older women as escorts. **Essentially multiple strategies are required to enable girls to go beyond the primary stage and access formal schooling.**

3. The formal system needs to be made more gender sensitive. Once they are in the schools, greater efforts need to be made to retain them through systematic monitoring of education quality. The importance of strengthening the formal school system was also flagged as a priority in the working group report on elementary education for the X Five year plan also.

4. Given the high drop out rates, especially at the middle school level infrastructural issues like merit urgent attention. A school sanitation programme in both rural and urban areas could be considered. Equally, classroom and school environment influence retention, completion and learning merit systematic and sustained attention.

5. Percentage of women teachers has been highlighted through the decade of the 1990s and SSA guidelines today provide for 50% women teachers and states are required to hire more women teachers. Notwithstanding the current policy thrust, it is important to acknowledge that opening more girls' school would mean more women teachers – especially at middle and secondary schools. More women qualified to become science and mathematics teachers are required. A 5 to 10 year strategy to increase the pool of educated / trained women from specific areas / social groups needs to be formulated.

**A medium to long term human resource creation / management policy is required to meet this shortage especially given that this shortage is more acute in girls' schools at the HS /SS level. Increasing the pool of educated and trained women among SC, ST, specific OBC and Muslim communities needs special attention.** This could be done through time-bound programmes to enable girls to complete secondary education and creating opportunities for teacher training courses – albeit through special initiatives / programmes for communities / areas where the situation of girls education is particularly bad.

6. The existing pattern of clubbing all special efforts into one omnibus clause of "innovations" with a fixed allocation of Rs 15 lakhs per district needs to be

reviewed rigorously. The XI Plan should provide scope for context-specific / social-group specific / location specific modifications within the main scheme of programme like the Sarva Shiksha Abhiyan.

**Separate projects for girls at risk:** The situation of street children and thousands of visible and invisible working children needs to be mapped annually with the help of voluntary organisations working in urban areas. Where necessary, separate projects could be designed for girls at risk and in difficult circumstances. SSA needs to create space for special projects by providing flexible norms and not limit it to “innovations”. For example areas like Mewat (Haryana) or specific communities like Nari Kurava, Musahar, Sahariya, Lambada (to name a few) have very low female literacy rates and girls education in such areas / communities remains a huge challenge. Similar special projects could also be taken up – where necessary – in disturbed areas. **This should not be subsumed into an omnibus innovation fund.**

7. It is understood and accepted that all ongoing elementary education schemes complement each other and that planning is expected to be done in a holistic manner to suitably address all issues and concerns – weighing available options. One of the weak areas is that it has not always been possible to discern a clear link between the situation analysis, the interventions and budgets proposed and the expected outcomes along with a time frame.

Building on the gender budgeting ideas of the government the XI Plan could introduce systematic tracking of funds allocated for girls’ education / special focus group (SC,ST, Muslim, OBC and remote areas). It is not enough to expenditure alone - tracking but programme tracking. Identify institutions that can undertake do concurrent monitoring / tracking in each region / state or clusters of states.

Giving an identifiable budget / tracking code for efforts to promote girls’ education could enable the government indicate funds drawn from different schemes/provisions such as SSA (free textbooks to girls, REMS, gender training of teachers, monthly CRC/BRC level meetings for girls, etc) EGS & AIE, Mahila Samakhya, NPEGEL and KGBV and schemes of the State Government for different interventions. Systematizing the approach to girls’ education through well articulated plans and identifiable codes that can be tracked will facilitate timeliness of implementation, review, monitoring and reporting progress, and incorporating necessary changes in approach.

## **OLDER GIRLS – DROP OUT AND NEVER ENROLLED**

Given the pattern of drop-outs it is evident that there are a large number of older girls (11+) who are not attending any educational institution. The educational needs of older girls may or may not be met through the routine programme of bridge courses followed by mainstreaming into formal institutions. While the AIE (Alternative Innovative education) has certainly expanded – there is a need to address quality issues more systematically. As of now there is no considered strategy for accelerated learning and most programmes adapt the regular

curriculum to the needs of accelerated learning. It is time that Sarva Shiksha Abhiyan addresses the need to develop appropriate and relevant curricula for the education of older girls who are not in school and follow-up mainstreaming strategies with mechanisms to provide ongoing support to the newly mainstreamed children. There is also a need for clearer articulation of time-frame and expected outcomes for better monitoring and evaluation.

In this context there is a need to review existing accelerated learning and bridging programmes like RBC, NRBC. These programme need to become more rigorous and meet basic quality standards that are applied to the formal school system. The pedagogy and curriculum of such programmes need serious review.

The objective of the 11<sup>th</sup> Plan should be to ensure all children up to the age of 14 have access to education – especially for older girls who may have missed primary / may have dropped out.

8. A time-bound effort to turn the spotlight on older out of school girls (10+ age group), using micro-planning, community events, support like escorts, remedial / additional education support for girls, addressing the work burden of older girls at home (school going and out of school). The experience of Mahila Samakhya could be very valuable here.

9. Curriculum and pedagogic practices need to be reviewed and designed specifically to address the requirements of accelerated learning programmes taken up in residential and non-residential bridge courses, residential programmes for older out of school girls to enable them to complete grade 7 or 8 (as the case may be) and even class 10 through specialised programmes. SSA needs to redesign the RBC and NRBC and base it on the experience gained through the 10<sup>th</sup> Plan period.

## **QUALITY AND CONTENT**

The discourse on girls' education has not moved significantly beyond "quantitative" and formal notions of parity (gender parity in enrolment, retention, dropout rates) and issues of education quality, classroom practices and gender equality inside the classroom / school remain untouched.

Education is a means of socialisation and values / practices that inform the system that exerts significant influence on the lives of children. There is a need to systematically look inside the classroom to engender change in the classroom; what girls and boys are actually learning in school needs equal attention. Equally, there is a need to transform classrooms into effective spaces where one can help girls question and break out of stereotypes that are reinforced through socialisation processes – MSKs (of Mahila Samakhya Programme) are good illustrations of how one can go about it. The lessons / learning of the MSK programme as well as that of the Balika Shikshan Shivar of the former Lok Jumbish Programme of Rajasthan needs to be internalised in mainstream institutions. In particular, there is a need to ensure that the KGBV, Bridge Courses

and other mechanisms to get out of school children back into the formal stream pay special attention to issues of socialisation. This is particularly important because it is the most deprived who access alternative education programmes and bridge courses. Therefore the mandate must be to provide empowering education that stimulates critical thinking and the ability to question relations of power among learners.

The role of the teacher is critical in this context. The strategy till now has been to introduce Gender as a session or two for in-service and pre-service teachers. Such isolated, ad hoc inputs can lead to resistance from teachers who may view this as “worthless knowledge”, that which has no relation to the technical upgradation of skills. Therefore, a long-term vision that integrates gender within the pre-service and in-service training programmes in meaningful and practical ways is required. It is necessary to integrate gender and social equity concerns into the very fabric of training programmes – making it an inherent part of the analysis and also sensitisation of teachers to the situation of children who are doubly disadvantaged (social group as well as gender). **This needs to be integrated into GOI strategies for teacher education.**

10. There is a need to develop a of range exemplar TLM for the learner and also for teachers, DIET's and SCERT's. These materials need to be located within the existing syllabi, the subjects or disciplines being transacted. Collaborations between women's groups, resource centres, university based women-studies department, NCERT, SCERT, DIET members must be operationalised to develop this exemplar subject based gender materials.

More in-depth, systematic and professional inputs need to be planned for both teachers and teacher educators. A group needs to be constituted to develop a training module for SSA covering a two to three week period for teachers, DIET and SCERT personnel. IGNOU too needs to develop a similar diploma course on Gender and Education. B.Ed. and M.Ed courses need to introduce a compulsory paper on identity formation, gender and socialization.

Curricular content needs to be informed by the life world of both boys and girls from socially and economically disadvantaged backgrounds. Rather than see girls as passive receivers of knowledge, their own experiences needs to find place in the pedagogy and TLM's used.

Inputs of trained experts on adolescence and sexuality. Since adolescence is a critical formative period and phase where gender-based identities and controls come into play in a significant manner, the expertise of gender sensitive psychologists, counsellors and health workers needs to be drawn upon to develop materials and curricula practices. These need to be created in a framework of facilitating young learners, both boys and girls to be able access information, make informed choices and to equip them from negotiating danger from those who seek to violate them.

11. The time has come to develop classroom and school protocol and make it part of the service rules. These protocols must be made public, through

advertisement / notice boards in schools, shared with VEC and PTAs in government and private (aided / unaided schools). For example teachers should not be permitted to call individual or small number of children after school hours, norms on good and bad touch communicated, explicit rules against beating, verbal abuse, punishment, comments on sexual nature, caste or community specific comments, discrimination on use of water and food in schools. They need to be made an integral part of teacher training (pre-service and in-service).

## **NPEGEL AND KGBV – SPECIAL INITIATIVES FOR GIRLS' EDUCATION**

As targeted schemes that are integral to the Sarva Shiksha Abhiyan, both the NPEGEL and KGBV schemes complement the provisions and efforts of SSA in pursuit of the larger goals of UEE. They work for similar ends with the added advantage of targeting some of the most vulnerable and so far excluded segments of girls. Both schemes were introduced during the Tenth Plan period and implementation experiences have provided valuable insights and learning that are worth considering in formulating the approach to girls' education during the Eleventh Plan period.

All strategies and interventions must target girls both 'in' and 'out' of school within defined geographic bounds like districts, blocks, clusters with a focus on INCLUSION and QUALITY. The dimensions of inclusion include access to schooling facilities and universal enrolment of girls. Inclusion can be considered effective only on the basis of regular attendance of girls and their retention in school. Quality of education to girls implies their improved

- achievement rates seen in examination results for which reduced repetition and dropout rates will be necessary preconditions
- completion rates to render the system efficient
- transition rates to next level of education
- empowerment of girls through exposure to 'other than textbooks' activities to enhance their information base, their self esteem and self-confidence, skills and capacities to equip them for coping with different situations in life, enable them to make informed choices, participate in decision making processes, access resources that will assure them quality of life.

During the Eleventh Plan period the key to an effective approach for girls' education would be detailed situation analysis and familiarity with impediments to girls' education. Information about girls 'in' and 'out' of school – their numbers, location, personal details – is imperative for facilitating a targeted approach, rationalizing allocation of resources, and for monitoring progress against targets that are set to time frames. This analysis should include, a break up for specially disadvantaged communities in that area - whether it is social or caste groups, geographical area or other categories, e g displaced persons etc.

**12. It is recommended that NPEGEL and KGBV be continued in the Eleventh Plan period.**

13. Based on the experience gained in the X Plan period, it is recommended that the block be designated as the unit of planning, implementation and monitoring. This would facilitate greater sharing across clusters and tighter monitoring.

14. The present use of gender gap in literacy rates has reportedly excluded districts and blocks with very low female and male literacy rates. It is therefore recommended that the criteria for eligibility of blocks for NPEGEL and KGBV be reviewed and the following considered:

- **Identify educationally backward blocks (EBB) where the female literacy rate is lower than 30%;**
- **Blocks with high (over 20%) SC/ST and Muslim Population where the female literacy rate is lower than national average;**

15. As per the existing arrangement while NPEGEL is an integral part of SSA it retains its separate identity. It is recommended that this arrangement should continue for NPEGEL and KGBV be assigned the same status to retain focus on older girls. This is being suggested to safeguard certain existing provisions in the schemes, viz., management cost, and civil works as additionality over and above the ceilings applicable in SSA. If the management cost is to be drawn from the larger pool of SSA it is possible that funds received for NPEGEL and KGBV could be used for executing activities that are considered more important. But if it is separately earmarked, it will be possible to avert such operational difficulties.

The NPEGEL scheme includes a line of functionaries supported by resource groups running through village to State. The operational structure needs to be in place for implementing strategies and interventions for promoting girls' education in the States. In addition, a State level resource group is necessary to steer and guide operations in the districts. A fully functional operational structure could be made a prerequisite for approval of AWPBs and release of funds.

A resource pool may be created at all levels to support programming for girls' education. This resource pool may comprise active and committed youth and women, members of women's groups, retired teachers, SHG members, members of NGOs, functionaries of other Departments, etc.

**16. Specific to NPEGEL** – It is widely recognized that opportunities of learning through systems of open schooling can potentially narrow gaps in access, particularly for older girls who have remained disconnected with education. However, the option of open learning is not evenly available across the country. The National Institute of Open Schooling (NIOS), for instance, provides learning opportunities in a few languages that restricts this option for improved access to specific parts of the country. Also, State open schools are not available in all the States. Possibilities need to be explored with NIOS for introducing teaching learning in additional languages.

It is recommended that subsidized/special packages for children under SSA be negotiated with the NIOS by the Department of School Education and Literacy.

While links with systems of open learning could be strengthened simultaneous efforts could be made to formalize arrangements for enabling girls to appear in the State Board examination as private candidates at the end of the primary/elementary stages. The latter will apply only in those States with board examinations at these stages.

**17. Specific to NPEGEL** - To ensure attainment of objectives appropriate measures could be taken to carry out outcome based monitoring disaggregated by social group. Besides this concurrent evaluations could be carried out annually in randomly selected districts. The findings of monitoring and the evaluations could be used to inform strategic changes in implementation.

**The National Programme for Education of Girls at Elementary Level (NPEGEL) needs to be focused on blocks with Rural Female Literacy Rate (RFLR) below 30% as per 2001 Census as well as the existing criteria of the scheme (i.e. educationally backward blocks (EBBs) where the level of rural female literacy is less than the national average and the gender gap is above the national average; in blocks of districts which are not covered under EBBs but are having at least 5% SC/ST population and where SC/ST female literacy is below 10%; and also in select urban slums).**

**The group also emphasized that the NPEGEL programme instead of fragmented components, should address special projects for girls at risk/girls in difficult circumstances in 6 to 14 years age group.**

**The design of the programme for girls in these blocks could include any of the elements already stipulated in SSA Remedial Teaching, Bridge Courses, Alternative Schools; Child Care Centres; and also initiate several other measures specific to the NPEGEL component to suit context specificities and local requirements.**

The NPEGEL components should not duplicate any component already provided in the SSA framework. In case of a special project being developed for the block, the unit cost of each component would be finalized by the Executive Committee of the SSA programme of the State.

It was also felt that instead of having a cluster-based approach, a block based approach would be more appropriate. However, efforts should be made to ensure that each cluster is covered under the programme with decentralized participation of women groups, Mother Teacher Associations and other community related initiatives.

**The amount of Rs. 2 lakh granted for additional room should be deleted under the scheme, as civil works is admissible under normal SSA grant. Instead the amount could be used for more appropriate short term**

**special projects of maximum three years duration (i.e. till the end of the SSA) as the case may be.**

**Building on the existing scheme, the unit entitlement of a block under NPEGEL is estimated as per enclosure (Annexure-I)**

**18. Specific to KGBV** - There are three models of KGBVs at present. It is recommended that these be reduced to two on the basis of two criteria, viz., (i) school along with hostel and (ii) providing residential facilities in existing upper primary schools. The number of girls could cease to be a criterion and it is recommended that GOI permit State Governments to fix the number of seats desired on the basis of their needs. This flexibility is being introduced as a means of mopping up girls who are out of school.

To this end, the following recommendations may be considered:

- (i) Girls who enrol and complete bridge courses and are not in a position to enrol in a formal upper primary school (due to distance / non-availability of girls only schools) may be given first preference for enrolment in KGBVs.
- (ii) The academic level of girls needs to be ascertained after they are identified to enrol in KGBV. In case they are found to be of lower levels they should be enrolled for a year or a year and a half long residential bridge course which could function like a feeder to the KGBV. It may be useful to attach a bridge course of SSA (using provisions of the EGS & AIE scheme) to the KGBV.
- (iii) There was a view that KGBV schools opened in Muslim concentration areas with substantial Muslim population should be provided a facility for urdu medium of instruction if an option to this effect is exercised by girls enrolled in them. Therefore, the cost of two teachers who would teach all subjects in urdu in such KGBVs, in addition to normal teachers, could be made.

19. It is recommended that the KGBV programme be extended to urban slums with special focus on girls at risk, Muslim girls who are out of school or never enrolled and other girls (new migrants / seasonal migrant) who have not been able to continue in formal schools.

**20. Specific to KGBV** - Where necessary / possible the government could explore public-private partnership to enhance facilities / infrastructure of KGBV in rural and urban areas. A special invitation could be posted by GOI inviting corporate bodies, private trusts and other philanthropic organisations to come forward and augment / strengthen the facilities and quality of KGBV.

For programmes of NPEGEL & KGBV, a list of towns and cities with substantial minority population and a list of minority blocks as provided by Ministry of Minority Affairs should also be considered for ensuring outreach to minority girls.



It is also suggested that 795 blocks with more than 20% Muslim population be given priority, in this, due to educational backwardness.

Illustrative costs of different models is at Annex-II.

## **Early Childhood Education / PRE-SCHOOL EDUCATION**

One of the running issues in SSA has been the use of the innovation fund to create ECCE centres in schools / villages not covered under ICDS. Equally, the poor status of pre-school education remains an area of concern. While pre-school education of children up to 6 years has been formally transferred to the Department of Women and Child Development – it is important that the education department continues to play a strategic role in strengthening pre-school education and ensuring child care facilities for children under the age of three.

Another important area of concern – especially with respect to girls' education – is that girls take care of siblings in the under-three age group. ICDS centres do not cater to the needs of 0-3 years children in the centre as services meant for them are delivered, if at all, to the mothers. Matching the timings of ICDS centres to that of the schools remain unaddressed in many parts of the country.

In a recent meetings of the two departments (6 June 2006) it was agreed that in order to enable the ICDS programme to work in conjuncture with SSA the education department could allocate additional resources for pre-school educational material, joint training of Aanganwadi workers, technical support for pre-school education through DIET, BRC/CRC and SCERT.

21. The SSA programme needs to forge close linkages with the ICDS programme to promote child-care for children under-3 years (to relieve young girls from the burden of sibling care), strengthen pre-school education by allocating resources (financial and manpower) for joint training, pre-school education material and monitoring of pre-school education regularity and quality. Synchronising the timings of the ICDS centres with that of the school should be made mandatory and any additional funds necessary for the same could be provided for in SSA.

District specific mapping should precede plans for strengthening pre-school education of the ICDS programme.

## **OVERARCHING / CROSS-CUTTING RECOMMENDATIONS**

25. There are 45 districts where female literacy is very low (below 30%) and there are 81 districts where the gender gap at the upper primary level continues to be very high (above 20 percent points). Special projects need to be initiated in such areas to give the much needed push for girls' education.

It is recommended that the Department of Elementary Education & Literacy and the Department of School Education jointly constitute a separate **Sub Mission on Girls Education**. This could work like a national task force / apex committee and

draw upon people with proven track-record and commitment towards promoting girls education. This Sub-mission may be mandated to review progress periodically and field national level review mission on a yearly basis and submit a report to MHRD.

The secretariat of the Sub-mission could be located either in an apex institution or the National Resource Centre (Mahila Samakhya) with adequate budget. A separate budget may be allocated for the Sub-mission to function and also the expenditure involved in monitoring the progress made on the girls education front from pre-school education right up to secondary education and vocational / technical (ITI / ANM training / teacher training / agricultural extension, animal husbandry, horticulture, computer etc) education.

The Sub-mission could also be mandated to invite research proposals that would help the government gain better understanding of the educational situation of specific areas, social groups; classroom environment and practices, teacher capacity, pre-service and in-service training and so on.

The Sub-mission could also be mandated to create a network on national and regional institutions / women's studies centres / university departments that would participate in monitoring progress towards universal education of girls and creating a pool of educated and trained women necessary for good quality education for all.

This may be a time-bound Sub-mission for the duration of the XI Plan.

26. The government could invite public-private partnership to augment the resources necessary to creating / upgrading girls schools at the upper primary and secondary levels, to improve infrastructure and facilities (library, lab, sports) of KGBV and other residential schools for girls (including MSK / KSK of Mahila Samakhya). It is important to note that these would be government supported institutions where the private sector is invited to contribute. The total projected costs for NPEGEL & KGBV are at Annex-III.

## **Educational Disparities – Category A**

### **a. Educational Disparities Across States and Districts and Equitable Resource Allocations**

Some examples of disparity across geographical / administrative units are discussed in this section. While the student-classroom ratio (SCR) was 15 for Himachal Pradesh (HP) in 2004-05 indicating a comfortable situation, it was 84 for Bihar reflecting a serious gap in the availability of classrooms. Similarly while the average SCR for Uttar Pradesh (UP) was 62, within the state, it varied widely between districts from 38 in Kanpur Nagar and 90 in Rampur district. Likewise, the Pupil-Teacher Ratio (PTR) - an indicator of the adequacy of teachers and requisite for quality education-varied from 20 in Jammu and Kashmir (J&K) to 73 in UP at the primary stage. Within UP, the PTR was 45 in Meerut district while it was as high as 125 in Balrampur district. There are 56 districts in the country

where 50 per cent or more of the primary schools had a PTR of more than 70. The ratio of primary to upper primary schools, that is an indicator of the adequacy of availability of upper primary schools, varied from 1.5 in Gujarat to 5.3 in West Bengal. There are 96 districts in the country that had a ratio of primary to upper primary schools of more than 4:1, indicating a very inadequate provisioning of upper primary schools.

Similarly there are huge disparities in enrolment rates, gender gap in enrolments across states and between districts within a state. The proportion of 'out of school children' in the 6-14 age group was only 0.54 percent in HP, but as high as 17.4 percent in Manipur and 10.88percent in Jharkhand. There are 50 districts in the country with more than 15percent children not attending school. The gender gap in enrolment at the upper primary stage was almost non-existent in the north-eastern states of Mizoram and Nagaland, but as high as 25 percentage points in Bihar. The gender disparity in upper primary enrolment varied greatly across districts within each state. For example, in Madhya Pradesh (MP), the gender gap was only 3 percentage points in Katni and Balaghat districts, while it was despairingly high(29-30percent) in Jhabua and Sheopur districts.

The repetition rates of students at the primary and upper primary stages and the dropout rates that reflect the efficiency of the education system in retaining students and ensuring completion of primary/upper primary level education also vary significantly across the country. About 2.2 percent students repeated a class in Karnataka at the primary stage. This proportion was 15.4 percent in Chattisgarh and 22.3 percent in Sikkim. 45 districts in the country had repetition rates above 15 percent. Similarly, dropout rates were very different across the country. While 115 districts had dropout rates below 5 percent, 98 districts had dropout rates above 20 percent. Table 1 provides an overview of the inter-state and intra-state disparities for selected indicators relating to inputs and a few educational outcomes.

**Thus districts across the country are at different levels in terms of educational infrastructure and outcomes.** A similar analysis carried out for some districts of the country indicates that **there also are significant inter-block disparities in educational infrastructure and educational attainments.**

**Table 1: Some Indicators of 'worse off' districts**

<b>Indicators</b>	<b>Number of States</b>	<b>Number of districts</b>
Student: Classroom Ratio (Pry.) more than 60:1(Appropriate: less than 40:1)	3	116
Pupil: Teacher Ratio (Pry.)more than 60:1(Appropriate: less than 40:1)	3	119
Pry. to U. pry. school Ratio more than 4:1 (At least 2:1 or lower)	1	96
Gender Gap (U. Pry.) more than 15 percentage points	3	160
Percentage out of school children (6-14) more than 15%	2	50
Dropout rates (Pry. Stage) more than 15%	8	194

DISE 2004-05

## **b. Making Allocations under SSA more equitable**

Ideally, the total outlays available for SSA in any particular year should be subdivided between States and UTs based on a composite index of educational development. The allocations so worked out can be the basis for the Annual Work Plan preparation. However, some of the norms of SSA already factor in infrastructure status, e.g. school availability, number of classrooms and teachers. Also, some of the States that are lagging behind are unable to utilise high annual allocations. There can be 2 options for deciding financial allocations to districts.

### ***Option I:***

The total requirement for norm based activities like opening of new schools, recruitment of teachers and construction of classrooms could be estimated. The balance outlay available under SSA at the national levels could then be allocated to States / districts based on an appropriate Educational Development Index (EDI). As a block grant to be allocated under different, non-civil works activities. States would need develop their own guidelines for prioritizing activities under the non-normative part of the SSA allocation. The components / strategies / activities eligible for funding under this part of SSA allocations would be defined from the national level. This method of allocation would ensure that about 30-40% of the SSA funds are allocated based on objective criteria of educational backwardness.

### ***Option II:***

This is the more conservative option. The total outlay under SSA could be divided between States and UTs based on the EDIs. This would be the first step of resource allocation.

In this option, norms are prescribed from the national level for almost all components including school grants, teacher grants, teacher training etc. leaving only one or two components where differential allocations could be made across States and districts based on the educational status.

Option II is recommended, while providing for some differential allocations in the following components:

- (i) *Community Mobilisation:* 2% of total outlay for low EDI districts and 1% for remaining districts.
- (ii) *Innovation Fund:* The total outlay of Rs. 1000 cr. per year to be allocated to districts based on an index that includes child population (20% weight) and educational status (80% weight)

An attempt has also been made to provide some flexibility in the norms for (a) school infrastructure development; (b) maintenance of school buildings; (c) quality improvement; (d) community mobilisation and (e) ICT for education.

An additional mechanism for providing additional allocations to States / districts that are educationally backward is to enhance the civil works ceiling of 33% for these States / districts to enable them to cover the infrastructure gap quickly. The following limits of civil works component are recommended:

- (a) For districts in the lowest quartile of EDIs, civil works allocations upto 40% may be allowed.
- (b) For districts in the middle (second and third) quartiles, the ceiling of civil works should continue to be 33%.
- (c) For districts in the first (highest) quartile of EDIs, the ceiling should be limited to 24% of the project cost.

The EDI distribution may not match the actual categorization of districts based on infrastructure need, which is best assessed through an actual calculation of requirement of school buildings and additional classrooms. Therefore care needs to be taken while applying the above suggestion for civil works ceiling to avoid any major mismatch. Similarly, for teachers and opening of new schools low EDI districts may be given a priority in completing their entire requirement quickly if the sanctions are to be made in a phase-wise manner over 2 or 3 years. However States and UTs should be advised to propose the requirement of teachers and schools based on a clear assessment for all districts.

There is also a need to converge with other Schemes or Grants that could provide additional resources to backward areas and districts. Thus the Finance Commission grants could be earmarked for districts and blocks that have large infrastructure deficits.

The Backward Region Grant Fund that has been put in place to strengthen PRIs in 250 backward districts is an important source for capacity building in these districts. In addition, each district would get an untied fund of Rs. 10 crores to be decided by PRIs. There is scope to steer this investment towards education infrastructure in these districts.

### **Sub-District Focus and Allocations**

It is important that States and districts target educationally backward blocks and pockets for greater attention and resource allocation. The following measures would be useful for this purpose:

- (i) District and block level indices of educational development could be developed by each State to identify blocks and pockets that need greater attention.
- (ii) Funds for **community mobilisation, innovation fund** could be targeted preferentially to the educationally backward blocks, panchayats, villages etc.
- (iii) Funds under **project management, research evaluation, monitoring and supervision** could also be utilized in a manner that focuses greater attention and resource support to these pockets.
- (iv) Monitoring arrangements, academic support through BRC and CRC could also be oriented towards giving greater attention to these areas.

## School Level Focus

Gradation of schools could be worked out on criteria related to student attendance, completion rates and academic performance. Based on this kind of classification, States and districts should work out strategies for providing greater attention in areas like monitoring and supervision, community involvement and academic support to schools that are not performing well. Thus the focus of all school improvement efforts should be to provide greater attention to schools that need it most.

## VI. Other Major Programme Components of SSA

### 1. Out of School Children

The assessments indicating about 93% enrolment of children in the 6-14 years age-group may not be off the mark. This represents a significant reduction in the number of out of school children in the past 3-4 years. But it was also felt that this represented only the number of children whose names were entered in the school rolls. The number of students who are actually attending schools is lower. There is a trend in some States to 'cover' almost all children through enrolment drives and indicate a very low figure as 'out of school'. This detracts attention from the need for addressing the needs of a much larger number of children who may only have got 'nominally' enrolled—for example, older children admitted to class I, children who migrate seasonally etc.

#### a. Improving physical access:

##### *Opening of new schools*

- (i) Opening of new primary schools: The 7<sup>th</sup> AISES had identified 1,60,528 unserved habitations (no school within 1km) during 2002-03. Under SSA and DPEP 1,32,623 primary schools have been sanctioned during the 10<sup>th</sup> Plan period. **The States and UTs have projected a balance requirement of 20,957 primary schools.**
- (ii) Opening of new upper primary schools: The 7<sup>th</sup> AISES had indicated that 1,69,492 habitations do not have an upper primary school within 3 km (data on population of habitations is not available). Under SSA 88,930 new upper primary schools have been provided during the 10<sup>th</sup> Plan. The present ratio of primary to upper primary schools for the country is 2.4:1. **The balance requirement projected by States / UTs for new UPS is 20,544.**

##### *Setting up of EGS centres:*

EGS was an interim strategy used by SSA for quick provision of access in small habitations that did not qualify for a regular school. In the initial

years EGS centres were established without a strict mapping for requirement based on norms. There were 1.29 lakh EGS centres in 2004-05. During 2005-06 55,196 EGS centres were upgraded to regular PS. During 2006-07, another 41,757 EGS centres will be upgraded to PS. It is expected that the number of EGS centers would reduce to about 70,000 by the end of 2006-07. **The clear stand taken by the Department of SE&L is that EGS centres are a transitory arrangement and all centres located in habitations that qualify for a regular PS should get upgraded latest by 2007-08.** If any EGS centres are to continue beyond 2007-08, the States / UTs would need to make a clear policy decision and include such "small schools" as a part of their Education Code / Act / Policy. Only in this event, funding under SSA would continue. There is a problem in the States of Assam, Jammu & Kashmir, Punjab, Maharashtra and West Bengal regarding upgradation of EGS centres.

### Suggestions:

- (i) State / UT and district should be asked to complete the mapping for requirement of PS and UPS and certify that universal physical access has been provided by the first year of the 11<sup>th</sup> Plan.
- (ii) There are a large number of districts where the number of UPS are clearly inadequate. **Mapping for location of UPS needs to be completed so that the establishment of new UPS should be completed latest by 2008-09.**
- (iii) EGS centres should be upgraded to regular schools and those that need to continue for small habitations should be regularized by framing appropriate policies by States and UTs.
- (iv) **To expedite upgradation of EGS centres to primary schools, it is recommended that the financial support of SSA for EGS may be stopped after 2008-09.**

### b. Alternative and Innovative Education for Specific Groups of Out of School Children:

Under SSA, children in difficult circumstances who cannot be mainstreamed directly into schools are enrolled in AIE centres or bridge courses prior to admission into schools. The different kinds of interventions under AIE include residential and non-residential bridge courses, seasonal hostels and work-site schools for children who migrate with their families, AIE centres for older never enrolled and dropout children, mobile schools, transportation facilities (where the school is at a distance), support to Maktabs / Madaras to introduce general subjects etc.

The enrolment under AIE over the last five years has been as follows:

(in lakh)

2002-03	2003-04	2004-05	2005-06	2006-07 (Target)
6.8	18.8	17.3	30	52.6

The performance under AIE has not been very satisfactory, especially with regard to coverage of older children in the 11-14 age group and some of the most vulnerable groups of children like child labour, migrating children, street children, domestic child workers etc. The extent of mainstreaming from AIE interventions has also not been satisfactory. States like Uttar Pradesh, Bihar, Jharkhand and Orissa are just beginning to implement non-residential and residential bridge courses on a significant scale. While some interventions for migrating children have been started in Orissa, Madhya Pradesh and Andhra Pradesh, the coverage is very small. **The Department of SE&L and most States and UTs are now focusing on the hard to reach children.** It is expected that these interventions that cover the most disadvantaged groups of children would need to continue and be strengthened during the remaining period of the programme. Providing educational facilities for the remaining out of school children would be a major challenge since the nature of mobilisation, strategies and commitment required for these groups is of a different kind.

The INDUS project is being implemented in the 21 districts of the country in 5 States and Delhi. It is due to close by 31<sup>st</sup> March, 2007. The project has helped to bring out mechanism of coordination between Education and Labour Departments for mainstreaming of working children. SSA continues to support NCLP by way of teacher training, provision of free textbooks and facilitation of mainstreaming of children from NCLP special schools to regular schools. Expansion of NCLP is likely to be proposed for the 11<sup>th</sup> Plan period. Therefore, convergence between SSA and NCLP would need to be strengthened.

### **Suggestions:**

- (i) Out of school children should include children whose names have been included in the attendance register but are not attending schools. This would imply change in the manner in which out of school children are counted presently based on surveys conducted by teachers or child registers maintained at schools. Methods of verification or crosschecking of out of school children data maintained at the school level can be evolved. Girls in the age group of 12-14 years migrant child labour, domestic child workers and trafficked children often do not get counted.
- (ii) A different approach would be required for inclusion of the remaining "hard to reach" children through a variety of strategies. This would involve collaboration with the Labour, Police, Social Welfare Departments, employers and NGOs and tracking of children till they are stable in the school system.
- (iii) While it is appropriate that SSA targets all out of school children, it would be necessary to prepare specific plans for specific categories of children e.g. urban deprived children, migrating children, bonded child labourers, cattle herds, adolescent girls, children working in shops and establishments or in home based work, children withdrawn from wage work, children of sex workers, children in custodial institutions and



children of construction workers. Residential facilities would need to be provided for some categories of children like children of migrant labour, street children, orphans, children withdrawn from work and adolescent girls.

- (iv) Social mobilisation to create a norm that children must not work and attend schools should be taken up in a big way as a campaign with the involvement of youth, Panchayats, employers etc. The campaign should revolve around the issue of children's rights. Gram Panchayats can be effectively involved in reviewing the status of out of school children and initiating follow-up action. This would also require preparation and sensitization of the educational administration and the school system so that the integration of these children into schools is effective.
- (v) Residential or non-residential bridge course camp should be considered as transitional strategies for mainstreaming children to regular schools. Therefore there should also be arrangements for academic and emotional support for children who are admitted to schools from such camps. It is also important that facilitative guidelines are put in place to ensure that no child is denied the right to get admission in a Government school.
- (vi) The planning for *children who migrate seasonally* with their families has to be done in a thorough manner beginning with mapping with the nature and extent of migration. The mapping for seasonal migration for particular sectors of work like brick-kiln, sugarcane, salt-pans, agricultural work, movement during summer/winter in hilly areas etc. should be carried out and areas with high incidence of migration need to be identified. Following this, strategies for sending end areas like seasonal hostels to retain children back in their villages while parents migrate, work-site schools at the receiving end, measures to strengthen schools in the sending areas and track children and their academic progress as they shift from one location to another. This will also require inter-state and inter-state collaboration to help provide facilities for children in the receiving areas. This category of children has not received adequate attention in the past. Another category that needs focused attention are the *deprived urban children* including street children, ragpickers, slumdwelling children engaged in some kind of work, children who do not have access to a school in an unauthorized slum etc. There are serious problems of access in many cities that have not yet been addressed.
- (vii) In several States and UTs procedures for selection of NGOs, assignment of tasks to NGOs, regular release of funds monitoring of NGO work are not well established. Greater professionalism will have to be introduced in the dealing with NGOs and civil society. While NGOs will play a crucial role in inclusion of these 'hard to reach' children, SSA/State Government would need to take overall responsibility for the coverage of all children and their tracking and mainstreaming.

- (viii) **The unit cost for residential programmes under AIE should be increased to Rs. 10,000 per child per annum since the present amount of Rs. 6800 is grossly inadequate.**

### **c. Preparing Schools for becoming more inclusive**

A major shift in the working of the school system would be required in the next few years to enable enrolment and regular participation of certain groups of children. Each school should be equipped to implement transitory strategies for such children (older children, migrating children) to help their mainstreaming into appropriate classes and to provide additional academic support to them.

Also, teachers and the entire school system has to be oriented on issues of discrimination and bias to help in ensuring that children belonging to SC, ST, minority groups and the poorest families and children with disabilities do not suffer discrimination at school. In addition, teachers need to be equipped with skills to deal with the diversity within classrooms in terms of age, ability, socio-economic and language background, attendance rates etc. It would be difficult to retain children from these backgrounds if the school functioning does not become more inclusive.

## **2. Community Involvement, Role of Panchayati Raj Institutions and Management of Schools**

Community involvement has been the main plank of Sarva Shiksha Abhiyan for ensuring the realization of its goals. Substantial progress has been made in creating awareness of 'education for all' and different community involvement structures have emerged and developed across the country. The devolution of funds for school improvement and construction to community based organisations like School Management Committees (SMCs) and Village Education Committees (VECs) has helped in securing their involvement in the programme.

SSA in the Eleventh Five Year Plan needs to bring the twin goals of development of responsive, participatory and accountable system of educational governance and, management *and* engagement and participation of civil society in all aspects of education into sharp focus. The concern for achievement of these goals should be expressed by clearly spelling out the strategies and earmarking sufficient investment for implementation.

### **Community – Panchayat Raj Institutions - School Management Committees:**

The roles and responsibilities of and the relationships between the community, the Panchayat Raj Institutions (PRIs) and the school management committee (SMC) needs to be clearly spelt out. There is also some lack of clarity about the distinct roles of VECs and SMCs in some States. The community's interaction with

school happens at different levels: parents and guardians of the children interact with schools as the consumers of educational services. They, and others in the community, as members of Village Education Committees, wherever they exist, are empowered to hold the school accountable to the community. As members of school management committee representatives of the community are responsible for certain aspects of school governance. The PRIs, however, often remain on the margin, unless State Governments have made effective transfer of the functions of education to them.

The subject of education has been transferred to the Panchayat Raj Institutions; however, this transfer should be made effective by creating greater say for the Panchayats in all matters of management and delivery of education services. Gram Panchayats should emerge as the nodal centers for educational governance. The relationship between the VECs, the SMCs and the PRIs is often not clear giving rise to confusion and delay in implementation of programmes on the one hand, nebulous control of the community over school governance on the other hand. **SSA has decided recently to recognize the centrality of PRIs through the following decisions:**

- (i) There should be a Standing Committee or a sub-Committee for education under the Gram Panchayat (GP), which would be the nodal body for all matters relating to elementary education.**
- (ii) That the school wise or village wise Committees responsible for elementary education/SSA should be linked with the Sub-Committee of the GP in-charge of Education, as in (i) above, so that overall supervision of PRIs is there over the elementary education/SSA programmes.**
- (iii) That all tiers of the PRIs (village, block, district) should be given roles of supervision over the elementary education programmes/SSA. This can be done by State Governments by defining the roles of Sub-Committee on Education of the GP; the Block Level Education Committee and the Education Sub-Committee of the Zila Parishad.**

However the real involvement of Panchayats would come about when they are squarely given the responsibility of elementary education by the State governments. The Backward Region Grant Fund (BRGF) would help in capacity building of PRIs in 250 identified backward districts. This capacity building could also include orientation on education issues. The BRGF would also provide an untied fund to the PRIs in these districts.

The community, in the form of gram sabha and ward sabha, needs to be in over all charge of the governance of schools and should meet at least twice in a year to discuss, review and plan educational management. The School Management Committee (SMC) could be chosen by the gram sabha or a general council that includes all parents of students of the local school. The SMC must report to the

Gram Panchayat. Some states have provided for organic link between the Gram Panchayats and the SMCs by making the later a sub-committee of the former.

The modality for community involvement in urban areas is more complex. Ward level Committees, *Mohalla / Kshetra* based groups have been tried out in some States. Placing SMCs within a larger institutional framework of urban governance is yet to be done and this remains an area requiring greater clarity and focus.

### **Greater Decentralization for better School Governance:**

The model right to education bill, circulated by the Government of India, proposes for school based cadres of teachers. It is time that conscious efforts are made towards moving towards the ideal of providing the community control over recruitment and placement of teachers. A road map for decentralization of school governance needs to be drawn up and SSA must lay down clearly defined milestones in consultation with the State Governments. The task of moving from state or district or even block based cadres of teachers to Gram Panchayat or school based cadres is a complex one. Nevertheless, efforts should be made to decentralize control over teacher recruitment and placement. A beginning could be made by providing the School Management Committees the power to make arrangements for temporary substitute teachers so as to completely eliminate loss of instruction hours and days.

Funds for development and management of schools should be devolved to the SMCs. This move should be associated with strengthening of social audit system, whereby the accounts of the SMCs are presented before and discussed at the Gram or Ward Sabha and the Gram Panchayats. The administrative capacities of the school need to be strengthened freeing the head teacher from routine, clerical non-academic work.

Each state must make conscious efforts to decentralize decision making to the SMCs. Often fund transfer is made with several strings attached. The district and block level educational administration must move towards laying down outcomes and leave sufficient flexibility to the SMCs for implementation.

Various SSA interventions like strategies for out of school children, remedial teaching, trainings, need to be increasingly implemented through the Panchayats or the VEC/SMC.

### **Quality in Education:**

Involvement of parents, in particular, and community, in general, in quality of education is an important aspect of civil society involvement. Demystified and simple educational outcomes need to be quantified at the beginning of each academic year. These need to be shared with the community so that it knows what to expect from the school. **The annual school academic plan should clearly focus on achievable quality parameters.** Quantified targets are possible only with scientific assessment and evaluation of each student. **Regular internal assessments and periodical external assessments should be**

**done and these results should guide the preparation of the school plans by the community.**

### **Strengthening Community Involvement Processes for greater accountability:**

Accountability of the school system in general and the teachers in particular to the community is the key for the success of educational outcomes. Community involvement needs to be benchmarked if we need it to produce the desired results. Clarity of process of involvement is necessary, even though the process would tend to be different for different states. SSA in the eleventh plan should strengthen community mobilization, involvement and decentralized school governance. If the Abhiyan part of the SSA is to be operationized, then prolonged engagement with community and handholding of the SMCs and other peoples' organisations is required. This requires budgeting more resources so that districts can use the services of NGOs who can work with communities and SMCs towards institutional strengthening. **It is proposed that upto 2% of the outlay of a district could be budgeted for community mobilisation activities** (This could be restricted to 1% for educationally better-off districts).

### **3. Planning for Urban Areas**

#### ***Rationale for Urban Planning:***

Focus on urban specific planning under SSA has resulted from the realization that issues affecting demand and supply of elementary education in urban areas are quite different from those in rural areas. The aim is to address educational needs of children of urban poor and disadvantaged children living away from their families.

Urban poor live in under served/un-served settlements without basic amenities such as livelihood, access to water, sanitation etc. Their settlements are often not recognized by local authorities for service provision under the impression that these would qualify them for land rights in the city. Land tenure policy of local governments and the nature of stay of poor in cities and their access to basic services, greatly influences education processes among the disadvantaged groups. Very high opportunity cost among urban poor households not only discourages community participation, it also works as catalyst in keeping children away from school and at times pushing/pulling them out of school.

For sustainable change in people's priorities, simultaneous attention needs to be given to provision of basic services and availability of employment opportunities. Such an approach managed in partnership with the service delivery agencies/ULBs, and NGOs goes a long way in raising the value of education and eventually reducing costs on community mobilization and participation in education service delivery. Urban planning for education therefore needs to be interfaced with overall pro poor urban planning and development.

### ***Key issues affecting UEE in urban areas:***

- Unavailability of land/space for opening schools/EGS and AIE centres
- Maintenance of government schools running in rented buildings
- Identification and enrollment of children in difficult circumstances e.g. street & working, migrants, slum & pavement dwellers', sex workers', children.
- Heterogeneous community, which makes community mobilization very difficult,
- Non rationalized distribution of schools/teachers
- Lack of basic amenities in urban poor settlements
- Demolition and relocation of urban poor settlements
- Lack of sub city resource support structures akin to BRC and CRC.
- Multiplicity of education providers and lack of coordination among them.
- Lack of understanding and skills in the SSA functionaries in identifying problems and issues of universal elementary education in urban areas and formulating suitable strategies to address the same.

### **Out of school children in urban areas:**

As pre the IMRB study conducted in the third quarter of 2005, around 21 lakh children were out of school in urban areas (4.34% of the eligible population) out of a total of 134 lakh children out of school in the country.

The AWP&Bs, 2006-07 of the 35 metros/concerned districts have reported around 6.25 lakh children of age group 6-14 as out of school against the child population of 184.95 lakhs i.e. 3.38% of child population.

### ***Initiatives Under SSA:***

- (i) SSA has attempted to focus attention on urban areas in the recent past. All States / UTs have been advised to prepare separate city plans or sub-plans for the 35 cities with more than 1 million population (Census 2001). These plans are to be appraised alongwith the district AWP&Bs.
- (ii) National level workshops have been conducted by MHRD and NIEPA for capacity building for urban planning and sharing of good practices for deprived urban children.
- (iii) The guidelines for BRCs and CRCs for urban areas have been revised.
- (iv) A wide range of alternative and innovative strategies like residential and non-residential bridge courses, day care centres, tent schools etc. have been initiated for coverage of children in difficult circumstances.
- (v) Urban slums have been included under NPEGEL.

### ***Suggestions for Urban Planning and Deprived Urban Children:***

- (i) Formation of an Urban Cell / Unit at the SPO of SSA for coordinating programmes in urban areas including surveys, strategies for deprived

- urban children, data analysis, convergence etc. A State level urban resource group could also be constituted with representation from a concerned departments and agencies for facilitating convergence and for focusing on urban issues.
- (ii) Preparation of City level education perspective plans as also annual work plans with a focus on the poor. The conduct of special survey in urban areas that provide useful information for designing strategies for deprived urban children.
  - (iii) Preparing spatial maps with location of urban poor settlements and areas of concentration of working / homeless / street children and other marginal groups and also availability of schooling facilities.
  - (iv) Promoting participation of NGOs and the private sector in providing facilities for deprived urban children.
  - (v) Building capacity at district / City level for planning and implementation through workshops and training programmes that target specific cities and towns.
  - (vi) Within the overall category of deprived urban children, children belonging to disadvantaged groups like SC, ST, Minorities and children with special needs would require a special focus.
  - (vii) Strategies to support retention and learning of deprived urban children who have been mainstreamed into regular schools (remedial teaching, community based coaching etc.) should be planned.
  - (viii) In several urban areas, the challenge is to provide adequate facilities in the existing schools which may not have enough space or a building of their own. Many congested areas including slums may not have any schools nearby. This would require innovative solutions including provision of rent for hiring a private building, transportation facility or transportation cost etc. States / UTs would need to take policy decisions on this issue.
  - (ix) Reorganization / relocation of schools, redistribution of teachers, introduction of new medium of instruction etc. would be important policy and planning issues in urban areas. The planning under SSA must take into account these issues, otherwise long term gains would not accrue for marginalized groups in urban areas.
  - (x) Urban development authorities should be asked to provide free land for Government / Municipal schools in all new colonies. This should also be implemented for all private colonies.
  - (xi) A manual for Urban Planning should be developed by MHRD to support SSA interventions as well as overall development of education in urban areas.
  - (xii) The school-community interface in urban areas as well as community involvement in school/SSA activities needs to be strengthened. Examples like the Kshetra model of Delhi could be studied and adopted by other States / UTs.
  - (xiii) It would be important to keep track of evictions and relocations that take place frequently in urban slums in large cities. Providing adequate facilities for education of children at the relocated sites immediately through EGS centres and establishing schools quickly would be an important responsibility.

#### 4. Information Communication Technology in Education

Information and communication technologies can be used in schools for a variety of purposes to improve the effectiveness of the classroom transaction. The technologies that can be used include computers for computer-aided instruction and computer-aided learning, satellite based programmes on television, radio programmes etc.

ICTs are useful in schools to promote active, child-centred teaching and learning, improve teachers' understanding and skills for particular subjects and topics and computer literacy.

Several attempts have been made in the past 5 years to evolve an ICT strategy for government schools, both by the Ministry of HRD and the Department of Information Technology (DIT). However a concrete strategy for a phased coverage of schools has not yet been finalized. The latest effort is report of the Committee on Technology in Education (with representation from MHRD and DIT) finalized in 2005. This Committee made the following recommendation –

*Out of total no. of 10,00,000 schools in the country, the programme 'Technology in Education' will cover 6,42,600 schools, which include 4,22,400 primary schools, 1,61,700 upper primary schools and 58,500 secondary schools. Every school will have server, 5 PCs, printer, Internet connectivity of 256Kbps plus other consumables, etc. The total cost for implementation of 'Technology in Education' in 6,42,600 schools is estimated to be 2,7631.8 crores. The entire programme is to be implemented in 3 years starting from 2006.*

Under SSA the focus has been on implementation of computer-aided learning (CAL) at the upper primary stage. About 10000 schools in the country has implemented this strategy by providing 4-6 computers in an upper primary school. Various models of procurement of hardware and maintenance as well as development of multimedia content have been used by different States and UTs. Corporate foundations and several private sector organisations have been actively involved in this work. This is a component under which public-private partnerships have flourished under SSA.

In a few States, like Jharkhand, Chattisgarh, Karnataka, Maharashtra and Uttaranchal, programmes for interactive radio instruction (IRI) are being implemented with the support from some resource organisations.

However there is still not adequate clarity about the objective for introduction of ICTs in schools and appropriate strategies for this purpose. Existing provisions for CAL are restrictive. Most States are not in a position to expand the coverage of schools, since this activity is presently funded only under the innovation component that provides Rs. 15 lakhs each year per district. The following are the recommendations for this component:



- (a) Several technologies or applications of technologies should be encouraged. These include:
- i Computer Aided Learning (CAL): The children (group of 4) interact with the multimedia content and teachers act as facilitator.
  - ii Computer Aided Instruction (CAI): The teacher centric instructional content is displayed by using large screen TV. Instead of regular CRT monitor, the CPU can be connected with TV with the help of Video Tuner card.
  - iii Satellite based education: The satellite receiving terminal, digital receiver and set top box could be placed at Audio visual classrooms. The TV used for CAI can be used for this program as well by plugging the satellite signal.
  - iv Radio Programs: Radio programmes are being used in some States for literacy, orienting teachers and even for students, during or after school. IRI is being implemented in a few States.

Such a diversified use of technologies is more appropriate than using only computers.

- (b) **There is an urgent need for national and State level policies on the use of technologies in education.** Such policies should address aspects like – educational objectives for introducing ICTs; nature of technologies, equipment; procedures for procurement and maintenance; phasing of implementation in schools; setting of standards for content; evaluation / cost – benefit analysis etc. Such policies should form the basis for an expansion of the use of ICTs in schools.
- (c) ICTs are most effective at the secondary and upper primary stages. Therefore only upper primary schools need to be included in the initial stage.
- (d) ICTs could be used effectively for training and capacity building of teachers, resource persons at cluster and block and DIET personnel. Once ICTs are available at school level, they can be easily used for the purpose of transfer of information for MIS.
- (e) Internet connectivity needs to be considered vis-à-vis the costs and the likely educational benefits.
- (f) The programme for introduction of ICTs should not neglect the aspect of maintenance of equipment and the payment of recurring costs of electricity, consumables and internet connectivity.
- (g) In all cases, cost-sharing and revenue earning models should be factored in while planning for use of ICTs in schools.

**It is recommended that ICTs in education should not be included under the district level innovation component, but should become a part of the**

**State level plan. Allocations should be approved for this component only if a State / UT has developed a clear 'technologies in education' policy that has articulated the aspects mentioned in (b) above.**

The implementation of this component should cover the dimensions of

- (a) Appropriate identification of schools.
- (b) Infrastructure and equipment.
- (c) Teacher training.
- (d) Appropriate software and multimedia content that is informed by an approach to the teaching learning process.
- (e) Utilisation of the infrastructure for adult literacy and training of youth.
- (f) Research and evaluation component.

It is important to develop standards, and if necessary, a clearing-house mechanism to review the content developed for use of ICTs. At present there is a wide variability as well as duplication of efforts across the country for content development.

**An allocation of Rs. 5000 cr. may be provided for the 11<sup>th</sup> Plan period at the initial stage for supporting programmes for use of technologies in education.** Decisions on State-wise allocations could be taken by an empowered resource group or task force at the national level based on appraisal of policies and implementation plans prepared by States and UTs. States and UTs would also need to constitute task forces or resource groups to finalise their strategies for this component. While this allocation may not be adequate to achieve coverage of all schools, it is more than 50 times the current annual allocations under SSA.

## **5. Research and Evaluation**

Knowledge economy demands that knowledge is created. Over the past years, external institutions have been engaged by SSA to conduct several research studies and national sample surveys. Thus there have been surveys on out of school children, students' learning achievement levels, teacher attendance, student attendance etc. The States / UTs also conduct research and evaluation studies by engaging resource organisations or through State institutions and like SCERT and SIEMAT. However, research and evaluation efforts have to become more widespread, demystified, stronger, and more focused to address the present and the emerging issues of elementary education.

**Setting priorities:** In the context of SSA, it is important to set some priorities and give a boost to research in the priority areas. These could be divided into the short term, medium term, and long term. For example, evaluating an immediate impact of training, methodology/ techniques of teaching, or recruitment of teachers could be in the short term domain, while the impact of textbooks or a change in policy could be more medium term, spread over say 2-3 years. Longitudinal studies that research changes over five or ten years also are needed considering that many of the national and international goals to be reached are decadal or long term.

SSA, because of its mission character is bound to be more interested in the short and medium term rather than the long term which can be more decentralized and context specific. There could be a tendency to emphasize short term evaluations over medium or long term research, but it has to be remembered that all three are needed and must be encouraged actively.

The more important point to consider is that there should be a clear link between research and practice from the beginning and there should be forums at which results of research and evaluation are discussed in detail for the benefit of practitioners and policy-makers so that informed decisions to change or strengthen practice are taken so that the children are the ultimate beneficiaries by way of an improved delivery of education.

Linking research with policy and practice is a cultural challenge that the development sector has to deal with. By the end of the 11<sup>th</sup> plan it should be possible to insist on inclusion of studies, evaluations, and/or research to support funding of elementary education, especially in the area of innovation, equity-related initiatives, incentives, quality improvement, and training.

Several States are conducting external assessment of students' performance. These are definitely welcome initiatives as they help to shift the focus to outcomes of the educational process and inputs being provided. However, there needs to be clarity of objective and a longitudinal perspective in these surveys. The interpretation of results – whether for modification of inputs like teacher training, academic support etc. or for comparison of progress across districts, blocks and schools has to be done carefully and through a well conceived framework.

***Structuring research:***

Research and evaluation should be carried out in an independent manner within an approved framework of guidelines prepared by SSA.

The key decision-making in research is related to evaluation of research proposals and deciding whether to support a research proposal or not. National level and state-level committees for such decision-making should comprise of non-governmental representatives, and members who are knowledgeable in the field of research methodology, data analysis, and practice of education. Ideally a Secretariat that is staffed with professionals, specially from non-government bodies should be set up for this purpose.

***Validation and Dissemination of Best Practice:***

AT the national level, promising practices across States and UTs are shared in national level conferences and regular review meetings. A large number of good practices have been documented and shared with States and UTs. This has had a positive impact. However there needs to be a mechanism for validation and evaluation of the identified good practices, so that these can be recommended to other States alongwith a clear analysis of the ingredients of success and problems

encountered in implementation. Ideally the documentation of a good practice should be initiated only after 2-3 years of stabilized implementation. Since SSA is a time bound programme, there may be a need to undertake evaluations more quickly. However such evaluations and documentation should be rigorous.

***Capacity-building:***

At the moment Indian institutions, excepting perhaps the best, cannot produce education research that can be said to stand tests of rigorous research. This may be seen as a factor limiting the possibilities of making research and evaluation an integral part of the SSA implementation. However, there is no choice but to make research and evaluation widespread. Hence, capacity building and training of potential researchers is a critical need. Institutions of higher learning, which are present at the state level, and NGOs that have state-specific or national presence offer the human resources that can be trained to carry out research.

The national and state Committees also should decide upon measures to improve the level of research and funds should be dedicated to improve the skills and quality of research. In fact, one of the objectives of the 11<sup>th</sup> plan should be to raise the capacities at the universities and among NGOs in the area of research and evaluation at the state, and even district level.

***Funding research :***

All innovative programs/schemes, and all incentive schemes must have a research and/or evaluation fund component attached to them. Co-funding of research in collaboration with private, multilateral, and bilateral sources of funding should be encouraged.

An SSA research and evaluation community can be created such that all data and analysis of research and evaluation become available to all members online without precluding the possibility of publishing the findings in professional journals.

***Funds for research and evaluation*** may be provided at State level, including for forward-looking capacity building activities. District level research and evaluation funds can be utilized for conduct of local surveys, classroom observation studies, data analysis and sharing meetings and workshops.

## **6. Planning and Management**

***Planning Process:***

The planning process under SSA stresses a bottom-up approach. Each State and UT has prepared perspective plans based on habitation-wise data and a consultative process. However, this process and the quality of perspective plans is varied across States and UTs. In the initial years of SSA the district AWP&Bs were often guided by the 19 components of SSA which had clear financial norms. This resulted in uniform plans across districts that did not reflect the specific context of the districts and blocks. However the normative pattern was very useful in

ensuring that the requirement of teachers, new schools, school buildings and additional classrooms was reflected in the district plans based on actual need.

In the past two years the planning process has received greater attention with clear guidelines being issued from the national level. During 2006-07 an attempt has been made to give greater focus on certain disadvantaged districts called special focus districts. The appraisal process has also been strengthened. The appraisal teams now scrutinized the strategies under different components and examine the feasibility of the interventions and allocations proposed by the States and districts.

### **Suggestions for planning and appraisal process**

- (i) Greater thrust on preparation of differentiated plans for each district based on the local needs. A district plan should include block-wise priorities, focus and resource allocations.
- (ii) Identification of specific States that need greater support for the planning process. In such States the process of review of past year's performance and preparation of new plans should be supported by MHRD. The States without a prior DPEP experience clearly need support from the national level.
- (iii) Greater focus on identified districts based on clear, objective criteria relating to educational backwardness. Similarly States and districts should identify blocks that need greater attention and resources.
- (iv) The presentation and analysis of data for the purpose of preparation of AWP&Bs needs to be considerably strengthened.
- (v) For specific States, the appraisal team should hold planning-cum-appraisal workshops at the State level, well in advance of the formal appraisal process.
- (vi) The process of appraisal of AWP&Bs could be decentralized to the State level for some States that have shown maturity in the planning process and overall performance. At most, a representative from MHRD/TSG could participate in the State level exercise. Another option is to carryout national level appraisal process for these States once in two years.
- (vii) Databases like DISE need to be reoriented to ensure that they serve the purpose of planning and decision making tools. The quality and consistency of data is crucial to an evidence based planning process.

### ***Management:***

Some suggestions for improved programme management are given below:

- (i) One of the pre-conditions for appraisal of the State and district AWP&Bs should be that all programme positions (80 to 90%) at State and district level should be filled up. The pace of programme implementation has suffered greatly in some States on account of large vacancies in the programme management structure.

- (ii) Induction training and regular capacity building of programme personnel is also a neglected issue. In many States, new staff are not oriented either to SSA or their specific responsibilities.
- (iii) Merit based selection of personnel at State and district level programme offices cannot be over emphasized. In addition, recruitment of some programme personnel from NGOs or the open market is also crucial to introducing better work culture and professionalism in SSA offices.
- (iv) Work ethics of accountability, people-orientation, openness to new ideas and transparency, especially in financial matters need to be stressed in orientation of SSA personnel.
- (v) Since SSA is to work as a mission with people's involvement, the State and district offices of SSA should imbibe a culture of collaborating with NGOs and civil society in all aspects of SSA planning and implementation. At present the mechanisms for involvement of civil society are not clearly articulated.
- (vi) The focus in the 11<sup>th</sup> Plan period is on quality and equity. All programme personnel must have a shared vision of what is meant by improved quality and equity in elementary education. The training and orientation of SSA personnel becomes crucial for this purpose.
- (vii) Since the stress is on mainstreaming of SSA and strengthening of educational administration, the mode of functioning of SPOs and DPOs would need to change and become more supportive of a unified approach to elementary education.
- (viii) The thrust on equity has several implications for the programme management, especially for monitoring of the programme. For example, there has to be a greater thrust on the monitoring of educationally backward areas, posting of good personnel in identified disadvantaged districts and blocks and strengthening of capacities in these areas for planning and implementation of interventions. Similarly the management structures at all levels would need to be sensitized to giving special focus on the needs of disadvantaged groups.

## **7. Public-Private Partnership in SSA**

The role of NGOs, voluntary organizations has been discussed in relation to the development sector and education over the last three decades. The NGO sector has changed considerably since the mid-nineties. More and more NGOs and Foundations entering the field of education. A number of Foundations supported by corporates or wealthy individuals in India and abroad have also been engaging in different aspects of the field of education and allied sectors. Another remarkable difference that has come about over the last five years or so is that the number of voluntary organizations that want to work in collaboration with governments at different levels has increased considerably and this has been reciprocated to some extent by governments at different levels.

The financial contribution of the voluntary sector to the efforts towards universal elementary education is quite small compared to the resources of the government. In fact, most NGOs do not have sufficient financial resources of their own and find it difficult to raise resources. But, more than the financial help, the voluntary and the overall private sector can bring with it dedicated people, expertise and skills that are much needed in order to improve the status of education, particularly the quality of education in India.

The areas of work where the voluntary sector, or the non-governmental sector can make significant contributions are:

- (i) **Community mobilization**, encouraging community participation, and interfacing with village education committees or panchayats and ward committees for greater awareness
- (ii) **Experiments and innovations** in education including use of technology
- (iii) **Research and evaluation** including data gathering and processing.
- (iv) **Providing outsourced services** that the government cannot deliver or deliver efficiently. These can range from designing teaching-learning materials to handling tasks related to the care and education of the extremely marginalized and vulnerable children.
- (v) In addition to the above areas, it could be possible to seek help of NGOs and institutions in **education planning and management** –execution or capacity-building, or systematizing- especially at the district level. This may be important when planning for quality.
- (vi) **Financial contribution** to programs that could use funds beyond those permitted by norms or other restrictions.

The segments outlined above are different areas of expertise in which different groups have experience and require different styles of functioning. Occasionally an NGO may have expertise in multiple areas and one of these is usually their core strength. These are also areas where the government systems are the weakest. Creating durable and purposeful partnerships to improve these areas is important in order to address the issues of overall quality and equity.

Involvement of potential partners at the planning stage to strategize interventions in the above areas is necessary for creation of such partnerships. This can be done by requesting proposals, or suggestions relevant to a goal that the government/ SSA wants to achieve.

There are several procedural hurdles in the way of creating partnerships which vary with the context. Some of these are due to the very nature of the voluntary organizations and others are due to the way the governments function. Very often, lack of a common understanding, lack of continuity, delays in decision-making, delays in payments, mutual distrust or disrespect, refusal to find a common ground, and different work styles are the hurdles that come in the way.

Creating transparent systems that ensure quick decision-making, timely reporting and payments, and achieving goals is one way of removing the hurdles. The voluntary sector has limited manpower which has to be engaged in work that is supported by different donors under projects. If this manpower is to be useful to SSA, it cannot be kept waiting for decisions or payments when it is at work.

Building partnerships with Foundations, corporates, and NGOs that have substantial funds is another mechanism that is not explored. It should be possible for some major foundations to agree to program funding to support NGOs in a triangular programmatic agreement between SSA, donor, and the voluntary agency concerned. The donors could potential offer flexible funds and also a greater measure of accountability where voluntary agencies are concerned while the government provides a programmatic framework and assurance of continuity. Even if about Rs. 50 lac were to be spent per district by such donors, it would be of immense help and nationwide the amount comes to very small but useful Rs. 30 crores.

In order to encourage further involvement of donors in SSA effort, a 100% tax exemption on donations and grants for projects approved by the state or central SSA should be considered. A fast track mechanism for this may be worked out. Considering that a 2% cess for all education is in place, this additional funding from donors can be allowed full tax exemption.

Finally, to take a page out of the National Literacy Mission in its early years when university lecturers were deputed to the NLM, it should be possible to have personnel from universities, private sector, and NGOs on deputation to SSA. The SSA may pay these individuals a consolidated sum. It may be possible to have industries support such volunteers fully or in part if the scheme is well chalked out and executed through a non-governmental set up.

## **VII. Mainstreaming SSA and urgent systemic reform**

A clearly articulated goal of SSA during the 11<sup>th</sup> Plan should be to influence the functioning of the education system and target key reforms that would help sustain and institutionalize the gains from SSA.

- I. One of the 'systemic' issues often raised regarding SSA, is that SSA has in several states, operated as a separate structure, distinct from that of the department of education. This has two implications:
  - (a) Innovations and successes of SSA can die with end of SSA program and not get into the department working itself. This also happened with DPEP in some places.
  - (b) Either the department or SSA gets marginalized, or they work as parallel structures. The lack of adequate communications and interactions between these streams can lead to sub optimal outcomes.



Some of the ways of addressing this concern could be:

- (i) Better integration of State level SSA with the directorates of elementary / school education. Different models will need to be tried in different States and UTs based on existing structures.
- (ii) At the district level parallel structures should be completely disallowed and the District Education Officer (whatever may be the designation) should be placed in full charge of SSA.
- (iii) The BRC – CRC arrangement should work in close collaboration with the regular supervision arrangement of the Department that includes Block Education Officers, Sub Inspectors of schools etc. The DIET – BRC – CRC linkage is basic to the quality improvement effort. The funding of BRCs and CRCs by SSA should not make them SSA offices and confine reporting channels to SSA alone. There is a need for a sustainable academic support system at block and district levels. This requires an integral linkage of these institutions with clear accountability and responsibility as well as an effort to building their academic capacities.
- (iv) A common vision or understanding should be evolved on major aspects of elementary education that should be owned at the State level. This cannot be done by SSA alone. This would help ensure that this vision is internalized within the system.
- (v) SSA could work towards strengthening of capacities in the mainstream education department structures. The SSA management structure could be adjusted in course of time based on the capacity of departmental structures, as they develop. Activities that help in building capacity within the department should be encouraged for inclusion in the annual work plans. In fact each State/UT could be asked to prepare a forward looking plan for strengthening of the mainstream department. This should form an important part of the appraisal process of the work plans.

II. Unless there is a strong effort to address the systemic issues of regular functioning of schools, teacher attendance, school supervision, accountability of educational administrators, delegation of powers to VEC/PRI, teacher transfer & promotion policies etc. the gains of SSA will be difficult to sustain. Improvements in structures and processes in the mainstream education system, that could be called 'systemic reform' are urgent and SSA's can provide important inputs, suggestions and support toward this at the State level.

At the national level, the Department of SE&L could persuade States and UTs through various processes including the annual work plan appraisal to begin adopting systemic changes.

**Accountability of schools and teachers in particular and the elementary school system to improved standards of learning, must be factored in a clear shift of perspective for better delivery systems. SSA should see its role in providing a framework and contingent funding or incentives to States / UTs that bring in accountability measures and mechanisms towards improving systemic performance in the 11<sup>th</sup> Plan period.**

### III. Convergence with other schemes and Departments

The convergence of SSA with other schemes of education department and other departments can be strengthened. The effectiveness of SSA interventions would increase considerably if convergent planning and implementation is carried out with schemes for providing drinking water and sanitation facilities in schools of the Department of Drinking Water and Supply, Government of India, the National Urban Renewal Mission, the National Rural Health Mission and the NCLP and other initiatives of the Labour Ministry or State Labour Departments, ICDS etc.

### VIII. Projections of Enrolment, Requirement of New Schools, Classrooms and Teachers

#### The child population

The Registrar General of India constituted an Expert Committee to initially smoothen single-age wise population [taking into account the relevant demographic factors like 'crude birth rate', 'fertility rate', 'infant mortality rate', 'life expectancy', etc.] and project the same in five-year intervals. Thus, single-age wise child population for major states and the NE Region is now available for 2001, 2006, 2011, 2016, 2021 and 2026. The projections suggest reverse demographic trend for the child population. This means, the child population will keep decreasing over the years specifically with respect to the 6-13 years age group.

Thus, the year-wise child population works out to the following:

**Table 1 : Estimated child population (6-13 years)**

Year	6-10 years	11-13 years	6-13 years
06-07	1201	738	1939
07-08	1189	733	1922
08-09	1177	728	1905
09-10	1166	723	1889
10-11	1154	718	1872
11-12	1141	712	1853

Note : Figs in Lakh

#### Projected Enrolment

This data, aggregated at the national level has been used while making estimates for fresh enrolment in the schooling system – separately for primary and upper primary stages.

The enrolment, does not follow an increasing trend. In fact, in some years, the enrolment, specifically in the primary stage may reduce from the previous year mainly because of a reduced child population in the specific age group and reduced proportion of under/over-aged children in the enrolment. The present level of grossness in enrolment i.e., proportion of under/over aged children in

primary as well as upper primary levels is likely to decrease because of the emphasis on quality of education. The following are anticipated.

- Enrolment in primary classes will follow a slightly reducing trend from 2005-06 due to reduction in the number of relevant age children who are yet to be enrolled and reduced grossness in enrolment due to under/over-aged children at this stage.
- Enrolment in upper primary schools will follow increasing trend all the years excepting in 2011-12 when it begins to stagnate.
- Proportion of under/overage children (grossness) estimated at 7.31% in 06-07 will gradually reduce to 5.50% and will not become zero. The reduction of grossness at the primary level has been assumed to be quite steep. This may not happen. This would mean that net enrolments would be lower than those projected here.

Thus, the enrolment in recognized schools are projected as follows:

**Table 2A : Enrolment in recognised schools - Figs in Lakh**

Year	Gross enrolment			Extent of grossness (in % age)			Net enrolment		
	Pry	U. Pry	Total	Pry	U. Pry	Total	Pry	U. Pry	Total
06-07	1347	613	1961	7.00%	8.00%	7.31%	1253	564	1817
07-08	1314	656	1970	6.50%	7.50%	6.83%	1228	607	1836
08-09	1272	696	1967	6.25%	7.00%	6.52%	1192	647	1839
09-10	1223	731	1954	6.00%	6.50%	6.19%	1150	683	1833
10-11	1174	753	1928	5.75%	6.00%	5.85%	1107	708	1815
11-12	1149	753	1902	5.50%	5.50%	5.50%	1085	712	1797

As a fall out of concerted efforts of enrolment and improvement of quality in government/aided schools, the absolute number of children enrolled in the private unrecognized sector may not increase; this will result into lesser proportion of children's enrolment in the private unrecognized schools. As there is no data available for determining the extent of under/overage children in such schools, grossness in enrolment in such schools has been assumed same as in the recognized schools. Enrolment in such schools is estimated as under:

**Table 2B : Enrolment in un-recognised schools - Figs in Lakh**

Year	Gross enrolment			Extent of grossness (in % age)			Net enrolment		
	Pry	U. Pry	Total	Pry	U. Pry	Total	Pry	U. Pry	Total
06-07	23	10	32	8.00%	8.00%	8.27%	21	9	29
07-08	23	11	32	7.50%	7.50%	7.88%	21	10	30
08-09	22	11	32	7.00%	7.00%	7.29%	20	11	30
09-10	20	12	32	6.50%	6.50%	6.50%	19	11	29
10-11	20	12	31	6.00%	6.00%	6.17%	19	12	29
11-12	20	12	31	5.50%	5.50%	5.74%	19	12	29

As a result of lesser grossness and better access/retention rates, number of out of school children will keep reducing and by 2009 it is likely to be nil. Enrolment in EGS and AIEs, will follow a reducing trend but will not become nil because of the

need for alternatives for some categories of children. The enrolment in this sector is projected as follows:

**Table 2C : Enrolment in EGS/AIE - Figs in Lakh**

Year	Gross enrolment			Extent of grossness (in % age)			Net enrolment		
	Pry	U. Pry	Total	Pry	U. Pry	Total	Pry	U. Pry	Total
06-07	N. A.	N. A.	60	N. A.	N. A.	12.00%	N. A.	N. A.	53
07-08	N. A.	N. A.	55	N. A.	N. A.	12.00%	N. A.	N. A.	48
08-09	N. A.	N. A.	40	N. A.	N. A.	11.00%	N. A.	N. A.	36
09-10	N. A.	N. A.	29	N. A.	N. A.	10.00%	N. A.	N. A.	26
10-11	N. A.	N. A.	30	N. A.	N. A.	9.00%	N. A.	N. A.	28
11-12	N. A.	N. A.	29	N. A.	N. A.	8.00%	N. A.	N. A.	27

Taking into account the enrolment in different types of educational institutions discussed above, the overall scenario of children in and out of school, year-wise, is as follows:

**Table 2D : Enrolment in all types of institutions and out of school children**

in Lakh

Year	Gross enrolment			Net enrolment for elementary			Out of school children
	Primary	U. Primary	Total	Primary	U. Primary	Total	
06-07	1370	623	1993	N. A.	N. A.	1900	39
07-08	1337	667	2002	N. A.	N. A.	1913	9
08-09	1294	707	1999	N. A.	N. A.	1905	0
09-10	1243	742	1986	N. A.	N. A.	1889	0
10-11	1194	765	1959	N. A.	N. A.	1872	0
11-12	1169	765	1933	N. A.	N. A.	1853	0

Need of teachers, classrooms and schools will, however, depend upon the gross enrolment of children. Each of these items, thereby, will have two distinct components viz. the present backlog and additional need in view of additional enrolment. As discussed above, the need of schools will be basically because of enrolment in upper primary classes. Whereas discussions on these items are made in the following paragraphs, the year-wise gross and additional enrolment is estimated for all schools, government and aided schools (85% of total enrolment) and government schools (80% of total enrolment) as follows:

**2E : Year-wise gross and additional enrolment : Overall, in Govt and aided schls and in Govt schls**

Year	Gross enrolment			Addl enrolment				
	Primary	U. Pry	Total	Overall			Govt + aided schls (85% of overall)	Govt schools (80% of overall)
				Primary	U. Pry	Total		
06-07	1370	623	1994	0	46	46	39	37
07-08	1337	667	2004	0	44	44	37	35
08-09	1294	707	1999	0	40	40	34	32
09-10	1243	742	1986	0	35	35	30	28
10-11	1194	765	1959	0	23	23	20	18
11-12	1169	765	1933	0	0	0	0	0

Two approaches have been used to estimate the number of additional classrooms and teachers for the 11<sup>th</sup> Plan. The additional enrolment is almost entirely at the upper primary stage. What proportion of this new enrolment in UP stage would be in existing UP schools/ sections and what proportion would join new UP schools? This is also linked to the assessment of requirement of new UP schools. **Based on the SSA norm of 2:1 (PS:UPS), there is already an existing requirement of 1,23,512 new UP schools.** Will all these new UPS be set up? In some states High schools with UP sections have large enrolments the ratio of P:UP has been much higher. In the AWP&B for 2006-07, **States and UTs have projected a much smaller requirement of new UP schools (around 20,000) only.** This could be because a complete mapping for identifying need for UP schools has not yet been conducted. Also, the extent of additional enrolment at UP stage has not been worked out. The major issue remains that the additional UP enrolment would be divided between additional enrolment in existing UP sections and new UP schools/sections wherever required based on a mapping. These two positions cannot be clearly calculated at this stage, in the absence of a clear assessment of the need for new UP sections.

Therefore, It has been decided to reflect both the scenarios, *viz. requirement of additional classrooms and teachers for fresh enrolment at the UP stage and requirement based on the new UPS based on a 2:1 ratio of primary and upper primary sections.*

**It is recommended that an additional classroom and teacher should be provided for the UP stage for every 30 students in view of the smaller class sizes and the need for some subject-specific teachers.**

### **Need of Classrooms**

The need of number of primary schools have been calculated taking into account the likely upgradation of EGScentres to primary schools. The need of new upper primary schools is based on the assumption that there should be at least one UPS for every PS (in the government plus private aided sector) in a district.

The existing or backlog need of classrooms has been based on school-wise enrolment; present availability of classrooms and the optimal need taking into account the applicable norms – separately for primary and upper primary schools (which is 1 classroom for every 40 children subject to minimum three classrooms for an upper primary school and two classrooms for a primary school). This exercise has been carried out based on school-wise data available through 'District Information System for Education' (DISE) database for the latest year viz. 2005-06. This accounts for the present **shortfall of the classrooms which works out to 6,37,434.**

Besides the existing backlog discussed in para 3.2 above, the need of additional classrooms in view of fresh enrolment of children has been worked out based on two assumptions:

- a. An additional classroom for every 40 additional enrolment at the primary stage and for 30 additional students at the upper primary stage (**Scenario 1**).
- b. Two classrooms per new primary schools and 3 classrooms plus a head teachers' room/ library per new upper primary schools (**Scenario 2**)

Following the above assumptions, the exact need of additional classrooms works out to 5,33,333 and 7,85,112 respectively. The exact need is projected as follows:

**Table 3A : Classrooms need for bridging backlog, upgradation of EGSs and addl enrolment (Scenario 1)**

Items	Year					Total	
	07-08	08-09	09-10	10-11	11-12		
Existing backlog	637434	0	0	0	0	637434	
<i>Fresh need for</i>							
Primary schools	40000	20000	20000	0	0	80000	
U. Pry schools	123152	116378	106736	94283	61378	501927	
	Sub-Total	163152	136378	126736	94283	61378	581927
<b>Grand Total</b>	<b>800586</b>	<b>136378</b>	<b>126736</b>	<b>94283</b>	<b>61378</b>	1219361	
Cumulative need	800586	936964	1063699	1157982	1219361		
Suggested phasing	500000	436964	126736	94283	61378	1219361	
<b>Balance at end of FY</b>	<b>300586</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>		

Note : FY stands for Financial Year

**Table 3B : Classrooms need for bridging backlog, upgradation of EGSs and addl schools (Scenario2)**

Items	Year					Total	
	07-08	08-09	09-10	10-11	11-12		
Existing backlog	637434	0	0	0	0	637434	
<i>Fresh need for</i>							
Primary schools	40000	20000	20000	0	0	80000	
U. Pry schools	532612	20000	20000	0	0	572612	
	Sub-Total	572612	40000	40000	0	0	652612
<b>Grand Total</b>	<b>1210046</b>	<b>40000</b>	<b>40000</b>	<b>0</b>	<b>0</b>	1290046	
Cumulative need	1210046	1250046	1290046	1290046	1290046		
Suggested phasing	600000	600000	90046	0	0	1290046	
<b>Balance at end of FY</b>	<b>610046</b>	<b>50046</b>	<b>0</b>	<b>0</b>	<b>0</b>		

Note : FY stands for Financial Year

## Need of Teachers

Existing/ backlog teachers' need has been calculated taking into account the availability of teachers in a district and the existing SSA norm of providing teachers. . Separate exercise has been carried out for primary and upper primary schools. Besides, while estimating the additional need of teachers, the Project Approval Board's approvals accorded upto 2006-07 has been taken into account.

It may be mentioned that, so far 9,92,000 teachers have already been sanctioned under SSA. There are still some states like West Bengal, Bihar, Jharkhand, Uttar Pradesh where the pupil teacher ratio is still adverse. **District-wise calculations carried out on the DISE data suggests need of 2,36,904 teachers to cover the existing gaps.**

Like classrooms, the teachers' need due to incremental enrolment in the government schools have been calculated. Here also two different assumptions have been taken into account. One, on the basis of *i) one teacher for every additional 40 students' enrolment in the primary schools and one teacher for every 30 additional students' enrolment in the upper primary school (Scenario 1).* (ii) *Two teachers per new primary school and four teachers per new upper primary school (Scenario 2).* **Following the above assumptions, the exact need of additional teachers works out to 5,81,927 and 6,52,612 respectively.** The exact need is projected as follows:

**Table 4A : New teachers' need for bridging backlog, upgradation of EGSs and 80% of addl enrolment (Scenario 1)**

Items		Year					Total
		07-08	08-09	09-10	10-11	11-12	
<i>Existing backlog</i>							
	Primary	157936	0	0	0	0	157936
	U. Primary	78968	0	0	0	0	78968
	Sub-Total	236904	0	0	0	0	236904
<i>Fresh need for</i>						0	
	Primary Schools	40000	20000	20000	0	0	80000
	U. Pry for no. of new u. pry schools	123152	116378	106736	94283	61378	501927
	Sub-Total	163152	136378	126736	94283	61378	581927
<b>Grand Total</b>		<b>400056</b>	<b>136378</b>	<b>126736</b>	<b>94283</b>	<b>61378</b>	<b>818831</b>
Cumulative need		400056	536434	663169	757452	818831	
Suggested phasing		400056	136378	126736	94283	61378	818831
<b>Balance at end of FY</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	

Note : FY stands for Financial Year

**Table 4 B : New teachers' need for bridging backlog, upgradation of EGSs and addl new upper primary schools (Scenario 2)**

*New teachers' need for bridging backlog, upgradation of EGSs and addl new schls (uPry\*4)*

Items		Year					Total
		07-08	08-09	09-10	10-11	11-12	
<i>Existing backlog</i>							
	Primary	157936	0	0	0	0	157936
	U. Primary	78968	0	0	0	0	78968
	Sub-Total	236904	0	0	0	0	236904
<i>Fresh need for</i>							
	Primary Schools	40000	20000	20000	0	0	80000
	U. Pry for addl enrl and/ or no. of u. pry schls	532612	20000	20000	0	0	572612
	Sub-Total	572612	40000	40000	0	0	652612
<b>Grand Total</b>		<b>809516</b>	<b>40000</b>	<b>40000</b>	<b>0</b>	<b>0</b>	<b>889516</b>

<i>Cumulative need</i>		809516	849516	889516	889516	889516	
<i>Suggested phasing</i>		500000	349516	40000	0	0	889516
<b>Balance at end of FY</b>		<b>309516</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	

Note : FY stands for Financial Year

## Need of Schools

The SSA envisages providing total access facilities for primary as well as upper primary stages. With respect to the primary schooling, this issue is mostly addressed. The only provision projected during the XIth five year plan would in the form of upscaling some 40,000 EGS schools to regular primary schools.

SSA also envisages making provision for at least one upper primary school for every two primary schools in a district. Utilising the DISE data, this exercise has been carried out taking into account all the government and the private aided schools. As per the estimation, the existing backlog of upper primary schools is 1,23,153. Besides, the approvals of the PAB given in the latest year has also been taken into account. The figure (i.e., the estimated number of upper primary schools as existing backlog) may slightly be on the higher side because, the coverage of private schools in DISE (both private aided as well as private unaided) is limited. Nonetheless, the error, may not be very high

The projections of the need for new primary and upper primary schools works out to the following:

**Table 5A : Primary and upper primary schools : Government and aided (used for estimating the backlog of upper primary schools)**

Items			Remarks
<b><i>Existing schools</i></b>			
Primary	870207		Incl PAB appvls till 06-07
U. Primary	328620		
		Calculated, district-wise, to derive this figure from DISE 2005-06 data	
Need of U. Pry @ 1 for 2	451773		Distt-wise total
Existing backlog	123153		U. Pry only

**Note : This table is used only for calculating the backlog of u. pry schools**



**Table 5B : Primary and upper primary schools : Government schools only**

Items	07-08	08-09	09-10	10-11	11-12	Remarks
<b><u>Existing schools</u></b>						Incl PAB appvls till 06-07
Primary	817391	0	0	0	0	
U. Primary	274463	0	0	0	0	
Need of U. Pry @ 1 for 2	397616	0	0	0	0	Distt-wise total
Existing backlog	123153					U. Pry only
<b><u>Fresh need</u></b>						
Pry Schools	20000	10000	10000	0	0	40000
U. Primary schools	10000	5000	5000	0	0	20000
Total need incl backlog	153153	15000	15000	0	0	183153
<b><u>Cumulative need – new schools only</u></b>						
Pimary (upgraded EGS)	20000	30000	40000	40000	40000	
U. Primary	133153	138153	143153	143153		
<b>Total</b>	<b>153153</b>	<b>168153</b>	<b>183153</b>	<b>183153</b>		
To open Pry	20000	10000	10000	0	0	40000
Upry	60000	60000	20000	3153	0	143153
<b>Total</b>	<b>80000</b>	<b>70000</b>	<b>30000</b>	<b>3153</b>	<b>0</b>	<b>183153</b>
<b><u>Year-end availibility of schools</u></b>						
Tot pry schls	837391	847391	857391	857391	857391	
Tot U. Pry schls	334463	394463	414463	417616	417616	
	<b>117185</b>	<b>124185</b>	<b>127185</b>	<b>127500</b>	<b>127500</b>	
<b>Total Schools</b>	<b>4</b>	<b>4</b>	<b>4</b>	<b>7</b>	<b>7</b>	

## Mahila Samakhya

The Mahila Samakhya Programme began in 1988 with the broad objective of creating an environment that would promote women's and girls education, where in poor women would be enabled to identify and overcome the socio-cultural and systemic barriers that inhibit their participation in the education process. Over these past 18 years, the programme itself has gained an understanding of the approach and strategies that facilitate marginalized women in rural areas to take greater control of their lives and to ensure a learning environment for themselves and their daughters. The learning process involves information and capacity building, developing analytical, decision-making, leadership capabilities, and facilitating the agency of women to address their problems, to make informed choices and collectively act to bring about change. The educational strategy is built around the issues / needs as articulated by Sangha / Federation women – with a focus on legal literacy (rights and entitlements), health and nutritional education, political education (focus on women in the political process), education for livelihoods, environmental education and basic literacy. The effectiveness of the MS approach and strategy in mobilizing poor rural women around education issues has been consistently commended by successive programme evaluations. The effectiveness of the MS approach and strategy in mobilizing poor rural women around education issues has been consistently commended by successive programme evaluations.

A recent National Evaluation of the programme in 2004 and its key findings substantiate claims of a) reaching the poorest women (primarily from the SC/ST communities and women working as agricultural labor) in its project areas, and in many cases women who have not been reached by other development initiatives b) a positive response of poor women to the programme efforts to enable their mobilization and participation in the public domain c) among sangha women, there is a significant increase in the awareness levels and understanding of rights and entitlements , as well as government programmes, schemes and resource allocations for women and girls d) sanghas and federations are quick to raise their voice and act against violence against women, child marriages and in Karnataka and AP ,against the devadasi system ,e) the alternative structures such as the Nari Adalats/ Mahila Panch/ Mahila Court (women's court) managed and run by the sanghas, have gained in credibility and recognition at the community level as effective alternative justice redressal mechanisms and f) the impact of women's mobilization and empowerment is very evident in the decisions taken to educate girls . The voluntary participation of poor women (the programme offers no incentives), to come together in collectives, address social discrimination and gender barriers, and to ensure education of women and girls, is of particular significance.

The key recommendations that emerge for the XI Plan period are as follows:

1. MS should be continued as a separate programme within the Department of School Education and Literacy, as there is a continued need to enable poor women to engage in an empowering education/

learning process that enables them to challenge and change their subordinate and disempowered contexts. It should have a clear mandate to support and feed into mainstream formal and non-formal education programmes.

2. The coverage of MS should be increased during the XI th Plan, to all uncovered educationally backward blocks, urban and peri urban areas with substantial minority population, districts with low female literacy rates and those with adverse sex ratios.
3. Expansion of MS should be phased over the XI th Plan period, in order to protect the fundamental process based nature of the programme, that has been the key to its success.
4. Expansion through strong federations is also a viable strategy and a budgetary allocation for federations should be made, for this purpose. Costing for the federation fund is at **Annexure I**.
5. Existing staffing and remuneration levels need to be augmented, to facilitate expansion and prevent attrition of trained programme personnel.
6. MS needs to provide institutionalized and structured training to all levels of staff, with a strong gender perspective. Lead organizations and resource groups capable of providing this support should be identified. The National Resource Center of MS should be operationalised quickly, to support training, research and documentation needs in the programme.
7. Review, monitoring and resource support mechanisms need to be strengthened, in order to meet the needs of an expanding MS programme.
8. To meet the growing demands for basic literacy and education, the number and nature of Mahila Shikshan Kendras should be recast to meet the different needs of adolescent women and girls. At least four different models of MSKs should be considered. Costing for the MSKs is at **Annexure II**.

### **Fund requirement for the XI Plan period:**

The Mahila Samakhya Scheme is currently being implemented in nine States viz. Andhra Pradesh, Assam, Bihar, Jharkhand, Karnataka, Kerala, Gujarat, Uttar Pradesh and Uttaranchal spread over 83 districts and covering more than 20,380 villages. The scheme is covering a total of 339 blocks and out of these 233 are Educationally Backward Blocks. MS Societies have also been registered in Madhya Pradesh and Chhattisgarh and the programme is to be initiated in these States also.

Mahila Samakhya has been a 100% EAP(externally aided project) since its inception in 1988 with the entire funding support coming from the RNE(Royal Netherlands Embassy). Domestic resources of GOI were committed for the programme for the first time during the Xth Plan period. The Xth plan outlay for the scheme was 98 crores. It is important that GOI continues to commit domestic resources to the programme in such a manner that external funding accessed for

the programme, allows for an expansion and deepening of the programme in more educationally backward blocks of the country. A 90:10 ratio of funding between development partners and GOI could be considered.

The total outlay proposed for the entire XIth Plan period is Rs.210 crores, as follows:

<b>Year</b>	<b>Proposed Budgetary Outlay (in Rs Crores)</b>
2007-08	34
2008-09	38
2009-10	42
2010-11	46
2011-12	50
<b>Total</b>	<b>210</b>

## FEDERATION FUND\*

<b>RECURRING COST</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
**Interventions / activities (sangha, cluster, mandal/block level) - campaigns, rallies, meetings, etc	50,000.00	50,000.00	25,000.00
Trainings - thematic (for different levels)	50,000.00	20,000.00	10,000.00
Books, journals, charts & other educational material	2,000.00	2,000.00	2,000.00
Library	10,000.00	2,000.00	1,000.00
Stationery and contingent expenses	5,000.00	3,000.00	1,000.00
Office expenses - postage, electricity, etc @1,000/- per month	12,000.00	12,000.00	12,000.00
***Coordinator (secretarial support??) fee @1500/- per month	18,000.00	18,000.00	18,000.00
Documentation	10,000.00	10,000.00	5,000.00
Miscellaneous	3,000.00	3,000.00	3,000.00
<b>Total Recurring cost</b>	<b>160,000.00</b>	<b>120,000.00</b>	<b>82,000.00</b>
<b>NON-RECURRING COST</b>			
****Furniture & Equipment			
AV equipment	100,000.00		
<b>Total non-recurring cost</b>	<b>100,000.00</b>		
<b>Grand Total</b>	<b>2,60,000.00</b>	<b>120,000.00</b>	<b>82,000.00</b>

\* Currently sanghas make a nominal contribution to the federation fund to meet the costs of travel and other incidentals. Federation committee members are not compensated in any way for the time they give. As the federations are expected to emerge as local resource centres and groups they need support at least for a three year period, and it is anticipated that they can augment the support received through fees they may charge for providing training or other resource support to initiatives for girls education and other development initiatives for women.

\*\*Block/mandal level federations are trying to access land wherever possible, from Panchayat / Government for building their office. In A.P. the sanghas decided to pool the amount allocated for Sangha Kutirs at the village level and have constructed a common structure to serve as a meeting, training and resource centre for the sanghas and federations. In some project areas such offices are being constructed at the Block level to serve as the office for the federation.

\*\*\* Federations are preparing to work independently, in this process they want to appoint a full time person to look into the day-to-day administration and accounts matters. For this, they have proposed for a coordinator, an educated woman whom they would select from among their members or MSK graduates

\*\*\*\*This is for acquiring some basic furniture such as almirahs for storage, chairs, durries and cooking and kitchen utensils. Most of the training material and information on various issues is available on audio and video cassettes, CDs and DVDs. Hence federations are looking forward to acquire AV equipment which can be used for different purposes – trainings, information dissemination, campaign, etc.

Annex- II

<b>MAHILA SHIKSHAN KENDRA FOR 50 GIRLS</b>		
<b>NON RECURRING</b>		
Furniture and kitchen equipment	No change from 10th plan	250,000.00
Preparatory cost for setting up	No change from 10th plan	50,000.00
Total non-recurring		300,000.00
<b>RECURRING COST</b>	<b>UNIT COST</b>	<b>12 MONTHS</b>
Rent for space to run MSK	Rs 7500 per month	90,000.00
Maintenance per trainee per month	Rs 750 per month	450,000.00
Stipend for trainees to cover uniforms, toiletries, sanitary napkins	Rs 50 per month per student	30,000.00
Exposure visit - one time during the course of the year	Rs 2000 per person	100,000.00
Honorarium for 2 full-time teachers (B Ed / M Ed qualified)	Rs 5000 per person per month	120,000.00
Honorarium for 2 part-time teachers	Rs 2500 per person per month	60,000.00
Additional honorarium for residential full time teacher who also doubles as the warden	Rs 1000 per month	12,000.00
Support staff (3 persons) - cook, assistant cum accountant chowkidar	Rs 10,000 per month (includes honorarium of all three persons)	120,000.00
Teaching and learning material - textbooks / course material, stationery and library books	Lump sum for the entire year	100,000.00
Examination fees (state board, open school)	No change from 10th plan	5,000.00
Vocational training	No change from 10th plan	50,000.00
Medical care / contingencies	Rs 750 per student per year	37,500.00
Miscellaneous including day-to-day running expenses	No change from 10th plan	25,000.00
<b>Recurring cost</b>		<b>1,199,500.00</b>

<b>SHORT TERM COURSE FOR 30 DAYS - MAHILA SHIKSHAN KENDRA</b>		
<b>Group of 25 women, Residential</b>		
<b>ITEM</b>	<b>UNIT COST</b>	<b>30 days</b>
Rent for 30 days		10,000.00
Food - breakfast, lunch, dinner, tea/coffee and fruits/snacks	Rs 75 per person per day	93,750.00
Personal toiletries / medicines / sanitary napkins etc.	Rs 35 per person	875.00
Learning materials / stationery	Rs100 per person	2,500.00
Trainers / resource persons / instructors - fee	Rs 500 per day - for approximately 30 days	15,000.00
Residential teacher cum warden cum manager	Rs 7500/- for the duration of the course	7,500.00
Practical training (where necessary), study tour, exposure visit within the state - lump sum provided (25 students + 2 teachers)	Rs 2000 per person	54,000.00
contingencies		5,000.00
<b>TOTAL FOR 30 DAYS COURSE</b>		<b>178,625.00</b>



**Normative Costing of a block under NPEGEL  
(Covering 8-10 clusters)**

*(Rs. in lakhs)*

	<b><i>Per Block</i></b>	<b><i>Remarks</i></b>
Special block projects for girls at risk	25.00	<ul style="list-style-type: none"><li>• Unit cost for each component will be decided by EC of State SSA programme.</li><li>• No duplication of funds expendable under SSA framework will be admissible.</li><li>• Focus of interventions should be on retention of girls and improvement in the quality of learning</li></ul>
Skill building for girls	25.00	
<b>Total</b>	<b>50.00</b>	

**No. of blocks to be covered under NPEGEL**

- ⇒ 3164 existing/operationalized Educationally Backward Blocks (EBBs).
- ⇒ Blocks not covered under EBBs but having atleast 5 % SC/ST population and SC/CT Female literacy below 10%.
- ⇒ 200 blocks with rural female literacy rate below 30%.
- ⇒ About 200 blocks with more than 20% Muslim population not covered under EBBs.
- ⇒ About 100 KGBV schools for urban areas to cater to street children, migrant children, children in difficult circumstances, urban deprived girls from SC, ST, minority and OBC communities.

**Annexure-II (a)**

**Budgetary Implications of Proposed Expansion of Capacity in Existing KGBVs**

MODEL – I (School with Hostel)

<b>S No</b>	<b>Item of Expenditure</b>	<b>50 girls</b>	<b>100 girls</b>
1	Building	22.00	39.00
2	Furniture/Equipment including kitchen equipment	2.50	3.00
3	TLM and equipment including library books	3.00	3.50
4	Bedding	0.375	0.75
	<b>Total</b>	<b>27.875</b>	<b>46.25</b>
	<b>Recurring</b>		
1	Maintenance per girl student per month @ Rs 750	4.50	9.00
2	Stipend for girl student per month @ Rs 50	0.30	0.60
3	Supplementary TLM, stationery and other educational material	0.30	0.60
4	Examination fee	0.01	0.02
5.	Salaries:		
	1 Warden		
	4 Full time teachers		
	2 Urdu teachers (only for blocks with muslim population above 20% and select urban areas)		
	3 Part time teachers	12.00	12.00
	1 Full time accountant		
	2 Support staff – (Accountant/Assistant, Peon, Chowkidar)		
	1 Head cook and 1 Asst. cook for 50 girls and 2 Asst. cooks for 100 girls		
6	Vocational training/specific skill training	0.25	0.50
7	Electricity/ water charges	0.36	0.60
8	Medical care @ Rs 400/ child	0.25	0.50
9	Contingencies @ Rs.350/- pc	0.175	3.50
10	Maintenance	0.20	0.40
11	Miscellaneous	0.20	0.40
12	Preparatory camps	0.10	0.15
13	PTAs/ school functions	0.10	0.15
14	Provision of Rent (8 months)	4.00	4.80
15	Capacity building	0.30	0.30
	<b>TOTAL</b>	<b>23.045</b>	<b>33.52</b>
	<b>Grand Total</b>	<b>50.92</b>	<b>79.77</b>

## Annexure II (b)

**MODEL – II – ONLY HOSTEL ATTACHED TO EXISTING SCHOOL**

(Rs. In lakhs)

S No	Item of Expenditure	50 girls	100 girls
1	Building	18.40	34.00
2	Furniture/Equipment including kitchen equipment	1.50	2.00
3	TLM and equipment including library books	2.50	3.00
4	Bedding	0.375	0.75
	<b>Total</b>	<b>22.775</b>	<b>39.75</b>

**Recurring activities**

1	Maintenance per girl student per month @ Rs 750	4.50	9.00
2	Stipend for girl student per month @ Rs 50	0.30	0.60
3	Supplementary TLM, stationery and other Educational material	0.30	0.60
4	Examination fee	0.01	0.02
5	Salaries:	6.00	6.00
	1 Warden		
	4 Full time teachers		
	2 Urdu teachers (only for blocks with muslim population above 20% and select urban areas)		
	3 Part time teachers		
	1 Full time accountant		
	2 Support staff – (Accountant/Assistant, Peon, Chowkidar)		
	1 Head cook and 1 Asst. cook for 50 girls and 2 Asst. cooks for 100 girls		
6	Vocational training/specific skill training	0.25	0.50
7	Electricity/ water charges	0.24	0.48
8	Medical care @ Rs 400/ child	0.25	0.50
9	Contigencies @ Rs.350/- pc	0.175	3.50
10	Maintenance	0.20	0.40
11	Miscellaneous	0.20	0.40
12	Preparatory camps	0.10	0.15
13	PTAs/ school functions	0.10	0.15
14	Provision of Rent (8 months)	3.20	4.00
15	Capacity building	0.30	0.30
	<b>TOTAL</b>	<b>16.13</b>	<b>26.60</b>
	<b>Grand Total</b>	<b>38.90</b>	<b>66.35</b>

## Tentative Projection of Annual Allocations required for NPEGEL and KGBV for the XI<sup>th</sup> Plan

### National Programme for Education of Girls at Elementary Level (NPEGEL)

(Rs. in crore)

Description	2007-08	2008-09	2009-10	2010-11	2011-12	Total FYP	Remarks
<b>NPEGEL</b>	1850.00	1850.00	1850.00	1850.00	1850.00	<b>9250.00</b>	3700 (approx.) blocks @ Rs. 50 lakh per block per year

### Kasturba Gandhi Balika Vidyalaya (KGBV)

(Rs. in crore)

Description	2007-08	2008-09	2009-10	2010-11	2011-12	Total FYP	Remarks
<b>Existing KGBVs</b>	@ current norms	@ proposed norms	@ proposed norms	@ proposed norms	@ proposed norms	@ proposed norms	<b>2180 KGBVs</b> 1445 Model-I 241 Model-II 494 Model-III
Recurring	358.93	671.29	671.29	671.29	671.29	3044.09	
Non-recurring Balance remaining	164.70	931.84	931.84	931.84	931.84	3892.06	
<b>Sub-Total:</b>	<b>523.63</b>	<b>1603.13</b>	<b>1603.13</b>	<b>1603.13</b>	<b>1603.13</b>	<b>6936.15</b>	
Additional KGBVs							<ul style="list-style-type: none"> <li>• Total 500 KGBVs</li> <li>• About 200 KGBVs in blocks with Muslim population above 20%.</li> <li>• About 200 KGBVs in blocks with Rural Female Literacy level below 30%.</li> <li>• 100 KGBVs in select urban areas.</li> </ul>
<b>Phase-I</b>							250 KGBVs in Phase-I
Recurring	83.80	83.80	83.80	83.80	83.80	419.00	
Non-recurring Balance remaining	115.62	115.62	115.62	115.62	115.62	578.10	
<b>Sub-Total</b>						<b>997.10</b>	
<b>Phase-II</b>							250 KGBVs in Phase-II
Recurring			83.80	83.80	83.80	251.40	
Non-recurring Balance remaining			115.62	115.62	115.62	346.86	
<b>Sub-Total:</b>						<b>598.26</b>	
<b>Grand Total:</b>						<b>8531.51</b>	

## Suggested Norms for SSA for the 11<sup>th</sup> Plan and Resource Requirements

### Norms for District and Sub-District Interventions under SSA

Sl. No	Intervention	Norms	Remarks
1.	Primary School/Alternative Schooling facility	<ul style="list-style-type: none"> <li>Opening of a primary school or an EGS centre within 1 km. of every habitation.</li> </ul>	
2.	Upper Primary schools, at the district level / Sections	<ul style="list-style-type: none"> <li>As per requirement, based on the number of children completing primary education, up to a ceiling of one upper primary school/ section for every two primary schools.</li> </ul>	Grant-in-Aid to private schools or existing private – aided schools for new upper primary sections can be provided as per the policy of a particular State / UT. These schools would be eligible for grants under SSA under the components of teachers, school and teacher grants, teacher training, free textbooks, school library and uniforms for students.
3.	Teacher	<ul style="list-style-type: none"> <li>One teacher for every 40 children in primary and for every 30 children in upper primary for additional enrolment.</li> <li>At least two teachers in a new primary school.</li> <li>One teacher for every class in a new upper primary school/section subject to a minimum of three teachers. <b>(Scenario I)</b> OR</li> <li>4 teachers for every new upper primary school. <b>(Scenario II)</b></li> </ul>	<p>Wherever one new class is added each year for a new upper primary section, 2 teachers will be provided in the first year and one each in 2 subsequent years.</p> <p>Teacher posts borne on the State/UT before 1.4.2001 would continue to be provided for by the State Government/UT concerned.</p>
4.	Free textbook including work books/TLM for	<ul style="list-style-type: none"> <li>To all children at primary &amp; upper primary level within an upper ceiling for</li> </ul>	States to continue to fund free textbooks being currently provided from the State plans. In case any

Sl. No	Intervention	Norms	Remarks
	children in Government schools and Government aided primary & upper primary classes	<p>Rs. 150 per child for primary and Rs. 250 per child for upper primary.</p> <ul style="list-style-type: none"> <li>• For North-eastern States, the ceilings would be Rs. 250 per child for primary and Rs. 350 per child for upper primary.</li> <li>• Primers / textbooks developed for tribal languages as a transition strategy would be eligible for classes I-II upto a ceiling of Rs.150/- per child.</li> </ul>	<p>state is partially subsidizing cost of textbooks for children in elementary classes, then SSA assistance would be restricted to that portion of the cost of books being borne by the children.</p> <p>States and UTs should budget actual requirements for primary and upper primary school textbooks. The ceiling amounts will not be allocated by default. This would also include workbooks, worksheets, local curricular materials developed as supplementary materials as well as tribal language textbooks for bilingual/ multilingual programmes.</p> <p>Free textbooks will include various language version as per State policies including Urdu &amp; other regional languages within the States.</p>
5.	<p><b>Civil works:</b></p> <ul style="list-style-type: none"> <li>• Classrooms</li> </ul>	<ul style="list-style-type: none"> <li>• A room for every 40 students in primary schools &amp; every 30 students in upper primary schools / sections based on additional enrolment with the provision that SSA would provide funds for a minimum of two class rooms with a verandah in every primary school and 3 classrooms in an existing upper primary school.</li> <li>• For new primary schools, SSA would provide funds for 2 classrooms and a verandah. For new upper primary schools 3 classrooms and 1 Head Teacher / library room would be</li> </ul>	<p>The ceiling for civil works component during the 11<sup>th</sup> Plan period may be fixed in 2 or 3 categories depending on the infrastructure requirement / EDI of the district.</p>

Sl. No	Intervention	Norms	Remarks
	<ul style="list-style-type: none"> <li>School infrastructure development</li> </ul>	<p>funded under SSA.</p> <ul style="list-style-type: none"> <li>Provision for boundary walls, playground, ramps, child friendly elements and electrification upto 5% of the total outlay of a district. One tenth (10%) of such expenditure will be borne by the community either in cash and/or in kind including labour.</li> </ul>	<p>This additional allocation for school infrastructure development would be beyond the 33% civil works amount for infrastructurally deficient districts and within the 33% ceiling for civil works for districts with adequate school infrastructure.</p>
6.	Furniture	<ul style="list-style-type: none"> <li>Furniture @ Rs 500 per child, as a one time funding for upper primary only. The amount would be in three phases as year 1, year 2 and year 3.</li> </ul>	<p>New schools will not be eligible for grant under this component.</p>
7.	Maintenance of school buildings	<ul style="list-style-type: none"> <li>Rs. 2000 per classroom per year for each primary and upper primary school. A minimum of Rs. 5000 per school and a ceiling of Rs. 10000 per school.</li> </ul>	<p>For composite schools with primary and upper primary sections in addition to secondary / higher secondary sections, this grant will be provided only for the classrooms used for primary and upper primary sections</p>
8.	Major Repairs	<ul style="list-style-type: none"> <li>To be allowed as per detailed guidelines approved by the Executive Committee. A total amount of Rs. 150 cr. for the first year and Rs. 500 cr. for each of the remaining 4 years of the 11<sup>th</sup> Plan.</li> </ul>	
9.	<p>TLE for new schools</p> <ul style="list-style-type: none"> <li>New Primary School</li> <li>New Upper primary school</li> </ul>	<ul style="list-style-type: none"> <li>Provision for TLE @ Rs. 20,000/- per school.</li> <li>Provision for TLE @ Rs. 50,000/- per school.</li> </ul>	

Sl. No	Intervention	Norms	Remarks
10.	School grant	<ul style="list-style-type: none"> <li>Rs. 4000/- per Primary and Rs.6000/- Upper primary for replacement of non-functional school equipment and other recurring costs.</li> </ul>	
11.	Teacher grant	<ul style="list-style-type: none"> <li>Rs. 500 per teacher per year in primary and upper primary.</li> </ul>	
12.	Teacher training	<ul style="list-style-type: none"> <li>Provision of 10 days in-service training for all teachers each year and 10 monthly meetings each year. (@ Rs.50 per teacher per day for 10 days for monthly meetings at CRC level and @ Rs. 100 per teacher per day for 10 days for trainings at BRC level or above)</li> <li>Professional course in distance mode (IGNOU certified) for untrained serving teachers and</li> <li>30 days induction training for new teachers (who have professional qualification).</li> </ul>	<p>A number of days of training would be decided by the State / UT. The unit costs would be based on the State norms for training. Some residential training programmes at district level may cost more than Rs. 100 per teacher per day. These may be accommodated within the overall ceiling of Rs. 100 per day for 10 days for all teachers.</p> <p>These ceilings of unit cost will not be allowed automatically as a default costing norm. Actual unit costs would need to be budgeted.</p>
13.	Other Interventions for Quality Improvement	<ul style="list-style-type: none"> <li>Not to exceed 2% of the total annual outlay of the district. A minimum of Rs. 10 lakh can be budgeted by each district under this component.</li> </ul>	<p>These can include workshops, pilots for quality improvement, reading &amp; maths programmes in classes I-II, learning achievement surveys, child / school-wise additional learning materials like science and math kits and remedial teaching etc. This amount will be provided based on detailing of activities in the annual work plan.</p>
14.	State Institute of Educational Management and Training (SIEMAT)	<ul style="list-style-type: none"> <li>One time assistance for non-recurring costs of setting up SIEMAT with a ceiling of Rs. 3 cr.</li> </ul> <p style="text-align: center;">OR</p>	<p>Balance fund would be provided for construction / other non-recurring expenses for SIEMATs where work has been initiated in the 10<sup>th</sup> Plan period.</p>



Sl. No	Intervention	Norms	Remarks
		<ul style="list-style-type: none"> <li>Rs. 30 lakh per year for 5 yrs for training of educational administrators and other programmes at selected institutions based on annual work plans.</li> </ul>	
15.	Community Mobilisation including training of members of community based organisations, PRIs / representatives of Municipal bodies.	<ul style="list-style-type: none"> <li>2% of the district's AWP&amp;B for districts with low EDI (25% of the districts). 1% of the districts AWP&amp;B for the remaining districts</li> </ul>	For non-residential training of community leaders a ceiling of Rs. 50 per day per person shall apply.
16.	Provision children with special needs	<ul style="list-style-type: none"> <li>Upto Rs.1500/- per child for integration of disabled children, as per specific proposal, per year.</li> </ul>	<p>This limit shall apply to the overall financial allocation for a district. Expenditure for individual children would be based on actual need.</p> <p>States / UTs are expected to budget for Resource Persons at Block level for CWSN.</p>
17.	Research, Evaluation, Supervision and Monitoring	<ul style="list-style-type: none"> <li>➤ Upto Rs. 800 per school, with a minimum of Rs. 20 lakh per district, for household surveys, school level data collection, classroom observation studies, students' Report Cards etc.</li> </ul>	<p>Allocations would be made based on a clear set of activities with unit costs.</p> <p>(A total allocation of Rs. 1500 per school could be earmarked as follows: Rs. 800 at district level, Rs. 400 at the State level and Rs. 300 at the national level)</p>
18.	Management Cost	<ul style="list-style-type: none"> <li>Not to exceed 3% of the outlay of district plan subject to a minimum of Rs 30 lakh.</li> </ul>	<p>In the 1<sup>st</sup> / 2<sup>nd</sup> year of the 11<sup>th</sup> Plan funds may be allocated for computerization of block level education offices.</p> <p>This component should not be considered as one that can provide for all miscellaneous, residual activities.</p>

Sl. No	Intervention	Norms	Remarks
			An additional 1% of the total outlay of all districts could be made available for supporting the State component plan.
19.	Strengthening of mainstream education system	<ul style="list-style-type: none"> <li>• Not to exceed 1% of the outlay of the district plan subject to a minimum of Rs 10 lakh.</li> </ul>	Provision of equipment, furniture and other interventions for strengthening of district and sub-district educational administration. This would be linked to a clear action plan for integration of SSA with the mainstream educational administration and transfer of certain SSA activities to district and block level education offices.
20.	Block Resource Centres/Cluster Resource Centres / <b>Urban Resource Centres</b>	<ul style="list-style-type: none"> <li>• There would be ordinarily one BRC in each Community Development (CD) Block.</li> <li>• 1 CRC for every 10 schools.</li> <li>• Additional 5 Resource Persons at BRC level.</li> <li>• SSA would provide salaries for fresh teachers recruited against the vacancies due to posting of teachers at BRC/CRC.</li> <li>• Rs. 8 lakh ceiling for BRC building construction wherever required.</li> <li>• Rs. 2 lakh for CRC construction wherever required. This should also be used as an additional classroom in schools.</li> <li>• Provision of furniture and equipment etc @ Rs. 2 lakh for a BRC and Rs. 20,000 for a CRC as a one time funding.</li> </ul>	<p>Funds for BRCs and CRCs from the 2<sup>nd</sup> year of the 11<sup>th</sup> Plan would be provided only after conduct of external evaluation and introduction of good practices relating to BRC/ CRC resource persons selection, capacity building programme, reduction of administrative and data collection workload etc.</p> <p>Recruitment of non-teachers for positions at BRC/CRC can be allowed only in cases where a clear strategy has been worked out following the external evaluation</p> <p>This would be allowed only for new BRCs and CRCs set up during the 11<sup>th</sup> Plan with the approval of the PAB.</p>

Sl. No	Intervention	Norms	Remarks
		<ul style="list-style-type: none"> <li>Contingency grant of Rs. 50,000 for a BRC and Rs. 5000 for a CRC per year.</li> <li>Travel allowance per block level resource person would have a ceiling of Rs. 750 per month. Travel allowance of Rs. 300/- per month per CRC.</li> <li>TLM grant; Rs. 5,000/- per year per BRC, Rs. 2,000/- per year per CRC.</li> <li>Training of BRC and CRC resource persons for 20 days each year @ Rs. 100 per person per day.</li> </ul>	
21.	School library	<ul style="list-style-type: none"> <li>Rs. 5000 for library infrastructure and Rs. 5000 for books per upper primary school – once in the 11<sup>th</sup> plan period. Rs. 5000 per upper primary school for library books, a second time during the 11<sup>th</sup> Plan.</li> <li>Rs. 3000 per primary school – twice in the 11<sup>th</sup> plan period.</li> </ul>	
22.	Uniforms for children in Government & Government aided primary & upper primary classes	<ul style="list-style-type: none"> <li>2 sets of uniform for all primary school children @ Rs. 200 per year.</li> <li>All upper primary children; 2 sets per child per year costing maximum Rs. 250/- per child per year.</li> </ul>	
23.	KGBV residential schools for girls at upper primary level	<ul style="list-style-type: none"> <li>There will be 2 models of KGBV for 50 &amp; 100 girls each.</li> <li>In model I (school with hostel), the unit cost will be Rs.51 lakhs (50 girls) and Rs.80 lakhs (100 girls), per year. In model II (hostel only), it will be Rs.39 lakhs and Rs.67 lakhs respectively.</li> </ul>	<p>The KGBV scheme has been merged with the SSA for the 11<sup>th</sup> Plan.</p> <p>The existing criteria for eligible blocks for KGBV schools will be expanded to include blocks with rural female literacy below 30% and blocks with more than 20% Muslim population, SC &amp; ST population.</p>

Sl. No	Intervention	Norms	Remarks
24.	Hostels/residential schools for boys in ST blocks and educationally backward districts / blocks including minority concentration blocks and low EDI districts / blocks.	<ul style="list-style-type: none"> <li>• Cost would be as per KGBV norms.</li> <li>• Primarily in remote and sparsely populated habitations for ST areas and districts with low EDI and concentration of disadvantaged social groups including minorities.</li> </ul>	<p>500 in identified ST blocks (outside NE region), 200 in NE States and the remaining 1000 distributed over remaining identified districts / blocks. (An additional 500 hostels in ST areas would be set up through the schemes of Ministry of Tribal Affairs).</p> <p>500 in 1<sup>st</sup> year and 1000 in the 2<sup>nd</sup> year.</p>
25.	Innovation Fund for Local Initiatives for Improving Quality and Equity	<ul style="list-style-type: none"> <li>• Rs. 1000 cr. each year to be allocated district-wise based on an index with weights for total child population (0.2) and the EDI (0.8) of the district.</li> </ul>	<p>The allocation would be made based on detailed assessment of needs and interventions.</p> <p>Specific sub-projects would be admissible under this component for girls education, extremely disadvantaged areas and vulnerable groups.</p>
26.	Technologies for Education	<ul style="list-style-type: none"> <li>• Rs. 5000 cr. for the 11<sup>th</sup> Plan period to support use of computers, educational satellite, radio etc. for upper primary schools and data collection / analysis at sub-block levels.</li> </ul>	<p>Approvals would be based on policies and strategies finalized by national and State level resource groups for use of ICTs in education. <b>This is not a part of a district-level norm. However States / UTs would allocate fund to individual districts based on a clear perspective plan.</b></p>
27.	EGS & AIE	<ul style="list-style-type: none"> <li>• Upto Rs. 1535 per child per year for primary level EGS and upto Rs. 2960 for upper primary level EGS.</li> <li>• Upto Rs. 3000 per child per year for non-residential AIE interventions and Rs. 10,000 per child per year for residential AIE interventions.</li> </ul>	<p>Funding for EGS would be stopped after 2008-09.</p> <p>Detailing of unit costs for various types of AIE interventions, like bridge courses of different duration, summer camps, seasonal rates, centres with flexible timing, etc. would be decided by State SSA Missions.</p>

Sl. No	Intervention	Norms	Remarks
28.	NPEGEL component for girls.	<ul style="list-style-type: none"> <li>• Special projects for girls @ Rs.25 lakh per block per year.</li> <li>• Skill building activities for girls @ Rs.25 lakh per block.</li> </ul>	<p>NPEGEL will extend to the following blocks:-</p> <ol style="list-style-type: none"> <li>1. Educationally backward blocks as per existing criteria.</li> <li>2. Uncovered blocks with at least 5% SC/ST population &amp; SC/ST female literacy below 10%.</li> <li>3. Uncovered blocks with more than 20% muslim population.</li> <li>4. Blocks with rural female literacy below 30%</li> <li>5. Select urban areas.</li> </ol> <p>Unit costs of interventions per block per activity will be set by the EC of the State SSA Mission subject to the condition that there is no duplication with other SSA guidelines and focus of interventions is on retention &amp; continuation of girls in schools and improvement in their learning outcomes.</p>
29.	State Component Plan	<ul style="list-style-type: none"> <li>• The State component plan could vary between 0.5% to 1.5% of the total outlays for all the districts. Based on past experience, a ceiling of 1% for the major States and 1.5% for the smaller States would be adequate for this component.</li> <li>• This component would be funded from the REMS component (Rs. 400 per school) and the Management Cost component (1% of the total outlay of all districts).</li> </ul>	<p>A State Component Plan would be prepared by each State / UT to include all activities to be carried out at the State level (above district level) either to support the district level activities or certain activities like research &amp; evaluation, content creation for use of ICTs, SIEMAT, State-wide learning achievement surveys, development of textbooks and other materials, development of training modules, training of master trainers, capacity building programmes for programme and Education Department personnel, State level MIS and other programme management activities. The State component plan would be specifically appraised as a part of the annual AWP&amp;B appraisal exercise. Thus each intervention and</p>

Sl. No	Intervention	Norms	Remarks
			activity would need to be sufficiently detailed. Lumpsum allocations should not normally be proposed under the State component plan.

**Tentative Projections of Annual Allocations Required for the 11th Plan -- Figs in Rs Crore**

**Annex-IV**

Item no (of the norm)	Description	07-08	08-09	09-10	10-11	11-12	Total FYP	Reference Table
3	Trs sal Sc1	6960	8686	10623	12688	17660	56617	3A
3	Trs sal Sc2	7460	9969	11969	20070	23081	72548	3B
4	Free text books	3070	3100	3112	3098	3065	15445	4
5	Classrooms sc1	11250	9854	2874	2099	1404	27481	5A
5	Classrooms sc2	11500	11025	7025	1158	0	30708	5B
5	Drinking water	170	0	0	0	0	170	5C
5	Toilet	1022	0	0	0	0	1022	5C
6	Furniture for U. Pry	883	883	883	0	0	2648	5D
7	Maint cost	764	764	764	764	764	3821	6
8	Major Repairs	150	500	500	500	500	2150	7
9	TLE for New schls	34	32	12	2	0	80	7
10	Schls grant	589	629	646	647	647	3159	6
11	Tchrs' grant Sc1	230	237	244	250	257	1218	6
11	Tchrs' grant Sc2	235	252	254	254	254	1251	6
12	Tchrs' trg sc1	765	854	849	820	840	4127	7
12	Tchrs' trg sc2	830	1007	833	763	763	4197	7
14	SIEMT	15	15	15	15	15	75	7
16	CWSN	570	570	570	570	570	2850	7
17	REMS	99	99	99	99	99	493	7
20	BRCCs/CRCCs trg	33	35	35	35	35	174	7
20	Salary of BRCCs	195	224	258	297	341	1315	7
20	Salary of CRCCs	639	770	901	1038	1194	4542	7
20	BRC/CRC contin	92	96	97	97	97	479	7
20	BRC/CRC mtgs	53	56	57	57	57	279	7
20	TLM for BRC/CRC	29	31	31	32	32	155	7
21	School library	659		466			1125	7
22	Schl unifrm - pry	2233	2162	2080	1997	1953	10424	8
22	Schl unifrm - U. pry	1395	1479	1553	1601	1601	7627	8
23	Hostels	200	565	440	425	425	2055	7
24	Innovation	1000	1000	1000	1000	1000	5000	7
25	Technologies for edu	1000	1000	1000	1000	1000	5000	Lump sum
26	EGS/AIE	1370	990	420	600	570	3950	9
28	NPEGEL	1850	1850	1850	1850	1850	9250	10
29	KGBV	723	1803	2002	2002	2002	8532	10
<b>National Component</b>		<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>250</b>	<b>\$</b>
<b>Sub-total1</b>		<b>38094</b>	<b>38332</b>	<b>33430</b>	<b>33631</b>	<b>38027</b>	<b>181514</b>	<b>Scenario 1</b>
<b>Sub-total2</b>		<b>38914</b>	<b>40955</b>	<b>38922</b>	<b>40020</b>	<b>41965</b>	<b>200775</b>	<b>Scenario 2</b>

**\$ : for National Mission for Sarva Shiksha Abhiyan , TSG, NUEPA, NCERT, NIAR, IGNOU and Monitoring Institutions**

Item no (of the norm)	Derivatives							
	<b>Scenario 1</b>							
5	School Infrastructure Improvement	2215	2229	1944	1955	2211	10553	5% of outlay
13	Other quality interventions	886	891	777	782	884	4221	2% of outlay
15	Commu mobilisation	886	891	777	782	884	4221	2% of outlay
18	Mgt cost	1329	1337	1166	1173	1327	6332	3% of outlay
19	Strenthening of mainstream edu. System	443	446	389	391	442	2111	1% of outlay
7B	State component	443	446	389	391	442	2111	1% of outlay
	<b>Tot derivatives</b>	<b>6201</b>	<b>6240</b>	<b>5442</b>	<b>5475</b>	<b>6190</b>	<b>29549</b>	<b>14% of outlay</b>
	<b>Scenario 2</b>							
5	School Infrastructure Improvement	2262	2381	2263	2327	2440	11673	5% of outlay
13	Othr intervns in qlty	905	952	905	931	976	4669	2% of outlay
15	Commu mobilisation	905	952	905	931	976	4669	2% of outlay
18	Mgt cost	1357	1429	1358	1396	1464	7004	3% of outlay
19	Strenthening of mainstream edu. System	452	476	453	465	488	2335	1% of outlay
7B	State component	452	476	453	465	488	2335	1% of outlay
	<b>Tot derivatives</b>	<b>6335</b>	<b>6667</b>	<b>6336</b>	<b>6515</b>	<b>6831</b>	<b>32684</b>	<b>14% of outlay</b>
<b>Total outlay (in Rs Crore)</b>		<b>07-08</b>	<b>08-09</b>	<b>09-10</b>	<b>10-11</b>	<b>11-12</b>	<b>Total FYP</b>	<b>Remarks</b>
<b>Scenario1</b>		<b>44296</b>	<b>44572</b>	<b>38872</b>	<b>39106</b>	<b>44217</b>	<b>211063</b>	<b>Based on enrl</b>
<b>Scenario2</b>		<b>45249</b>	<b>47622</b>	<b>45258</b>	<b>46535</b>	<b>48796</b>	<b>233460</b>	<b>U. Pry*4+Pry*2</b>

**Scenario 1** is based on infrastructure need based on increased enrlnent only;

**Scenario 2** is based on the need of schools @ 1 U. Pry for 2 Pry schls plus existing backlog of U. Pry Schls

**Teachers to be trained (Figs in Lakh teachers)**

<b>Scenario 1</b>	20 days	44.5	44.5	46.0	49.0	50.0	In-service teachers
	Distance education	1.5	2.5	3.0	1.0	1.0	untrnd tcrs @ Rs 6500/
<b>Scenario 2</b>	20 days	44.5	45.5	49.0	51.0	51.0	In-service teachers
	Distance education	2.5	4.5	2.0	0.0	0.0	untrnd tcrs @ Rs 6500/



Schools		- In Numbers						
Existing	<u>Govt only</u>							
	Pry	817391						
	U. Pry	274463						
	Total	1091854						
	<u>Govt. + Pvt aided</u>							
	Pry	890207						
	U. Pry	388620						
	Total	1278827						
	<u>Backlog</u>							
	Pry	0	Gap in Upry schls available and need as per 1:2 ratio taking into Govt and Pvt. Aided schls					
	U. Pry	123153						
Addl. Need		<b>07-08</b>	<b>08-09</b>	<b>09-10</b>	<b>10-11</b>	<b>11-12</b>	<b>Total FYP</b>	<b>Remarks</b>
	Pry	20000	10000	10000	0	0	40000	
	U. Pry	133153	5000	5000	0	0	143153	1 U. Pry per 2 Pry schools Exclusively for girls
	U. Pry	0	250	250	0	0	500	
	Total	<b>153153</b>	<b>15250</b>	<b>15250</b>	<b>0</b>	<b>0</b>	<b>183653</b>	
Likely PAB Appv	Pry	20000	10000	10000	0	0	40000	
	U. Pry	60000	60000	20000	3153	0	143153	
	Total	<b>80000</b>	<b>70000</b>	<b>30000</b>	<b>3153</b>	<b>0</b>	<b>183153</b>	
Teachers		- In Numbers						
	Scenario 1	400056	136378	126736	94283	61378	818831	Incr enrl only
	Scenario 2	500000	277904	101000	12612	0	889516	Increased schls

## Explanationations with respect to assumptions and Costing

**3A : Teachers' posting and salaries as per anticipated approvals of the PAB : Scenario 1 -> incrsd enrl only**

**Exp on Teachers' salaries as per anticipated approvals of the PAB : Scenario 1 -> incrsd enrl only**

Item	Unit	Year					Total FYP	Remarks
		07-08	08-09	09-10	10-11	11-12		
Existg commitment	No	992000						
New Teachers	No	400056						See Need of Teachers 40:1, 30:1and existing backlog in Table 4 Assumption -> Sc 1
	No		136378					
	No			126736				
	No				94283			
	No					61378		
<----- Figs in Rs crore----->								
Expenditure on teachers' salary Scenario 1	Rs 0.50 lakh/ tchr/yr; incr @ 15% per yr	07-08	08-09	09-10	10-11	11-12	Total FYP	
		4960	5704	6560	7544	8675	33442	
		2000	2300	2645	3042	3498	13487	
		0	682	784	902	1037	3405	
		0	0	634	729	838	2200	
				0	471	542	1014	
					0	3069	3069	
<b>Total expenditure</b>		<b>6960</b>	<b>8686</b>	<b>10623</b>	<b>12688</b>	<b>17660</b>	<b>56617</b>	

**3B : Teachers' posting and salaries as per anticipated approvals of the PAB : Scenario 2 -> 2/pry, 4/U Pry**

**Exp on Teachers' salaries as per anticipated approvals of the PAB : Scenario 2 -> 2/pry, 4/U Pry**

Item	Unit	Year					Total FYP	Remarks
		07-08	08-09	09-10	10-11	11-12		
Existg commitment	No	992000						
New Teachers	No	500000						Need @ 2/pry and 4/Upry schls and existing backlog and PAB appvl of schls
	No		277904					
	No			101000				
	No				12612			
	No					0		
<----- Figs in Rs crore----->								
Expenditure	Rs 0.50 lakh/ tchr/yr; incr @ 15% per yr	07-08	08-09	09-10	10-11	11-12	Total FYP	
		4960	5704	6560	7544	8675	33442	
		2500	2875	3306	3802	4373	16856	
		0	1390	1598	1838	2113	6938	
		0	0	505	581	668	1754	
					0	6306	7252	
<b>Total expenditure</b>		<b>7460</b>	<b>9969</b>	<b>11969</b>	<b>20070</b>	<b>23081</b>	<b>72548</b>	

4 : Provision of Free Text Books (Rs Crore)								
Expenditure on Free Text Books								
Level	Unit	Year					Total FYP	Remarks
		07-08	08-09	09-10	10-11	11-12		
Primary	Enrl in Lakh	1117	1081	1040	998	976	15445	For children in Govt. and aided schools
U. Primary	Enrl in Lakh	558	591	621	640	640		
Primary	Rs 150/chld/yr	1675	1621	1560	1497	1464		
U. Primary	Rs 250/chld/yr	1395	1479	1553	1601	1601		
<b>Total</b>	<b>Rs Crore</b>	<b>3070</b>	<b>3100</b>	<b>3112</b>	<b>3098</b>	<b>3065</b>		
<b>5A : Classrooms as per anticipated approvals of the PAB : scenario 1 -&gt; 30:1</b>								
<b>Expenditure on Classrooms as per anticipated approvals of the PAB : scenario 1 -&gt; 30:1</b>								
Item	Unit	Year					Total FYP	
		07-08	08-09	09-10	10-11	11-12		
Classrooms	Need *	800586	136378	126736	94283	61378	1219361	In Numbers
	Addl. Need of U. Pry Schls	0	1000	1000	0	0	2000	For girls only
	Likely PAB Apvl	500000	437964	127736	93283	62378	1221361	In Numbers
<b>Expenditure</b>	<b>Rs 2.25 lakh</b>	<b>11250</b>	<b>9854</b>	<b>2874</b>	<b>2099</b>	<b>1404</b>	<b>27481</b>	<b>In Rs Crore</b>
Boundary wall, etc	5% of outlay	1927	1856	1589	1645	1893	8842	In Rs Crore
<b>* : Need @ 2 for Pry and @ 1 for 30 addl enrl in Upry. Also, including existing backlog of 6.37 lakh clsrms</b>								
<b>5B : Physical infrastructure in schls as per anticipated approvals of the PAB: Scenario 2 -&gt; SchI-based calculations</b>								
<b>Exp on physical infrastructure in schls as per anticipated approvals of the PAB: Scenario 2 -&gt; SchI-based calculations</b>								
Item	Unit	Year					Total FYP	Remarks
		07-08	08-09	09-10	10-11	11-12		
New Schools needed	No. of Pry schls	20000	10000	10000	0	0	40000	Schools
	No. of U. Pry schls	133153	5000	5000	0	0	143153	Schools
	New U. Pry girls schI	0	250	250	0	0	500	Exclusively for girls
	<b>Total schools</b>	<b>153153</b>	<b>15250</b>	<b>15250</b>	<b>0</b>	<b>0</b>	<b>183653</b>	Schools
Likely PAB Apvl	No. of Pry schls	20000	10000	10000	0	0	40000	Schools
	No. of U. Pry schls	60000	40250	40250	3153	0	143653	Schools
	<b>Total schools</b>	<b>80000</b>	<b>50250</b>	<b>50250</b>	<b>3153</b>	<b>0</b>	<b>183653</b>	Schools
Staggering of backlog	No. of Clsm : backlog 6.37lakh	200000	200000	200000	37434		637434	Classrooms
Expenditure (in Rs Crore)	Pry @5lakh	1000	500	500	0	0	2000	<b>Rs Crore</b>
	U. Pry @10lakh	6000	4025	4025	315	0	14365	<b>Rs Crore</b>
	Clsm @ 2.25lakh	4500	4500	4500	842	0	14342	<b>Rs Crore *</b>
	<b>Total</b>	<b>11500</b>	<b>9025</b>	<b>9025</b>	<b>1158</b>	<b>0</b>	<b>30708</b>	<b>Rs Crore</b>
Boundary wall, etc	5% of outlay	1983	1868	2015	2010	2121	9928	Rs Crore
<b>* : For the existing backlog of 6,37,434 classrooms mentioned above</b>								

<b>5C : Backlog of Drinking water and Toilets</b>			
<b>Schools without drinking water/Toilets</b>			
<b>Item</b>	<b>In % age</b>	<b>In No.</b>	
Drinking water	15%Pry, 5% Upry	136332	
Toilets	45%Pry, 15%Upry	408995	
<b>Expenditure (in Rs Crore) on Drnkg wtr and toilets</b>			
<b>Item</b>	<b>Unit cost</b>	<b>Tot exp (Rs Cr)</b>	<b>Remarks</b>
Drinking water	Rs 25,000	341	One half of the expenditure to be sourced through convergence
Toilets	Rs 50,000	2045	
Total cost		2386	
<b>Likely PAB appvl (in Rs Crore)</b>		<b>1193</b>	

<b>5D : Expenditure on Furniture - For enrlmnt in U. Pry schls as in 2006-07 phased over three years (Rs Crore)</b>								
<b>Level</b>	<b>Unit</b>	<b>Year</b>					<b>Total FYP</b>	<b>Remarks</b>
		<b>07-08</b>	<b>08-09</b>	<b>09-10</b>	<b>10-11</b>	<b>11-12</b>		
Upper primary	Rs 500/U.Pry Child	883	883	883			2648	85% of 623 lakh chldrn enrld in U. Pry Schls

**6 : Maintenance of School Buildings, Grants to schls and teachers**

<b>Item</b>	<b>Expenditure on grants to be given to Govt. Schools - In Rs Crore</b>						<b>Total FYP</b>	<b>Remarks</b>
	<b>Unit cost (Rs)</b>	<b>07-08</b>	<b>08-09</b>	<b>09-10</b>	<b>10-11</b>	<b>11-12</b>		
Maint cost	Rs 7000/schl	764	764	764	764	764	3821	@ Rs 5000/Pry, Rs 8000/UPry or Rs 7000/existing schl
Schls grant	Rs 4000/pr, Rs 6000/u. pr schl	589	629	646	647	647	3159	
Trs grant Sc1	Rs 500 per tchr sc1	230	237	244	250	257	1218	
Trs grant Sc2	Rs 500 per tchr sc2	235	252	254	254	254	1251	

**7 : Tchr/commu ldr trg, CWSN, REMS, Innovation, CRC/BRC, Hostels, Schl library**

<b>Expenditure on Tchr/commu ldr trg, CWSN, REMS, Innovation, CRC/BRC, Schl library - In Rs Crore</b>								
<b>Item</b>	<b>Unit</b>	<b>07-08</b>	<b>08-09</b>	<b>09-10</b>	<b>10-11</b>	<b>11-12</b>	<b>Total FYP</b>	<b>Remarks</b>
Tchrs' trg Sc 1	Rs 50/day at CRC, Rs 100/day at BRC and above	765	854	849	820	840	4127	60 days for fr. untrnd, 20 in service
Tchrs' trg Sc 2		830	1007	833	763	763	4197	
No of BRCs	No	7800	7800	7800	7800	7800		
No. of CRCs	No	127883	132883	137883	138198	138198		One for 10 schools
BRCCs/CRCCs trg	5 RPs /BRC, 1/CRC; 100/day ; 20 days	33	35	35	35	35	174	
Salary of BRCCs	5 RPs, Rs 50000/yr, 15% incr	195	224	258	297	341	1315	
Salary of CRCCs	1 CRCC, Rs 50000/yr, 15% incr	639	770	901	1038	1194	4542	
CWSN	Rs 1500/child/yr	570	570	570	570	570	2850	2% of 19 cr cldrn
Hostels in ST blocks	No	500	1000					
	Exp (40l fixd, 25lakh recurr)	200	525	375	375	375	1850	Recurr frm nxt yr
Addl. Hostels in NE Region	No	0	100	100	0	0	200	
	Exp (40l fixd, 25lakh recurr)	0	40	65	50	50	205	Recurr frm nxt yr
REMS	Rs 800/school	99	99	99	99	99	493	
Innovation		1000	1000	1000	1000	1000	5000	Lump sum
TLE for new schools	Rs 20000/new pry; Rs 50000/new Upry	34	32	12	2	0	80	Based on likely PAB approvals of new schools
BRC Recr exp	Rs 36000/yr/BRC	28	28	28	28	28	140	
CRC Recr exp	Rs 5000/yr/CRC	64	67	69	69	69	339	
<b>Tot BRC/CRC contingencies</b>		<b>92</b>	<b>96</b>	<b>97</b>	<b>97</b>	<b>97</b>	<b>479</b>	As contingencies
Mtg. at BRC	Rs 750/month/BRC	7	7	7	7	7	35	To meet expenditure on scheduled monthly meetings
Mtg. at CRC	Rs 300/month/CRC	46	49	50	50	50	244	
<b>Tot BRC/CRC cost on mtgs</b>		<b>53</b>	<b>56</b>	<b>57</b>	<b>57</b>	<b>57</b>	<b>279</b>	
TLM Grant, BRC	5000/yr	4	4	4	4	4	20	
CRC	2000/yr	26	27	28	28	28	135	
<b>Tot TLM for BRC/CRC</b>		<b>29</b>	<b>31</b>	<b>31</b>	<b>32</b>	<b>32</b>	<b>155</b>	
Library - U. Pry	Rs 10000; Rs 5000	408	0	209	0	0	616	Respectively in Yr1 and Yr 3
Library - Pry	Rs 3000	251	0	257	0	0	508	
<b>Tot school Library</b>		<b>659</b>		<b>466</b>			<b>1125</b>	
Major Repairs of school buildings		150	500	500	500	500	2150	Lump sum
SIEMT		15	15	15	15	15	75	

**8 : Schools Uniform**

Item	Unit	Expenditure on School uniform - In Rs Crore					Total FYP	Remarks
		07-08	08-09	09-10	10-11	11-12		
U. Pry enrl	Lakh chldrn	1117	1081	1040	998	976		
U. Pry uniform	Rs crore	2233	2162	2080	1997	1953	10424	@200/child
U. Pry enrl	Lakh chldrn	558	591	621	640	640		
U. Pry uniform	Rs crore	1395	1479	1553	1601	1601	7627	@250/child
<b>Tot cost of Uniform</b>	<b>Rs Crore</b>	<b>3628</b>	<b>3640</b>	<b>3632</b>	<b>3597</b>	<b>3553</b>	<b>18051</b>	

**9 : EGS/AIE**

Item	Unit	Expenditure on EGS/AIE - In Rs Crore					Total FYP
		07-08	08-09	09-10	10-11	11-12	
EGS	Lakh Chldrn	20	15	0	0	0	
AIE	Lakh Chldrn	35	25	14	20	19	
<b>Total</b>	Lakh Chldrn	<b>55</b>	<b>40</b>	<b>14</b>	<b>20</b>	<b>19</b>	
EGS	Rs 1600/chld/yr	320	240	0	0	0	560
AIE	Rs3000/chld/yr	1050	750	420	600	570	3390
<b>Total</b>		<b>1370</b>	<b>990</b>	<b>420</b>	<b>600</b>	<b>570</b>	<b>3950</b>

**10 : KGBV/NPEGEL**

**National Programme for Education of Girls at Elementary Level (NPEGEL)**

*(Rs. in crore)*

Description	2007-08	2008-09	2009-10	2010-11	2011-12	Total FYP	Remarks
<b>NPEGEL</b>	1850	1850	1850	1850	1850	<b>9250</b>	3700 (approx.) blocks  @ Rs. 50 lakh per block per year

**Kasturba Gandhi Balika Vidyalaya (KGBV)**

*(Rs. in crore)*

Description	2007-08	2008-09	2009-10	2010-11	2011-12	Total FYP	Remarks
<b>Existing KGBVs</b>	@ current norms	@ proposed norms	@ proposed norms	@ proposed norms	@ proposed norms	@ proposed norms	<b>2180 KGBVs</b>
Recurring	358.93	671.29	671.29	671.29	671.29	3044.09	1445 Model-I
Non-recurring Balance remaining	164.7	931.84	931.84	931.84	931.84	3892.06	241 Model-II
<b>Sub-Total:</b>	<b>523.63</b>	<b>1603.13</b>	<b>1603.13</b>	<b>1603.13</b>	<b>1603.13</b>	<b>6936.15</b>	494 Model-III
Additional KGBVs							<ul style="list-style-type: none"> <li>• Total 500 KGBVs</li> <li>• About 200 KGBVs in blocks with Muslim population above 20%.</li> <li>• About 200 KGBVs in blocks with Rural Female Literacy level below 30%.</li> <li>• 100 KGBVs in select urban areas.</li> </ul>
<b>Phase-I</b>							<b>250 KGBVs in Phase-I w.e.f. yr 1</b>
Recurring	83.8	83.8	83.8	83.8	83.8	419	@ Rs 33.52 lakh/KGBV per yr
Non-recurring Balance remaining	115.62	115.62	115.62	115.62	115.62	578.1	@ Rs 46.25 lakh/KGBV per yr
<b>Sub-Total</b>	<b>199.42</b>	<b>199.42</b>	<b>199.42</b>	<b>199.42</b>	<b>199.42</b>	<b>997.1</b>	
<b>Phase-II</b>							<b>250 KGBVs in Phase-II w.e.f. Yr 3</b>
Recurring			83.8	83.8	83.8	251.4	@ Rs 33.52 lakh/KGBV per yr
Non-recurring Balance remaining			115.62	115.62	115.62	346.86	@ Rs 46.25 lakh/KGBV per yr
<b>Sub-Total:</b>			<b>199.42</b>	<b>199.42</b>	<b>199.42</b>	<b>598.26</b>	
<b>Grand Total:</b>	<b>723.05</b>	<b>1802.55</b>	<b>2001.97</b>	<b>2001.97</b>	<b>2001.97</b>	<b>8531.51</b>	

## SECTION-III

### *Mid-Day Meal Scheme*

#### Preamble to the XI<sup>th</sup> Plan Approach Paper on the Mid Day Meal Entitlement:

##### 1.1 Background

**1.1.1** Mid Day Meal programmes in India have been in existence for more than three quarters of a century now. In 1925 Madras Corporation started a Mid Day Meal programme for children from poor socio-economic conditions. Keshav Academy (Calcutta) followed by initiating a mid day tiffin for students in 1928. Kerala and Bombay have had mid day meal programmes since 1941 while school children in some parts of Karnataka received cooked rice and yogurt in 1946. Girl children in the principality of Koriya (in present day Chhattisgarh) got mid day meals in 1945 and Uttar Pradesh had also started a mid day meal programme on a voluntary basis" in 1953.

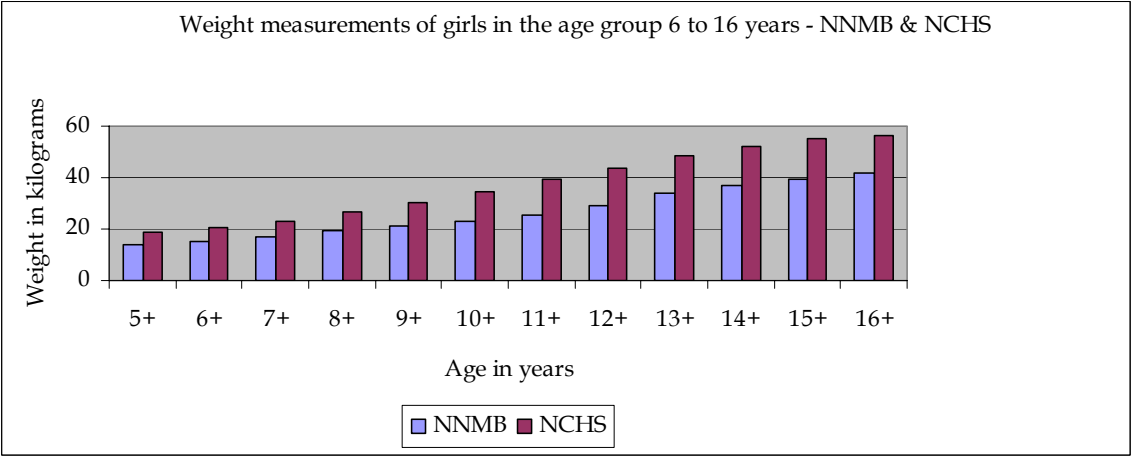
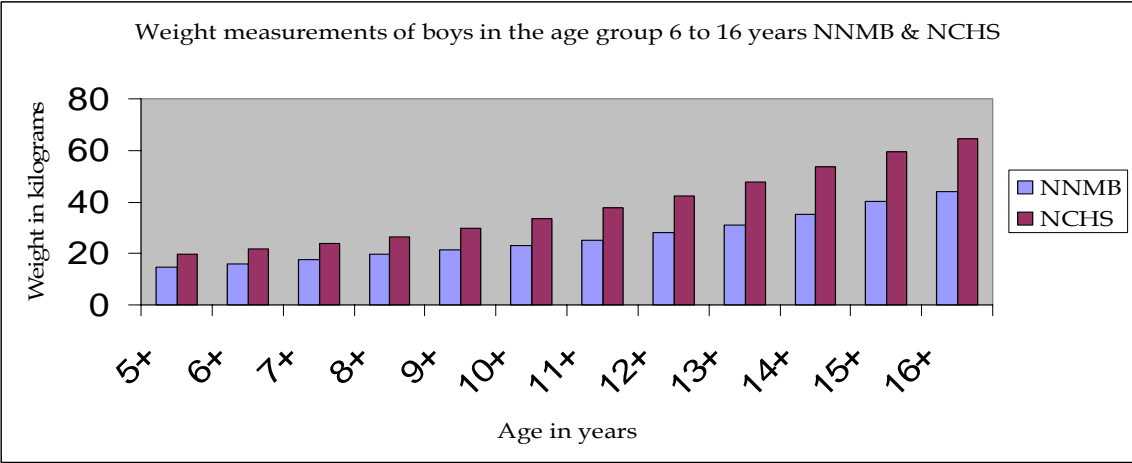
Gujarat, Kerala and Tamil Nadu and the UT of Puducherry had universalized a cooked Mid Day Meal Programme for children studying at the primary stage by the mid-80s. Mid Day Meal was also being provided to children in Tribal Areas in some States like Madhya Pradesh and Orissa. By 1990-91 the number of States implementing the Mid Day Meal Programme with their own resources on a universal or a large scale had increased to twelve including Goa, Gujarat, Kerala, Madhya Pradesh, Maharashtra, Meghalaya, Mizoram, Nagaland, Sikkim, Tamil Nadu, Tripura and Uttar Pradesh. In another three States - Karnataka, Orissa and West Bengal, the programme was being implemented with State resources in combination with international assistance. Another two States, namely Andhra Pradesh and Rajasthan were implementing the programme entirely with international assistance.

It is with this historical context that the National Programme of Nutritional Support to Primary Education [popularly known as Mid-Day Meal Scheme] was launched in August, 1995. It envisaged Central assistance to States/UTs for free supply of foodgrains and transport subsidy. Based on this Central assistance, States were expected to use their own funds in arranging mid-day meal by providing requisite infrastructure and cooking cost. As many States could not mobilize funds for the programme from their own resources, the scheme has since been modified twice – in September, 2004 and June, 2006 for providing necessary additional central assistance to States to ensure cooked mid-day meal of the prescribed nutritive value is served.



**1.1.2** It is also pertinent to mention here that the interventions so far by the State and Central Governments have been “welfarist” in nature and not perceived within the framework of a Rights Based Approach. It is important therefore to look at the Mid Day Meal Scheme (**MDMS**) within the framework of a Rights Based Approach, and as the right of every child. The need for this programme also arises because of the appalling track record that India has on malnutrition.

**1.1.3** Child malnutrition (under age five) levels in India (46%) have consistently been higher, even in comparison to nations of Sub-Saharan Africa and those of countries with lower rates of economic growth like neighboring Bangladesh (45%). The National Nutrition Monitoring Bureau (NNMB) have consistently presented an unflattering picture of the state of India’s children. According to them, both weight for age and height for age which compares Indian children with the internationally accepted NCHS data [National Center for Health Study (USA) adopted by WHO for uniform standards ] as shown in the table below makes for a compelling argument for extending the MDMS beyond the current scope of covering just primary school children.



As mentioned above, the NNMB data clearly reflects the need for expanding the coverage of the Mid Day Meal Scheme in line with the commitment made by the UPA Government in the National Common Minimum Programme (May 2004) that "*a national cooked nutritious mid-day meal scheme funded mainly by the central government, will be introduced in primary and secondary schools*".

Protagonists of MDMS have presented many compelling arguments on the reasons as to why Mid Day Meal is important; not just as a nutritional and health intervention but also from the perspective of social equity and educational attainment. To cite a few, MDMS is effective in:

- ***Promoting school participation:*** Mid day meals have big effects on school participation, not just in terms of getting more children enrolled in the registers but also in terms of regular pupil attendance on a daily basis.
- ***Preventing classroom hunger:*** Many children reach school with an empty stomach. Even children who have a meal before they leave for school get hungry by afternoon and are not able to concentrate, especially children from families who cannot give them a lunch box or are staying a long distance away from the school. Mid day meal can help to overcome this problem by preventing "classroom hunger".
- ***Facilitating the healthy growth of children:*** Mid day meal can also act as a regular source of "supplementary nutrition" for children, and facilitate their healthy growth. For instance, mid day meals rich in iron can help to prevent "anemia", a widespread cause of weakness and poor growth among children.
- ***Intrinsic educational value:*** A well-organized mid day meal can be used as an opportunity to impart various good habits to children (such as washing one's hands before and after eating), and to educate them about the importance of clean water, good hygiene and other related matters.
- ***Fostering social equality:*** Mid day meal can help to spread egalitarian values, as children from various social backgrounds learn to sit together and share a common meal. In particular, mid day meal can help to break the barriers of caste and class among school children. Appointing cooks from Dalit communities is another way of teaching children to overcome caste prejudices.
- ***Enhancing gender equity:*** The gender gap in school participation tends to narrow, as MDMS helps erode the barriers that prevent girls from going to school. MDMS also provide a useful source of

employment for women, and helps to liberate workingwomen from the burden of having to feed children at home during the day. In these and other ways, women and girl children have a special stake in MDMS.

- ***Psychological Benefits:*** Physiological deprivation leads to low self-esteem, consequent insecurity, anxiety and stress. The MDMS can help address this and facilitate cognitive, emotional and social development.

## **1.2 A Rights Perspective to the Mid Day Meal Scheme:**

India is a signatory to many International conventions including the Universal Declaration of Human Rights and the Convention on the Rights of the Child (CRC) in which the right to food for children is implicitly enshrined.

While the Indian Constitution does not explicitly mention the right to food as a fundamental right, it is implicitly present in Article 21 of the constitution being fundamental "right to life" of every Indian citizen. Article 47 of the Indian Constitution (in the Directive Principles of State Policy) explicitly states that "The State shall regard the raising of the level of nutrition and the standard of living of its people and the improvement of public health as among its primary duties...". Article 39 (f) of the Indian Constitution also directs the States to ensure that "children are given opportunities and facilities to develop in a healthy manner and in conditions of freedom and dignity".

## **1.3 Supreme Court interventions on the Mid Day Meal Scheme:**

On November 28<sup>th</sup>, 2001, the Supreme Court of India in a petition (PUCL v. Uoi, CWP 196/ 2001), popularly known as the "Right to Food Case" passed a landmark interim order on the Mid Day Meal Scheme. The Supreme Court directed the State governments and Union Territories *"to implement the Mid Day Meal Scheme by providing every child in every Government and Government assisted primary school with a prepared mid day meal with a minimum content of 300 calories and 8-12 grams of protein each day of school for a minimum of 200 days"*.

This interim order has made the mid day meal a legal entitlement of every child in India attending a Government or Government aided primary school. The Supreme Court has also subsequently passed a series of important directions contained in various interim orders as follows:

### **Supreme Court Interim Orders on Mid Day Meals:**

**No charges:** "The conversion costs for a cooked meal, under no circumstances, shall be recovered from the children or their parents." (*Order dated 20 April 2004*)

**Central assistance:** "The Central Government... shall also allocate funds to meet with the conversion costs of food-grains into cooked midday meals." (*Order dated 20 April 2004*)

**Kitchen sheds:** "The Central Government shall make provisions for construction of kitchen sheds." (*Order dated 20 April 2004*)

**Priority to Dalit cooks:** "In appointment of cooks and helpers, preference shall be given to Dalits, Scheduled Castes and Scheduled Tribes." (*Order dated 20 April 2004*)

**Quality safeguards:** "*Attempts shall be made for better infrastructure, improved facilities (safe drinking water etc.), closer monitoring (regular inspection etc.) and other quality safeguards as also the improvement of the contents of the meal so as to provide nutritious meal to the children of the primary schools.*" (*Order dated 20 April 2004*)

**Summer holidays:** "In drought affected areas, midday meals shall be supplied even during summer vacations." (*Order dated 20 April 2004*)

**Joint quality monitoring:** "*We direct the Union of India and the FCI to ensure provision of fair average quality grain for the Scheme on time. The States/UTs and the FCI are directed to do joint inspection of food grains. If the food grain is found, on joint inspection, not to be of fair average quality, it will be replaced by the FCI prior to lifting.*" (*Order dated 28 November, 2001*)

#### **1.4 Expanding the MDMS to cover out of school and other vulnerable children:**

Child is a developing person, and is in continuous need of care, stimulation and nurturing. Traditionally parents, the family, and close-knit kinship and village communities provide this role. However, with the weakening of traditional social security arrangements, more and more children are being deprived of parental and family care.

The MDMS has served to add significantly to the nutrition security of nutritionally deprived school children. But it serves only to those children who are in school. The most vulnerable children are mostly those who are not only denied their right to food, but also their right to education. These children are unable to enter school because of formidable social and economic barriers, but also because of barriers created by the schools themselves. Whereas every effort should be made to dismantle these barriers to enable them to access education, MDMS may not be seen merely in instrumental terms as a mode of getting the child to school, but as part of the child's right to food and life with dignity.

Vulnerable children are those without adult protection and those who are trapped in circumstances wherein there is every likelihood of deprivation of their

childhood and violation of all the fundamental rights specific to children. The category of vulnerable children includes:

- Street children
- Homeless children
- Children in chronic hunger
- Children of migrant labourers
- Child Workers
- Children with disability

The task ahead, therefore, is to perceive MDMS as a major programme of the Government to address to the food security of school age children and modify the existing programme to the possible extent with due emphasis on appropriate nutritional intervention. Simultaneously, it needs to be ensured that School Health Programme is made functional for such children.

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## Review of the Existing National Programme

**2.1** The MDMS was launched in August, 1995 with the objectives to boost “Universalisation of Primary Education by increasing enrolment, retention and attendance and improve upon nutritional status of students in primary classes”. It was implemented in 2408 blocks in the first year, and covered the whole country in a phased manner by 1997-98. The programme originally covered children of primary stage (Classes I to V) in government, local body and government aided schools, and was extended in October, 2002, to cover children studying in Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE) Centres also. Central Assistance under the scheme consisted of the following:

- (a) free supply of food grains @ 100 grams per child per school day, and
- (b) subsidy for transportation of food grains up to a maximum of Rs 50 per quintal.

Cost of cooking was to be borne by the State Governments/ UT administrations. Unable to provide adequate funding for meeting the cooking costs, many State Governments/ UT Administrations resorted to distribution of food grains, rather than providing cooked mid day meals. To ameliorate some of the difficulties experienced by the States and UTs, Planning Commission requested State Governments in December 2003 to earmark a minimum of 15% of Additional Central Assistance under the Pradhan Mantri Gramodaya Yojana (PMGY) towards cooking cost under the mid day meal scheme. Nonetheless, the programme continued to suffer on account of budgetary constraints in the States and UT Administrations.

**2.2** Central Government’s commitment to a universal cooked meal programme found reflection in the budget speech of the Union Finance Minister in July 2004, which stated: *“The poor want basic education for their children: we shall provide it... We shall also make sure that the child is not hungry while she or he is at school...”* The budget speech further promised: *“...the whole of the amount collected as cess will be earmarked for education, which will naturally include providing a nutritious cooked mid day meal. If primary education and the nutritious cooked meal scheme can work hand in hand, I believe there will be a new dawn for the poor children of India”.*

**2.3** In keeping with the promise made in the budget speech of 2004, the MDMS, introduced in 1995, was revised in September 2004 to provide cooked mid day meal with 300 calories and 8-12 grams of protein to all children studying in classes I – V in Government and aided schools and EGS/ AIE centres. In addition to free supply of food grains, the revised scheme provided Central Assistance for the following items:

- (i) Cooking cost @ Re 1 per child per school day
- (ii) Transport subsidy was raised from the earlier maximum of Rs 50 per

quintal to Rs. 100 per quintal for special category states, and Rs 75 per quintal for other states

- (iii) Management, monitoring and evaluation costs @ 2% of the cost of foodgrains, transport subsidy and cooking assistance
- (iv) Provision of mid day meal during summer vacation in drought affected areas.

**2.4** Infrastructural requirements continued to be met through convergence with other development programmes, including inter alia Sampurna Grameena Rozgar Yojana (SGRY), Basic Services for Urban Poor (BSUO), Urban Wage Employment Programme (UWEP) for the construction of kitchen-cum-stores. Water supply requirements were met through convergence with Accelerated Rural Water Supply Programme (ARWSP), Swajaladhara and Sarva Shiksha Abhiyan.

**2.5** The revised MDMS, 2004 also provided for a 4-tier institutional mechanism for programme management, through the constitution of Steering-cum-Monitoring Committees at the National, State, District and Block levels.

During 2005-06, the programme covered about 12 crore children in over 9.50 lakh schools/EGS centres across the country. Several independent evaluation studies were conducted in 2005 including (a) a study by Pratichi Trust in Birbhum district, (b) University of Rajasthan/ Unicef in Rajasthan, (c) Samaj Pragati Sahyog in Madhya Pradesh. (d) Seva Mandir in Udaipur district, etc. These reports pointed to increase in enrollment, particularly of girls and to the narrowing of social distance. The reports also point out that the programme provides an important rallying point for the involvement of parents in school governance.

## **2.6 Revised Mid-Day Meal Scheme of June, 2006**

### **2.6.1 Need for the revision**

Following were the main difficulties were experienced in the implementation of MDMS:

- (i) Re. 1 per child per school day towards cooking cost was found to be inadequate for meeting the cost of nutritious meal as per prescribed norms, particularly after discontinuation of Pradhan Mantri Gramodaya Yojana (PMGY) w.e.f 1.4.05.
- (ii) Absence of kitchen sheds in schools had emerged as a critical factor impacting the quality of the programme. Though convergence with other centrally assisted programmes was envisaged for construction of kitchen sheds, progress in construction was poor. Consequently, classrooms were used for storage and cooking purposes, which was not only undesirable,

but also fraught with risk. In the alternative, cooking was done in the open, which was both unhygienic & hazardous.

- (iii) The prescribed nutritional norm of 300 calories and 8-12 grams of protein was felt to be inadequate to meet the growing needs of young children, necessitating therefore, the need to review and enhance the norm, and also provide for essential micronutrients and de-worming medicines.

Against this background, a Sub Committee of the National Steering-cum-Monitoring Committee (NSMC) under the Chairmanship of Additional Secretary of the Ministry was constituted in August, 2005 to examine and recommend on above issues. Recommendations of the Sub-Committee were considered by the NSMC in its meeting held on 29<sup>th</sup> September 2005. Based on the recommendations of the NSMC, Central Government approved the revised scheme with effect from June 2006.

**2.6.2** Detailed guidelines of the revised scheme were circulated to States/UTs in September, 2006. Main features are as follows:

- (1) The revised MDMS aimed to address two of the most pressing problems for the majority of children in India, namely, hunger and education by:
  - (i) Improving the nutritional status of children in classes I – V in Government, Local Body and Government aided schools, and EGS and AIE centres.
  - (ii) Encouraging poor children, belonging to disadvantaged sections, to attend school more regularly and help them concentrate on classroom activities.
  - (iii) Providing nutritional support to children of primary stage in drought-affected areas during summer vacation.
- (2) Programme Intervention and Coverage: Nutritional content of mid-day meal was accordingly enhanced as given in the table below: -

<b>Nutritional Content</b>	<b>Norm as per MDMS, 2004</b>	<b>Revised Norm as per MDMS, 2006</b>
Calories	300	450
Protein	8-12	12
Micronutrients	Not prescribed	Adequate quantities of micronutrients like iron, folic acid, vitamin-A etc.



(3) Components and Norms for Central Assistance provided under revised scheme of June, 2006: -

- (i) Supply of free food grains (wheat/rice) @100 grams per child per School Day from the nearest FCI godown;
- (ii) Reimburse the actual cost incurred in transportation of food grains from nearest FCI godown to the Primary School subject to the following ceiling:
  - (a) Rs.100 per Quintal for 11 special category States viz. Arunachal Pradesh, Assam, Meghalaya, Mizoram, Manipur, Nagaland, Tripura, Sikkim, J&K, Himachal Pradesh and Uttaranchal, and
  - (b) Rs.75 per quintal for all other States and UTs.
- (iii) Of the cooking cost norm of Rs. 2 per child per school day, assistance for cooking cost at the following rates: -
  - (a) States\_\_\_\_\_in : - @ Rs. 1.80 per child per school day, provided the State Govt. contributes a minimum of 20 paise  
North-Eastern  
Region
  - (b) For Other : - @ Rs. 1.50 per child per school day provided the State Govt./UT Admn. contributes a minimum of 50 paise  
States & UTs

State Governments/UT Administrations are required to provide the above minimum contribution in order to be eligible for the enhanced rate of Central assistance mentioned above.

- (iv) Assistance for cooked Mid-Day Meal during summer vacations to school children in areas declared by State Governments as "drought-affected".
- (v) Assistance to construct kitchen-cum-store in a phased manner up to a maximum of Rs. 60,000 per unit. However, as allocations under MDMS for construction of kitchen-cum-store for all schools in next 2-3 years may not be adequate, States would be expected to proactively pursue convergence with other development programmes for this purpose.
- (vi) Assistance in a phased manner for provisioning and replacement of kitchen devices at an average cost of Rs.

5,000 per school. States/ UT Administration will have the flexibility to incur expenditure on the items listed below on the basis of the actual requirements of the school (provided that the overall average for the State/ UT Administration remains Rs 5000 per school):

- (a) Cooking devices (Stove, Chulha, etc)
- (b) Containers for storage of food grains and other ingredients
- (c) Utensils for cooking and serving.

(vii) Assistance to States/ UTs for Management, Monitoring & Evaluation (MME) at the rate of 1.8% of total assistance on (a) free food grains, (b) transport cost, and (c) cooking cost. Another 0.2% of the above amount is utilized at the Central level for management, monitoring and evaluation.

### 2.6.3 Convergence with other development programmes:

Though some provision were made in the scheme's budget towards assistance for infrastructural needs, emphasis continued to be laid on meeting the requirement through convergence through other development programmes as stated below: -

Sl. No.	Item	Scheme/ Programme under which funds are available
1	Construction of Kitchen-cum-store	<p>Ministry of Rural Development</p> <ul style="list-style-type: none"> <li>• Sampurna Grameen Rozgar Yojana (SGRY) in rural areas</li> </ul> <p>Ministry of Housing and Urban Poverty Alleviation</p> <ul style="list-style-type: none"> <li>• Basic Services for Urban Poor (BSUP), Integrated Housing</li> <li>• Slum Development Programme (IHSDP) for urban areas;</li> <li>• Urban Wage Employment Programme, a component of Swarna Jayanti Shahri Rozgar Yojana (SJSRY) for urban areas outside slums.</li> </ul> <p>Ministry of Panchayati Raj</p> <ul style="list-style-type: none"> <li>• Backward Region Grant Fund (BRGF) available as untied funds for 250 districts for gap filling and augmentation</li> </ul>

		<p>Ministry of HRD</p> <ul style="list-style-type: none"> <li>• Sarva Shiksha Abhiyan (SSA) for new school construction</li> </ul>
2	Water Supply	<p>Ministry of Rural Development, Department of Drinking Water Supply. Accelerated Rural Water Supply Programme (ARWSP)</p> <ul style="list-style-type: none"> <li>• 'Swajaldhara'</li> </ul> <p>Ministry of Panchayati Raj</p> <ul style="list-style-type: none"> <li>• Devolution of block grants to Panchayats on the recommendations of the 12<sup>th</sup> Finance Commission.</li> <li>• Backward Region Grant Fund (BRGF) available as untied funds for 250 districts for gap filling and augmentation.</li> </ul> <p>Ministry of Human Resource Development</p> <ul style="list-style-type: none"> <li>• Sarva Shiksha Abhiyan (SSA) for new school construction</li> </ul>
3	Kitchen devices	<p>Ministry of Human Resource Development Funds available under SSA:-</p> <ul style="list-style-type: none"> <li>• From annual school grant of Rs 2000/- per annum per school and</li> <li>• Rs 1000/- per annum for EGS Centres.</li> </ul>
4	School Health Programme	<p>Ministry of Health and Family Welfare</p> <ul style="list-style-type: none"> <li>• Necessary intervention, like regular health check-up, supplementation of micro-nutrients, de-worming medicines, etc., can be taken up under the <b>National Rural Health Mission</b>.</li> </ul>

#### 2.6.4 Findings by Independent Evaluators:

Some of the evaluation studies conducted by independent agencies in 2005 report that the programme is a functioning programme and has helped in the daily attendance and enrolment of children particularly girls. They also report improvement in retention, learning ability and achievement.

- (i) The findings of a study conducted by Prathichi Trust in Birbhum district of West Bengal suggest that the mid-day meal has made a positive intervention in universalisation of Primary Education by increasing enrolment and attendance specifically with respect to girls and SC and ST students. The programme has also brought about teacher regularity.

- (ii) A situational analysis of the mid-day meal programme conducted by University of Rajasthan indicates that apart from boosting enrolment and enhanced school attendance, the programme has also contributed to the cause of social equity as children sit together to share a common meal. This has further contributed to gender equity by providing employment opportunities to women thereby allowing space and time for poor working mothers.
- (iii) The findings of a survey carried out in seventy most backward villages of Madhya Pradesh, by Samaj Pragati Sahyog, indicate that the meals were provided regularly and most parents felt that the scheme should continue. The learning levels among children had also shown a marked improvement. The findings also report a substantial improvement in quality of the meal.

## **2.7 Adoption of Best practices:**

There have been several instances of Best practices that have been adopted by States. In Tamil Nadu, Health cards are issued to all children and School Health Day is observed on every Thursday. Curry leaves and drum stick trees are grown in the school premises. In Karnataka cent percent schools have gas based cooking. In Pondicherry, in addition to the mid-day meal, Rajiv Gandhi Breakfast Scheme provides for a glass of hot milk and biscuits. Children are given a glass of milk after the school also. In Bihar in many of the schools Bal Sansad (Child Cabinet) is actively involved in the orderly distribution of mid-day meal. In Uttaranchal, mothers are appointed as Bhojan Mata and Sahayika in primary schools. In Gujarat, Chhattisgarh and Madhya Pradesh children are provided micronutrients and de-worming medicines under the mid-day meal scheme.

## **2.8 Implementation Issues:**

In a programme of the size and magnitude such as MDMS there are bound to be a number of operational problems despite the fact that States have definitely moved towards better management and also have added more variety and value to the meal.

Some of the implementation issues are as follows: -

### **(i) Inadequate involvement of Panchayati Raj Institutions:**

The key weakness of the programme has been inadequate involvement of grass root level structures and elected local bodies. Either they have been totally ignored or their roles and functions have not been delineated properly. It is in this context, an exercise of activity mapping becomes important in identifying and delegating functions & responsibilities to these bodies. This exercise has not been given due weightage in the planning process.

(ii) Inadequate Central Assistance:

Currently the Government of India (GOI) supplies food grains (wheat/rice) through Food Corporation of India (FCI) and reimburses transportation cost at fixed rates. The allocation for various activities like preparation of food, cooking fuel, creation of physical facilities, manpower resources and organization of capacity building is being undertaken by the states. A large number of states continue to face financial difficulties in meeting cooking costs and providing cooked meals. Central assistance to meet cooking cost is much lower than the actual requirement.

(iii) Inadequate infrastructure and manpower:

States have reported that no pucca kitchens are available in schools for safe cooking of mid-day meal. In the absence of it, food is either cooked in a classroom or in the open. They have expressed their inability to adequately source funds through convergence efforts with other development programmes.

The problem of insufficient staff to manage the programme is an added constraint in the overall management.

(iv) Delay in transfer of funds:

It has been invariably experienced that there is a considerable delay in making funds actually available at school. This has led to two problems; either mid-day meal was served by borrowing money by the school authorities, or the programme was disrupted.

(v) Non-availability of foodgrains and quality aspect:

Instances of inadequate quantity and poor quality of foodgrains supplied by FCI have been raised from time to time by States. Non-availability of adequate depot in the hilly and topographically difficult areas has stifled smooth flow of foodgrains besides forcing high cost of transportation. This is specially the case in North-Eastern Region.

For quality check, though a joint mechanism of inspection of foodgrains has been laid, a few States, notably Jharkhand has been continuously reporting about supply of poor quality of foodgrains by FCI.

(vi) Inadequacy of cooking cost:

States are finding it difficult to provide good quality mid-day meal with the existing cooking cost norm. The present norm of Rs. 2 per child per

school day to provide mid-day meal of 450 calories and 12 grams of protein was calculated in August, 2005. Keeping in view the rising prices of food items, States are finding it increasingly difficult to provide wholesome nutritious food adhering to the prescribed nutritional norm.

(vii) Inadequate capacity building activities:

Cooks and helpers are the primary workforce in the kitchens. Preparation of hygienic and wholesome meal is contingent upon the knowledge & skills of these staff regarding cleanliness & hygiene etc. On the contrary, these staffs are not being provided adequate orientation on issues relating to health, hygiene & cleanliness. It is also equally important for them to know how to handle cooking gas/kerosene, wherever in use.

Similarly, there is a lack of orientation of teachers on critical issues relating to equity, inculcation of good habits and discipline among children.

(viii) Inadequate inspection at the local level:

Regular inspection by the local level functionaries is critical to maintenance of good quality mid-day meal. Rosters of inspection and accountability, wherever in place, has improved the quality. This, however, is not being regularly pursued.

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## **Mid-Day Meal Entitlement (MDME) – A new Programme Design & its Implementation**

As discussed in Chapter-1, the Mid Day Meal Entitlement needs to be re-drawn to ensure that it graduates from a welfarist programme into one that is based on the Rights Based Approach.

It is also therefore necessary to ensure that the delivery of the programme is adequately decentralised, transparent and with greater control given to communities to manage the programme. This would be made possible only when PRIs and other urban bodies are given greater autonomy to plan, manage and monitor the programme.

### **3.1 Decentralised procurement and preparation:**

States needs to be encouraged to entrust management and monitoring of the programme to Panchayati Raj Institutions. Both foodgrains and funds should devolve to the Gram Panchayats and urban local bodies, which would utilize the same for regular provision of mid-day meal in schools. This will ensure an over-arching role for PRIs in actual implementation. The PRIs should be provided with guidelines on the nutritive value of foods and allowed the flexibility to use culturally appropriate food in the menu and diversify it to suit the local needs and tastes. Adequate representation of dalits and women's representative should be there in the Standing Committee of Panchayat which would oversees the planning, implementation and monitoring of the programme. For their appropriate role and function, training and capacity building activities needs to be provided.

Mid-day meal should be prepared on or near the school premises, preferably using the locally available food items. Provision of mid-day meal through contractors or centralized kitchens should not be allowed. Where NGOs are involved, strict guidelines should be issued for their regulation and supervision. In any case, in rural areas, no NGO participation be encouraged. In urban areas, where centralised cooking is now being undertaken with the support of NGOs, decentralised arrangements should be introduced in a phased manner. NGOs could also be used for social mobilisation, training of panchyat representatives, development of innovative ways in which the curriculum could include nutrition lessons linked to the mid-day meal.

Involvement of contractors must be banned from the programme.

### **3.2 Infrastructure:**

- (a) Arrangements should be made to ensure that every school has adequate infrastructure for mid-day meals, including a kitchen shed,

storage space and drinking water. Eco-friendly designs for kitchen sheds as well as eco-friendly cooking methods (e.g. using smokeless chulhas) should be encouraged.

- (b) Drinking water facilities should be available in all schools.
- (c) Functional toilets should be available in every school.
- (d) There should be provision for repair/replacement of kitchen devices, such as stove and cooking utensils etc. so that preparation of meals are not hampered in the absence of any such items.
- (e) Fire fighting equipment should be provided for the kitchens at least in all the urban areas.

### **3.3 Enhancing transparency:**

- (a) All schools should display key information, such as, day's menu, number of children enrolled/availing mid-day meal, stock registers etc.
- (b) Village Panchayat / Village Education Committee (VEC) / School Committees maintain all records for public scrutiny.
- (c) Mandatory social audit of the programme by the gram sabha at least twice a year. A manual for the social audit for the Panchayat members should be developed.
- (d) Dedicated mechanism for public grievance redressal including toll free call facility etc.

### **3.4 Promoting Social Equity:**

- (a) The programme should be carefully monitored to prevent discrimination against socially disadvantaged children.
- (b) In order to enhance social equity, children of different communities should be seated together when meals are served.
- (c) Eating plates where maintained in the school should not be kept separately on the basis of caste/community of the child. No eating plate should be earmarked on the basis of certain communities.
- (d) There should be adequate representation of Dalits/Adivasis among MDM functionaries and also cooks and helpers.
- (e) Cooks and helpers involved in the programme must receive the minimum wages notified for the area.

### **3.5 Bringing convergence:**

Key convergence with other development programmes has been already stated at Para 2.6.3 above. In addition to them, it is important to have convergence with Integrated Child Development Scheme in so far as nutrition



education is concerned. The Food & Nutrition Board through its field offices can enrich the MDMS by providing technical assistance in assessing the nutritional content of mid-day meal in the area as also provide nutrition education. Since ICDS programme is now being universalized, it may be useful to have common kitchen for both the pre-school and school-going children where the ICDS centres and primary schools are collocated.

### **3.6 Improving food quality and consequent increase in the cooking cost:**

- (a) Care should be taken to ensure that the food is culturally appropriate, palatable and attractive to children, and with diverse menus for each day of the week, decided locally.
- (b) Nutritious food items as locally available and culturally appropriate is included in the mid-day meal. Use of "coarse grains" (or better called "nutritious grains") in mid-day meals should be encouraged.
- (c) The minimum cost norm for mid-day meals should be raised from the present "Rs 2 per child per day" to "Rs 3 per child per day". This cost norm should be shared in the ratio of 90:10 between the Centre and States of North-Eastern Region and 75:25 between Centre and other States/UTs. Further, this norm should be automatically adjusted for inflation every two years using the food component of the Wholesale Price Index.
- (d) Promotion of kitchen gardens should be encouraged.
- (e) Kitchen staff, teachers and the community members need to be oriented on the quality issues namely cleanliness, hygiene, promotion of good habits, and life skills such as need for proper washing of hands before & after eating meals, regular cutting of nails and washing of mouth, etc.
- (f) MDMS should be linked to nutrition education and related health education activities in the classroom. State Governments should be encouraged to adapt their textbooks for this purpose in the line already done by NCERT.

### **3.7 Expansion of the Programme:**

- (i) Making available mid-day meal to all out-of-school children.

As per available data, about a Crore children in the age group of 5-13 are out of school. The reasons are many. Much of them, particularly

girls, without adult protection, live in very vulnerable conditions. As a part of their entitlement to nutrition security, these children should also be covered under the programme.

(ii) Extension to Upper Primary stage

Universalization of Mid-Day Meal Scheme at elementary stage should go hand in hand with the Universalization of Elementary Education. About 6 Crore children are expected to avail mid-day meal at Upper Primary stage. The modality for implementation of the programme at Upper-Primary stage was examined by the Sub Committee of NSMC under Chairpersonship of Additional Secretary which also consisted of nutritional experts and State representatives. The Committee had recommended the nutritional norm for children of Upper-Primary stage should be of minimum 700 calories with 20 grams of protein.

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## **Role of Centre, State and Panchayati Raj Institutions**

### **4.1 Background:**

The experience of implementing Mid-Day Meal Scheme so far clearly shows that the programme has much to contribute to the well-being and future of children in the country. In the present scenario, the main problem facing this programme lies in its actual operation at the school level. A programme of the scale and magnitude, it calls for a clearer articulation of the roles of the management system at various levels. The programme of nutritional support to primary education therefore has operational implications, in terms of assigning responsibility at different levels – local, state and national.

### **4.2 Role of Panchayati Raj Institutions:**

The efficient management of the mid-day meal scheme hinges to a large extent on effective mobilization of community and active participation of stakeholders. One of the shortcomings of the programme has been the clear absence of ownership of the programme by the community. The community as a whole, therefore, need to be involved in the processes of management, implementation and monitoring of the programme. Therefore, it is imperative that the programme is assigned to Panchayati Raj Institutions. These institutions at various levels: district, block & village, have to deliver their constitutional responsibility in terms of management and supervision of MDMS. States should entrust the management and implementation of the programme solely to Panchayati Raj Institutions. This will ensure an over arching role for Panchayati Raj Institutions and involvement of key stakeholders in actual implementation.

**4.3** Starting from planning process to operations, these institutions will have to perform their respective roles. For example, while Zilla Panchayat will be responsible for allocation of foodgrains, its lifting from FCI depots, arrangement for transportation to schools, timely release of funds, issue general guidelines on various activities of implementation; intermediate Panchayat and gram panchayat may confine themselves to local level requirements, such as: availability of kitchens, drinking water, toilet, preparation of menus, arrangement of required kitchen staff and their training, procurement of food items etc.

In States which have devolved the function of primary education through legislation and/or executive order on Panchayats and Urban Local Bodies, the responsibility of implementation and day to day supervision of the programme should

be assigned to the Gram Panchayat/Municipality. Standing Committees may be constituted by the Gram Panchayats and Municipalities to oversee the implementation of the programme. Alternatively, already existing Standing Committees, which have been assigned the task of supervising education related issues may be entrusted the task of monitoring, review and taking other necessary steps for the smooth implementation of the scheme. The Gram Panchayat/Municipality may, in turn, assign responsibility for the day-to-day management of the programme at school level to the Village Education Committee/School Management & Development Committee or Parent-Teacher Association as the case may be.

#### **4.4 Role of the State Governments:**

The overall responsibility for programme implementation will vest in the State Government/UT Administration, taking into account central assistance available under scheme. State Governments/UT Administrations will be expected to prescribe and notify its own norms of expenditure on the basis of which they will allocate funds.

Each State Government/UT Administration will designate one of its department as the nodal department for the programme. The nodal department need not necessarily be the school education department, but should be so chosen that it can most efficiently carry out nodal responsibility for effective implementation of the programme all over the State.

They may also set up a small implementation Cell attached to the State Nodal Department to oversee the implementation of the programme by using a part of the fund meant for Management, Monitoring & Evaluation. Each State Government/UT Administration will also be expected to designate one Nodal Officer at the district level, example the District Collector, District Panchayat etc. which shall be assigned overall responsibility of effective implementation of the programme at the district level. State Governments will be expected to assign responsibility for implementation and supervision of the programme to an appropriate body Gram Panchayat, Municipality, Village Education Committee. Parent Teacher Association or School Management cum Development Committee.

State Governments will also have to develop and circulate detailed guidelines to ensure that children in every eligible primary school/EGS/AIE Center get a cooked meal of satisfactory quality on every school day. In addition, they will also be expected to ensure that the MDM programme is implemented with utmost regard to safety and hygiene.

States/UTs should also initiate activity mapping exercise in order to ensure that there is no overlapping of functions and responsibilities. The activity mapping exercise is based on the 'Principle of Subsidiarity', which means 'what can be best be

done at a particular level should be done at that level alone, and not at higher levels'. For example, if condiments can be procured at the lowest level, namely the school or the village, its procurement should not be centralized at higher levels of administration. While identifying the levels at which different functions are required to be transacted, they will have to be accompanied with **delegation and appropriate administrative and financial powers to the concerned level**. States should move away from bureaucratized management and monitoring systems and should work out administrative and financial arrangements to ensure that Panchayati Raj Institutions are facilitated in their task of implementation, monitoring and supervision of the programme. Community ownership should be promoted in a sustained manner to make MDMS a people's programme.

It is equally important that foodgrains and funds are released timely so that the continuity of the programme is maintained and disruptions do not occur.

#### **4.5 Role of Central Government:**

The Central Government should visualize its role as facilitator. Being a Centrally sponsored scheme, it is important that the component of Central assistance are released timely and its expenditure is monitored closely. It is equally important to ensure that there is a complete match between outlay and outcome.

National Level Steering-cum-Monitoring Committee has been constituted to oversee the implementation of the programme. Main responsibility of this is to guide various implementation agencies. The Center would also bring about effective coordination and convergence of programmes of their departments and schemes.

In addition the National Level Steering-cum-Monitoring Committee would also provide policy advise to Central and State Governments and identify voluntary agencies and other appropriate institutions to undertake training, capacity building, monitoring and evaluation and research connected with the programme at the national level.

At the national level, the Department of School Development and Literacy has also set up a Programme Approval Board under the chairpersonship of Secretary, School Education and Literacy to approve quantum of Central assistance. It also reviews the programme implementation during the course of its deliberations.

Another important role of the Centre is to continuously assess the implementation and based on the findings take appropriate steps including modifications in the scheme, whenever required.

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## **Management, Monitoring & Evaluation of Mid-Day Meal Scheme**

The Mid-Day Meal Scheme (MDMS), is an important component of the right to food, and a crucial part of the strategy for ensuring universal primary education. A key component of the programme, and essential to its success, is an efficient system of management, monitoring & evaluation (MME).

### **5.1 Management & Monitoring:**

An important strategy for the 11<sup>th</sup> Plan is that the elected local bodies should play the key role in MDMS. The management and monitoring structures and processes need to be consistent with this strategy. At the same time, it needs to be recognized that since MDMS is jointly funded by the central and state governments, and they also have, in addition to funding in the scheme, important responsibilities in implementation such as the supply of grain and the provision of infrastructure, they must also be involved in the MME arrangements.

It is suggested that the standing committee of the gram panchayat in the rural areas and of the municipality/town panchayat in the urban areas may be entrusted with the primary responsibility of managing and monitoring the MDMS at the field level. Where such committees have not been constituted, the relevant elected local body may make suitable alternative arrangements under its direct command. It shall be the responsibility of the standing committee or its equivalent to coordinate with the concerned agencies of state governments to ensure that the MDMS functions smoothly in the schools under its jurisdiction. The committee may ideally include some of the elected members of the panchayat, including a dalit and a woman, and the headmaster and one teacher representative from each of the schools. Provision can also be made for an adequate number of parents, being chosen to ensure that all sections of society are covered. At the school level, the head teacher may coordinate the work of the personnel employed to procure the supplies, cook the meal, serve it and clean up afterwards.

Management and monitoring committees (MMC) may also be set up at the block, district, state and national levels. In their respective jurisdiction, MMCs will generally perform the following functions.

- (i) Issuing guidelines to various implementing agencies
- (ii) Monitoring the implementation of the programme, carrying out concurrent evaluation with a view to course corrections, and taking corrective steps.
- (iii) Taking action on reports of independent monitoring/evaluation agencies.

- (iv) Effecting coordination and convergence among concerned departments and other implementing agencies involved in the implementation of programme.
- (v) Mobilizing community support for the programme.

## 5.2 On-line Reporting System:

For effective monitoring, data on the implementation of the programme has to be collected online by developing suitable software and establishing a management information system (MIS) cell for MDMS in every District. The MIS cells must be provided with computers with Internet connection and appropriate human resources.

## 5.3 State and District Level Cells:

It is suggested to establish two cells i.e. one at State Level and the other at the District Level. The District level cell will be assisted by the staff of Divisional level and Block/Mandal level offices.

The following monitoring schedule is proposed:

Sl. No	Type of parameter	Monitoring Authority	Frequency of Monitoring
	1	2	3
	<b>1. Programme Parameters</b>		
1	Regularity and Wholesomeness of mid-day meal served to children.	Standing Committee of the gram panchayat for MDMS	Once or twice a week at random
2	Non-discrimination against children of weaker sections.	-Do-	- Do-
3	Cleanliness in cooking, serving and consumption of mid –day meal.	- Do-	- Do-
4	Timely procurement of Ingredients, fuel, etc of good quality.	-Do-	Weekly
5	Implementation of varied menu	-Do-	Fortnightly / Monthly
	<b>2. Impact Parameters</b>		
1	Nutritional Status – assessment of percentage of underweight children at school level.	District Medical Health Officer / Medical Health Personnel of the District	Annual
2	Attendance Status	BEOs / DEOs / DIETs	Quarterly
3	Retention/ Completion Status	BEOs / DEOs / DIETs	Annually
4	Sample studies in regard to each of the items 1 to 3 above.	DIET / SCERT	Annually

The discussion of the implementation of the monitoring schedule and of the feedback from monitoring must be taken up at every meeting of the MMCs at various levels.

### **State Level Cell:**

A state level cell for monitoring may be established with the following Staff:

#### **Secretariat**

1. Section Officer /Desk Officer - 1
2. Assistant Section Officer - 2
3. Data Entry Operator - 1

#### **Director of School Education**

1. Additional Director - 1
2. Assistant Director - 1
3. Superintendent - 1
4. Senior Assistants - 4
5. Programmer - 1
6. Data Entry Operator - 1

#### **Responsibilities of State Level Cell**

1. Submission of grain estimation to the Govt. of India through State Government for supply to each district.
2. Preparation of annual estimates and obtaining sanction orders from GOI, State Government and allocation to all the districts.
3. Coordination with Department of Civil Supplies Department/ Corporation, Women & Child Welfare Department, Disabled Welfare Department, Department of Health and National Institute of Nutrition.
4. Submission of periodic reports to State Government and Government of India.
5. Collection of statistical data in respect of
  - a. No. of persons availing mid day meals
  - b. Quality of food.
  - c. Drawal and utilization of budget
  - d. Provision of infrastructure facilities like kitchen sheds, drinking water and gas connections.
  - e. Furnishing of Utilization Certificates.
6. Data processing, Analysis, Findings
7. Providing logistic support to the Monitoring at different levels
8. Process monitoring on implementation of the scheme at different levels.
9. Process reengineering at periodical intervals.



**District Level Cell:** It will be established in the Office of the District Educational Officers with the following staff.

- |                                  |     |
|----------------------------------|-----|
| 1. Assistant Director            | -1  |
| 2. Superintendent                | - 1 |
| 3. Senior Assistant              | - 1 |
| 4. Data Entry Operator/Programme | -1  |

### **Responsibilities of District Level Cell**

1. Maintenance of data of students.
2. Monitoring of Health indicators.
3. Monitoring of Educational indicators
4. Data generation on cooking agencies and cooking Infrastructure
5. Maintenance of statistics on release of funds to the Block/Mandal Educational Officers.
6. Procurement of non-grain commodities on request from elected local bodies for the MDMS
7. Convening meetings of the district level monitoring committee for review, under the chairpersonship of the district panchayat chairperson. The district monitoring committee shall have adequate representation of chairpersons of panchayat unions and municipalities/town panchayats. The district collector/representative shall attend the district level monitoring committee.
8. Convergence with Medical & Health Department for Conducting medical check-up to students
9. Identification of centralized cooking agencies for groups of schools in Municipalities.
10. Community mobilization for implementation of the scheme.
11. Maintenance of accounts at District Level.
12. Furnishing of Utilization Certificates.
13. Monitoring the availability of food grains.

### **Monitoring at Block Level:**

The concerned Block Educational Officer shall be the monitoring officer at Block level and will be assisted by supporting staff. The block level monitoring officer shall function under the direction of the block level monitoring committee, chaired by the panchayat union chairperson, and having an adequate number of gram panchayat presidents/their representatives. The responsibilities of the BEO shall include:

1. Sanction and release of budget to implementing agencies and submission of Utilization certificate to DEO/Deputy Educational Officer.
2. Collection of School wise/ student wise data
3. Monitoring the availability of rice and other commodities.
4. Promotion of kitchen gardens at school point/village.

5. Submission of reports to Divisional Level Monitoring Officer/District Monitoring Committee.
6. Organization of training for panchayat MDM standing committee members, involving sharing of experiences as well as training in management and in basic health and nutrition.
7. Supervision of the performance of cooking agencies.

The Gram Panchayat shall, through an appropriate standing committee or equivalent arrangement, implement the Mid Day Meal. It has to facilitate the following:

- i) Provision of cooking and storage facility
- ii) Identification of cooking agency
- iii) Procurement of commodities locally available
- iv) Extension of local assistance in procuring locally available vegetables and commodities
- v) Health monitoring and hygiene in the school
- vi) Equity and social harmony
- vii) Mobilization of local resources to supplement the government effort
- viii) Monitoring the attendance/participation of the students
- ix) Conducting Social Audit

### **Transparency & Accountability at school level**

In instances where the implementation of MDMS is entrusted by an elected local body to an implementing agency (IA), the IA will maintain prescribed records such as cashbook, stock register and issue register. The records maintained by I.A. will be open to inspection at any time by the standing committee of the concerned elected local body looking after MDMS. The Head Master of the School will sign the issue register in which the number of children availing midday meal will be maintained.

#### **5.4 Transfer of Reviewing Power to Panchayat Raj Institutions:**

Education including Primary and Secondary Schools is one of the 29 subjects of 11<sup>th</sup> Schedule of Constitution of India (Art.243 G) that should be transferred to Panchayat Raj Institutions. Since the MDM Scheme is now meant for Primary level Education, the power of review of Midday Meal Programme shall be transferred to Panchayat Raj Institutions and urban local bodies.

#### **5.5 Social Audit:**

The functioning of the Mid Day Meal programme shall be subjected to Social Audit. The head teacher will convene a monthly meeting with the parents of all the students participating in Mid Day Meal programme and render an account of the

number of students who have taken Mid Day Meals, Commodities received and utilized and explain the quality of implementation of the programme among other things in the Social Audit. The teacher will also explain the amount of school grants received and the manner in which the school grants are utilized to support the mid-day-meals. The details of the menu and the deficiencies if any will be discussed in the monthly meeting in the presence of the parents and steps will be taken to improve the performance of the Mid Day Meal programme. All the registers and documents are to be made available for inspection in the Social Audit.

#### **5.6 Evaluation:**

Evaluation of the implementation of the Programme shall be done by both External and Internal agencies. Internal Evaluation shall be done on Quarterly basis by DIETs under the guidance of SCERT. External Evaluation could be considered by identifying reputed agencies like NIN, CFTRI etc., External Evaluation should include at least one study in each district in a year. Evaluation should cover such aspects as are cardinal to the objectives of MDM Programme. The findings of Evaluation shall be shared with the implementing agencies and also be published and circulated to all concerned.

#### **5.7 Training:**

There shall be focus on training the agencies involved in the implementation. The training shall consist of modules such as administrative controls, financial management, procurement processes, monitoring mechanisms and process reengineering.

In addition, training shall also cover aspects like hygienic preparation, nutrition and low cost alternatives. Training in community mobilization, transparency and accountability aspects need to be focused. Training should cover all levels of functionaries including cooking agencies.

#### **5.8 Funds:**

A programme of this massive nature cannot be run without appropriate monitoring systems in place. A minimum 3% of the cost of the annual allocation programme may have to be earmarked to meet the administrative, monitoring and training costs. As the State Governments find it difficult to meet the additional costs, it may be incorporated into the programme funding at Govt. of India and is being done now. For small UTs and districts with less no. of children, a minimum amount, say Rs. 10 lakh per district be allocated for MME purposes.

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## Recommendations

### 6.1 For the programme at Primary level:

#### (A) Coverage:

Experience from the implementation of the programme reveal that all enrolled children do not avail mid-day meal everyday. The main reasons for this are: (i) all enrolled children do not attend school everyday, and (ii) of those who attend, some of them even do not avail mid-day meal. For example, in 2006-07, while the States have reported enrolment to be 11.98 Crore, they have also reported that children on an average, availing mid-day meal is about 10.71 Crore, which is about 10.60% less than the reported enrolment.

In addition to this, it is also proposed to expand the programme to out of school children and those studying in non-fee charging private schools, particularly in remote and tribal populated areas. This may account for coverage of about 1 to 1.25 Crore additional children. Thus, it is estimated that about 12 Crore children would be availing mid-day meal during 11<sup>th</sup> Plan at primary stage.

#### (B) Infrastructural requirements:

##### (i) Kitchen Sheds:

As per the available information, of 7.82 lakh primary schools, 2.19 lakh had already pucca kitchen shed, leaving a gap of 5.63 lakh schools to be provided with a kitchen shed. States have been advised to construct kitchen shed through convergence with other development programmes. Where convergence is not possible, States have been already provided funds for 94500 units and another about 1.56 lakh units have been proposed in 2006-07, totally taking coverage to about 2.5 lakh schools. The remaining requirement of 3.13 lakh kitchen sheds should be provided in the first two years of 11<sup>th</sup> plan. As construction of such units through convergence is not forthcoming, the same may be provided from the scheme's fund. The construction activity may be phased in the following manner:

Year	No. of kitchen sheds
2007-08	2.00 lakh
2008-09	1.13 lakh

Any new school constructed under SSA will have a provision of kitchen shed from SSA funds.

(ii) Provision of kitchen devices:

From 2006-07, a new component has been included to provide assistance to States @ Rs. 5,000 per school (Govt. & Local Body) for procurement / repair of kitchen devices viz. stove, cooking utensil, water storage drum, etc. In 2006-07, it was estimated that there were about 7.40 lakh Govt. & Local Body schools that need such assistance. Of this, 2.60 lakh schools have been already provided funds for kitchen devices leaving a gap of 4.80 lakh schools that remained to be covered. These schools may be provided kitchen devices in the first two years of the XI Plan as per the following phasing: -

<b>Year</b>	<b>No. of schools to be provided with kitchen devices</b>
2007-08	2.40 lakh
2008-09	2.40 lakh

Any new schools opened under SSA during the XI Plan would also be provided funds for kitchen devices but no estimation for funds is possible at this stage.

(iii) Drinking water facilities:

It has been already emphasized in para 2.6.3 of Chapter-2 that drinking water facility will be provided under the Rural Development programmes and Sarva Shiksha Abhiyan. As availability of adequate drinking water in schools is crucial for cooking mid-day meal, all efforts should be made to have the universal coverage by 2007.

(iv) Improvement in overall quality of meal:

Adequate attention needs to be given on the issue of quality viz. nutrition, hygiene, cleanliness and safety. Following essential activities needs to be carried out meticulously: -

- (a) Sensitization and orientation of teachers about the benefits of school feeding programme,
- (b) Orientation of cooks & helpers on issues relating to cleanliness, hygiene & safety aspects,
- (c) Involvement of nutrition experts in planning low cost but nutritious menus and periodic testing of samples of prepared food,

- (d) Promotion of locally grown but nutritionally rich food items, kitchen garden in schools is quite relevant and should be encouraged,
  - (e) Dissemination and replication of good practices adopted by States.
- (v) Convergence with other development programmes:  
Existing arrangement for convergence with other development programmes as stated at para 2.6.3 of Chapter-2 should continue.
- (vi) Enhancement in cooking cost norm:  
The existing norm for cooking cost fixed at Rs. 2 per child per school day was arrived in August, 2005. Keeping in view the rising pricing of commodities, the existing rate of Rs. 2 may be enhanced to Rs. 3 per child per school day so as to enable the States to adhere to the prescribed nutritional norm of 450 calories and 12 grams of protein. This norm may be shared between the Centre and State in the following manner: -
- |                    |   |       |
|--------------------|---|-------|
| States in the NER  | : | 90:10 |
| Other States & UTs | : | 75:25 |
- (vii) The current subsidy for transportation charges to transport foodgrains from FCI depots to school points has found to be inadequate by many States, particularly those in the North-Eastern Region. No revision in the transport subsidy is recommended now, as the same has to be assessed on the basis of the actual expenditure being incurred by each of NER State.
- (viii) Enhancement of Management, Monitoring & Evaluation (MME) component:  
As stated at para 5.8 of Chapter-5, the MME component may be enhanced to 3% of the total assistance for foodgrains, cooking cost and transport subsidy.

## **6.2 Extension to Upper-Primary stage:**

### **(A) Coverage:**

Already MDMS is running at Upper-primary level in Andhra Pradesh, Gujarat, Karnataka and Kerala. In Tamilnadu and Pondicherry, the programme is running up to secondary stage. Now that all States and UTs are implementing MDMS at primary level, it is necessary to have it extended to Upper-primary stage from 2007-08.

As per the estimate made for requirement of schools/classrooms and teachers under SSA, year-wise enrolment projected for all recognized schools during the XI Plan is as under:

(figures in Crore)

<b>Year</b>	<b>Gross enrolment</b>	<b>Net enrolment</b>
2007-08	6.56	6.07
2008-09	6.96	6.47
2009-10	7.31	6.83
2010-11	7.53	7.08
2011-12	7.53	7.12

As has been explained above for coverage of primary level children, over 10% of the children may not avail mid-day meal due to various reasons. Therefore, on an average, the annual coverage of children at upper-primary level, who would avail mid-day meal may be about 6 Crore.

**(B) Calorific value of mid-day meal:**

The Sub-Committee of the National-level Steering-cum-Monitoring Committee had recommended in September, 2005 the nutritional norm of mid-day meal for upper-primary children to be minimum of 700 calories with 20 grams of protein, basis of which is given as under:

<b>Food Item</b>	<b>Qty. in grams</b>	<b>Calories</b>	<b>Protein content in grams</b>
Foodgrains (Wheat/Rice)	150	517	14
Pulses	25	88	5.5
Vegetables (incl. leafy)	65	32	0
Oil & Fat	10	90	0
Condiments	As per taste		
<b>Total</b>		<b>727</b>	<b>19.50</b> <b>Or, Say 20</b>

The above recommendation of minimum 700 calories and 20 grams of protein as a nutritional norm of mid-day meal is recommended.

To provide mid-day meal for upper-primary children, following Central assistance are recommended: -

- (i) Free foodgrains @150 gms. per student per school day.

- (ii) The cooking cost norm may be fixed at Rs. 4 to be shared between the Centre and State/UT in the following manner:

States in the NER	:	90:10
Other States & UTs	:	75:25

- (iii) Transport Subsidy at the rate as has been prescribed at primary level i.e. up to a maximum of Rs. 75/- per Quintal to non-Special category States and Rs. 100/- to Special category States.
- (iv) The programme shall also be implemented at upper-primary level during the summer vacation in the drought-affected areas.
- (v) Provision for Management, Monitoring & Evaluation @ 3% of the total outlay on items at (i)-(iii) above (as being done for Primary stage).

**(C) Infrastructural requirements:**

- (i) Kitchen Sheds:

It was estimated by the Sub-Group of NSMC that there would be about 3 lakh Govt. and Local Body Upper-Primary schools which would need kitchen sheds. It is recommended that such infrastructure shall also be provided @ Rs. 60,000 per unit in a phased manner as follows: -

Year	No. of kitchen sheds
2007-08	1.00 lakh
2008-09	1.00 lakh
2009-10	1.00 lakh

- (ii) Provision of kitchen devices:

One time non-recurring assistance @ Rs. 10,000 per Upper Primary school/Sections to meet cost of items, such as, gas connection with burner, cooking, serving & storage utensils (including pressure cooker, water storage drum), basic fire fighting arrangements and other miscellaneous initial expenditure. This may be provided to all schools in the first year of the XI Plan itself.

- (iii) Drinking water facilities:

As stated at para 2.6.3, drinking water facilities shall be provided with convergence with other development programmes.



### 6.3 Requirement of funds:

(Rs. in Crore)

Year	Stage		Total
	Primary	Upper-Primary	
2007-08	7665.29	6259.38	13924.67
2008-09	7080.44	6040.89	13121.33
2009-10	6224.95	5880.62	12105.57
2010-11	6160.62	5252.58	11413.20
2011-12	6089.47	5203.87	11293.34
<b>Total</b>	<b>33220.77</b>	<b>28637.34</b>	<b>61858.11</b>

Year-wise details of the physical and financial requirements are given in the Annexure.

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**Mid-Day Meal Scheme**  
**Abstract of Year-wise Requirement of Funds for XI Plan**

(Rs. in Crore)

S. No.	YEAR Components	2007-08		2008-09		2009-10		2010-11		2011-12	
		Primary	Upper-Primary	Primary	Upper-Primary	Primary	Upper-Primary	Primary	Upper-Primary	Primary	Upper-Primary
<b>RECURRING</b>											
1	Cost of foodgrains @ 100 gms. per child per school day for primary and 150 gms. for upper-primary. Average cost @ Rs. 550 per Qtl.	1128.38	1043.63	1117.00	1138.50	1106.88	1028.45	1095.49	1022.75	1082.84	1013.27
2	Transport Subsidy @ Rs. 80 / Qtl.	164.13	151.80	162.47	165.60	161.00	149.59	159.34	148.76	157.50	147.38
3	Cooking cost @ Rs. 2.25 for Primary and Rs. 3.00 for Upper-Primary children	4616.10	3795.00	4569.53	3767.40	4528.13	3739.80	4481.55	3719.10	4429.80	3684.60
4	Implementation during summer vacations (20% of total children)	251.87	212.85	250.46	210.92	247.63	208.98	244.80	208.98	241.97	207.05
5	Management, Monitoring & Evaluation (MME) @ 3% of 1-4	184.81	156.10	182.98	158.47	181.31	153.80	179.44	152.99	177.36	151.57
<b>Total - Recurring</b>		<b>6345.29</b>	<b>5359.38</b>	<b>6282.44</b>	<b>5440.89</b>	<b>6224.95</b>	<b>5280.62</b>	<b>6160.62</b>	<b>5252.58</b>	<b>6089.47</b>	<b>5203.87</b>
<b>NON-RECURRING</b>											
6	Kitchen-cum-Store @ Rs. 60000/school for 3.13 lakh Primary and 3 lakh Upper-Primary schools	1200.00	600.00	678.00	600.00	0.00	600.00	0.00	0.00	0.00	0.00
7	Kitchen/Cooking Devices for 4.80 lakh Primary and 3.00 lakh Upper Primary schools @ Rs 5000 and 10000 per respectively.	120.00	300.00	120.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
<b>Total-Non-Recurring</b>		<b>1320.00</b>	<b>900.00</b>	<b>798.00</b>	<b>600.00</b>	<b>0.00</b>	<b>600.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>
<b>TOTAL (Recurring+Non-Recurring)</b>		<b>7665.29</b>	<b>6259.38</b>	<b>7080.44</b>	<b>6040.89</b>	<b>6224.95</b>	<b>5880.62</b>	<b>6160.62</b>	<b>5252.58</b>	<b>6089.47</b>	<b>5203.87</b>
<b>GRAND TOTAL [PRIMARY + UPPER-PRIMARY]</b>		<b>13924.67</b>		<b>13121.33</b>		<b>12105.57</b>		<b>11413.20</b>		<b>11293.34</b>	

**Total Requirement of Funds in XI Plan:** Rs. 61,858 Crore

**Year-wise details are given in the Annexure attached herewith.**

**Government of India  
Ministry of Human Resource Development**

**REQUIREMENT OF FUNDS FOR MID-DAY MEAL SCHEME DURING XI PLAN**

**Assumptions and norms of Central assistance:**

1. All States to implement Cooked Meal Programme at Primary and Upper-Primary stage. Year-wise estimated child population (as per SSA) is as under:

	6-10 years	11-13 years	Total (in Crore)
(i) 2007-08	11.89	7.33	19.22
(ii) 2008-09	11.77	7.28	19.05
(iii) 2009-10	11.66	7.23	18.89
(iv) 2010-11	11.54	7.18	18.72
(v) 2011-12	11.41	7.12	18.53

2. As all children would not attend school everyday and the figures also includes those children who would be studying in private institutions, estimated no. of children who would avail mid-day meal would be about 75% of the above projections. Thus, requirements of funds has been calculated on the basis of the following estimation: -

	6-10 years	11-13 years	Total (in Crore)
(i) 2007-08	8.92	5.50	14.42
(ii) 2008-09	8.83	5.46	14.29
(iii) 2009-10	8.75	5.42	14.17
(iv) 2010-11	8.66	5.39	14.04
(v) 2011-12	8.56	5.34	13.90

3. Estimated children to be covered during summer vacation: 20% of above.
4. Central assistance towards the component of free foodgrains: 100 gms. & 150 gms. per child per school day at Primary & Upper-Primary stage
5. Central assistance towards cooking cost: Rs. 2.25/- for Primary stage and Rs. 3.00/- at Upper-Primary stage.
6. Average No. of working days for Primary and Upper-Primary stage: 230 days.
7. Average Attendance Rate : 85% for both Primary and Upper-Primary stage.
8. Average cost of foodgrains (wheat / rice) payable to at BPL rate: Rs. 550 /Qtl.
9. Average transport subsidy : Rs. 80.00 /Qtl.
10. Cost of construction of kitchen-cum-store: Rs. 60,000/- per school. (Primary & Upper-Primary).
11. MME @ 3% of cost of foodgrains, assistance for cooking & transport subsidy reimbursed.
12. Initial non-recurring expenses (gas burner with connection, pressure cooker, storage & serving utensils, etc.): Rs. 5,000/- for Primary school and Rs. 10,000/- for Upper-Primary school per year.

**REQUIREMENT OF FUNDS FOR 2007-08 i.e. First Year of the XI Plan**

Sl. No.	Item	Rates	Annual requirement	
			Quantity (in Lakh Qtl.)	Cost (Rs. In Crore)
1	2	3	4	5
	<b><u>RECURRING EXPENSES</u></b>			
<b>A</b>	<b><u>PRIMARY</u></b>			
(i)	<b><u>Cost of Foodgrains:</u></b>			
		For 8.92 Crore children @0.001 Qtl. Per day for 230 days	205.16	1,128.38
	<b>Sub-Total (i)</b>		<b>205.16</b>	<b>1,128.38</b>
(ii)	<b><u>Transport Subsidy</u></b>	For 205.16 lakh Qtl. @ of average Rs. 80 per Quintal	205.16	164.13
	<b>Sub-Total (ii)</b>		<b>205.16</b>	<b>164.13</b>
(iii)	<b><u>Cooking Cost</u></b>	For 8.92 cr. Children @ Rs. 2.25 per child per day for 230 days		4,616.10
	<b>Sub-Total (iii)</b>			<b>4,616.10</b>
(iv)	<b><u>For MDM during summer vacations in drought-affected areas</u></b>	1.78 Cr. (20% of total) children expected to be covered for 50 days at the rate stated in sub-columns (i), (ii), (iii)		
	a. Cost of foodgrains		8.90	44.50
	b. Transport subsidy		8.90	7.12
	c. Cooking cost			200.25
	<b>Sub-total-(iv)</b>			<b>251.87</b>
	<b>Total - [(i)(ii)+(iii)+(iv)]</b>			<b>6,160.48</b>
(v)	<b><u>Cost towards Management, Monitoring &amp; Evaluation</u></b>	@ 3% of (i)+(ii)+(iii)+(iv)		184.81
	<b>Total-A- FOR PRIMARY</b>			<b>6,345.29</b>
<b>B</b>	<b><u>UPPER-PRIMARY</u></b>			
(i)	<b><u>Cost of Foodgrains</u></b>			
		For 5.50 Crore children @ 0.0015 Qtl. Per day for 230 days	189.75	1,043.63
	<b>Sub-total (i)</b>		<b>189.75</b>	<b>1,043.63</b>
(ii)	<b><u>Transport Subsidy</u></b>	For 189.75 lakh Qtl. @Rs. 80 per Quintal	189.75	151.80
	<b>Sub-total (ii)</b>		<b>189.75</b>	<b>151.80</b>

Sl. No.	Item	Rates	Annual requirement	
			Quantity (in Lakh Qtl.)	Cost (Rs. In Crore)
1	2	3	4	5
(iii)	<b>Cooking Cost</b>	For 5.50 Cr. children @ Rs. 3 per child per day for 230 days		3,795.00
	<b>Sub-Total (iii)</b>			<b>3,795.00</b>
(iv)	<b>For MDM during summer vacations in drought-affected areas</b>	1.10 Cr. (20 % of total) children expected to be covered for 50 days at the rate stated in sub-columns (i), (ii), (iii)		
	a. Cost of foodgrains		8.25	41.25
	b. Transport subsidy		8.25	6.60
	c. Cooking cost			165.00
	<b>Sub-Total-(iv)</b>			<b>212.85</b>
	<b>Total -[(i)+(ii)+(iii)+(iv)]</b>			<b>5,203.28</b>
(v)	<b>Cost towards Management, Monitoring &amp; Evaluation</b>	.@ 3% of (i)+(ii)+(iii)+(iv)		156.10
	<b>TOTAL-B-UPPER-PRIMARY</b>			<b>5,359.37</b>
	<b>TOTAL RECURRING EXPENSES (A+B)</b>			<b>11,704.67</b>
	<b>NON-RECURRING EXPENSES</b>			
<b>C</b>	<b>PRIMARY</b>			
(i)	<b>Construction of kitchen-cum-store</b>	In 2 lakh schools to be taken in 2006-07 @ Rs. 60,000/- per school		1,200.00
(ii)	<b>Cooking-cum-Kitchen Devices</b>	In 2.40 lakh schools @ Rs. 5000/- per school.		120.00
	<b>Sub-Total</b>			<b>1,320.00</b>
<b>D</b>	<b>UPPER-PRIMARY</b>			
(i)	<b>Construction of kitchen-cum-store</b>	In 1 lakh schools to be taken in 2007-08 @ Rs. 60,000/- per school.		600.00
(ii)	<b>Initial one time non-recurring assistance</b>	For 3 lakh schools @ Rs. 10000 per school		300.00
	<b>Sub-Total [(i)+(ii)]</b>			<b>900.00</b>
	<b>TOTAL NON-RECURRING EXPENSES</b>			<b>2,220.00</b>
	<b>GRAND TOTAL [(A)+(B)+(C)+(D)]</b>			<b>13,924.67</b>

Sl. No.	Item	Rates	Annual requirement	
			Quantity (in Lakh Qtl.)	Cost (Rs. In Crore)
1	2	3	4	5

**REQUIREMENT OF FUNDS FOR 2008-09 i.e. Second Year of the XI Plan**

Sl. No.	Item	Rates	Annual requirement	
			Quantity (in Lakh Qtl.)	Cost (Rs. In Crore)
1	2	3	4	5
	<b><u>RECURRING EXPENSES</u></b>			
<b>A</b>	<b><u>PRIMARY</u></b>			
(i)	<b><u>Cost of Foodgrains:</u></b>			
		For 8.83 Crore children @0.001 Qtl. Per day for 230 days	203.09	1,117.00
	<b>Sub-Total (i)</b>		<b>203.09</b>	<b>1,117.00</b>
(ii)	<b><u>Transport Subsidy</u></b>	For 203.09 lakh Qtl. @ of average Rs. 80 per Quintal	203.09	162.47
	<b>Sub-Total (ii)</b>		<b>203.09</b>	<b>162.47</b>
(iii)	<b><u>Cooking Cost</u></b>	For 8.83 cr. Children @ Rs. 2.25 per child per day for 230 days		4,569.53
	<b>Sub-Total (iii)</b>			<b>4,569.53</b>
(iv)	<b><u>For MDM during summer vacations in drought-affected areas</u></b>	1.77 Cr. (20% of total) children expected to be covered for 50 days at the rate stated in sub-columns (i), (ii), (iii)		
	a. Cost of foodgrains		8.85	44.25
	b. Transport subsidy		8.85	7.08
	c. Cooking cost			199.13
	<b>Sub-total-(iv)</b>			<b>250.46</b>
	<b>Total - [(i)(ii)+(iii)+(iv)]</b>			<b>6,099.45</b>
(v)	<b><u>Cost towards Management, Monitoring &amp; Evaluation</u></b>	@ 3% of (i)+(ii)+(iii)+(iv)		182.98
	<b>Total-A- FOR PRIMARY</b>			<b>6,282.43</b>
<b>B</b>	<b><u>UPPER-PRIMARY</u></b>			
(i)	<b><u>Cost of Foodgrains</u></b>			
		For 5.46 Crore children @ 0.0015 Qtl. Per day for 230 days	207.00	1,138.50
	<b>Sub-total (i)</b>		<b>207.00</b>	<b>1,138.50</b>
(ii)	<b><u>Transport Subsidy</u></b>	For 207 lakh Qtl. @Rs. 80 per Quintal	207.00	165.60
	<b>Sub-total (ii)</b>		<b>207.00</b>	<b>165.60</b>

Sl. No.	Item	Rates	Annual requirement	
			Quantity (in Lakh Qtl.)	Cost (Rs. In Crore)
1	2	3	4	5
(iii)	<b>Cooking Cost</b>	For 5.46 Cr. children @ Rs. 3 per child per day for 230 days		3,767.40
	<b>Sub-Total (iii)</b>			<b>3,767.40</b>
(iv)	<b>For MDM during summer vacations in drought-affected areas</b>	1.09 Cr. (20 % of total) children expected to be covered for 50 days at the rate stated in sub-columns (i), (ii), (iii)		
	a. Cost of foodgrains		8.18	40.88
	b. Transport subsidy		8.18	6.54
	c. Cooking cost			163.50
	<b>Sub-Total-(iv)</b>			<b>210.92</b>
	<b>Total -[(i)+(ii)+(iii)+(iv)]</b>			<b>5,282.42</b>
(v)	<b>Cost towards Management, Monitoring &amp; Evaluation</b>	.@ 3% of (i)+(ii)+(iii)+(iv)		158.47
	<b>TOTAL-B-UPPER-PRIMARY</b>			<b>5,440.89</b>
	<b>TOTAL RECURRING EXPENSES (A+B)</b>			<b>11,723.32</b>
	<b><u>NON-RECURRING EXPENSES</u></b>			
<b>C</b>	<b><u>PRIMARY</u></b>			
(i)	<b><u>Construction of kitchen-cum-store</u></b>	In 1.13 lakh schools to be taken in 2006-07 @ Rs. 60,000/- per school		678.00
(ii)	<b><u>Cooking-cum-Kitchen Devices</u></b>	In 2.40 lakh schools @ Rs. 5000/- per school.		120.00
	<b>Sub-Total</b>			<b>798.00</b>
<b>D</b>	<b><u>UPPER-PRIMARY</u></b>			
(i)	<b><u>Construction of kitchen-cum-store</u></b>	In 1 lakh schools to be taken in 2007-08 @ Rs. 60,000/- per school.		600.00
(ii)	<b><u>Initial one time non-recurring assistance</u></b>	NIL		-
	<b>Sub-Total [(i)+(ii)]</b>			<b>600.00</b>
	<b>TOTAL NON-RECURRING EXPENSES</b>			<b>1,398.00</b>
	<b>GRAND TOTAL [(A)+(B)+(C)+(D)]</b>			<b>13,121.32</b>

Sl. No.	Item	Rates	Annual requirement	
			Quantity (in Lakh Qtl.)	Cost (Rs. In Crore)
1	2	3	4	5

**REQUIREMENT OF FUNDS FOR 2009-10 i.e. Third Year of the XI Plan**

Sl. No.	Item	Rates	Annual requirement	
			Quantity (in Lakh Qtl.)	Cost (Rs. In Crore)
1	2	3	4	5
	<b><u>RECURRING EXPENSES</u></b>			
<b>A</b>	<b><u>PRIMARY</u></b>			
(i)	<b><u>Cost of Foodgrains:</u></b>			
		For 8.75 Crore children @0.001 Qtl. Per day for 230 days	201.25	1,106.88
	<b>Sub-Total (i)</b>		<b>201.25</b>	<b>1,106.88</b>
(ii)	<b><u>Transport Subsidy</u></b>	For 201.25 lakh Qtl. @ of average Rs. 80 per Quintal	201.25	161.00
	<b>Sub-Total (ii)</b>		<b>201.25</b>	<b>161.00</b>
(iii)	<b><u>Cooking Cost</u></b>	For 8.75 cr. Children @ Rs. 2.25 per child per day for 230 days		4,528.13
	<b>Sub-Total (iii)</b>			<b>4,528.13</b>
(iv)	<b><u>For MDM during summer vacations in drought-affected areas</u></b>	1.75 Cr. (20% of total) children expected to be covered for 50 days at the rate stated in sub-columns (i), (ii), (iii)		
	a. Cost of foodgrains		8.75	43.75
	b. Transport subsidy		8.75	7.00
	c. Cooking cost			196.88
	<b>Sub-total-(iv)</b>			<b>247.63</b>
	<b>Total - [(i)(ii)+(iii)+(iv)]</b>			<b>6,043.63</b>
(v)	<b><u>Cost towards Management, Monitoring &amp; Evaluation</u></b>	@ 3% of (i)+(ii)+(iii)+(iv)		181.31
	<b>Total-A- FOR PRIMARY</b>			<b>6,224.93</b>
<b>B</b>	<b><u>UPPER-PRIMARY</u></b>			
(i)	<b><u>Cost of Foodgrains</u></b>			
		For 5.42 Crore children @ 0.0015 Qtl. Per day for 230 days	186.99	1,028.45
	<b>Sub-total (i)</b>		<b>186.99</b>	<b>1,028.45</b>
(ii)	<b><u>Transport Subsidy</u></b>	For 186.99 lakh Qtl. @Rs. 80 per Quintal	186.99	149.59
	<b>Sub-total (ii)</b>		<b>186.99</b>	<b>149.59</b>



Sl. No.	Item	Rates	Annual requirement	
			Quantity (in Lakh Qtl.)	Cost (Rs. In Crore)
1	2	3	4	5
(iii)	<b>Cooking Cost</b>	For 5.42 Cr. children @ Rs. 3 per child per day for 230 days		3,739.80
	<b>Sub-Total (iii)</b>			<b>3,739.80</b>
(iv)	<b>For MDM during summer vacations in drought-affected areas</b>	1.08 Cr. (20 % of total) children expected to be covered for 50 days at the rate stated in sub-columns (i), (ii), (iii)		
	a. Cost of foodgrains		8.10	40.50
	b. Transport subsidy		8.10	6.48
	c. Cooking cost			162.00
	<b>Sub-Total-(iv)</b>			<b>208.98</b>
	<b>Total -[(i)+(ii)+(iii)+(iv)]</b>			<b>5,126.82</b>
(v)	<b>Cost towards Management, Monitoring &amp; Evaluation</b>	.@ 3% of (i)+(ii)+(iii)+(iv)		153.80
	<b>TOTAL-B-UPPER-PRIMARY</b>			<b>5,280.62</b>
	<b>TOTAL RECURRING EXPENSES (A+B)</b>			<b>11,505.56</b>
	<b><u>NON-RECURRING EXPENSES</u></b>			
<b>C</b>	<b><u>PRIMARY</u></b>			
(i)	<b>Construction of kitchen-cum-store</b>	NIL		-
(ii)	<b>Cooking-cum-Kitchen Devices</b>	NIL		-
	<b>Sub-Total</b>			-
<b>D</b>	<b><u>UPPER-PRIMARY</u></b>			
(i)	<b>Construction of kitchen-cum-store</b>	In 1 lakh schools to be taken in 2007-08 @ Rs. 60,000/- per school.		600.00
(ii)	<b>Initial one time non-recurring assistance</b>	NIL		-
	<b>Sub-Total [(i)+(ii)]</b>			<b>600.00</b>
	<b>TOTAL NON-RECURRING EXPENSES</b>			<b>600.00</b>
	<b>GRAND TOTAL [(A)+(B)+(C)+(D)]</b>			<b>12,105.56</b>

Sl. No.	Item	Rates	Annual requirement	
			Quantity (in Lakh Qtl.)	Cost (Rs. In Crore)
1	2	3	4	5

**REQUIREMENT OF FUNDS FOR 2010-11 i.e. Fourth Year of the XI Plan**

Sl. No.	Item	Rates	Annual requirement	
			Quantity (in Lakh Qtl.)	Cost (Rs. In Crore)
1	2	3	4	5
	<b><u>RECURRING EXPENSES</u></b>			
<b>A</b>	<b><u>PRIMARY</u></b>			
(i)	<b><u>Cost of Foodgrains:</u></b>			
		For 8.66 Crore children @0.001 Qtl. Per day for 230 days	199.18	1,095.49
	<b>Sub-Total (i)</b>		<b>199.18</b>	<b>1,095.49</b>
(ii)	<b><u>Transport Subsidy</u></b>	For 199.18 lakh Qtl. @ of average Rs. 80 per Quintal	199.18	159.34
	<b>Sub-Total (ii)</b>		<b>199.18</b>	<b>159.34</b>
(iii)	<b><u>Cooking Cost</u></b>	For 8.66 cr. Children @ Rs. 2.25 per child per day for 230 days		4,481.55
	<b>Sub-Total (iii)</b>			<b>4,481.55</b>
(iv)	<b><u>For MDM during summer vacations in drought-affected areas</u></b>	1.73 Cr. (20% of total) children expected to be covered for 50 days at the rate stated in sub-columns (i), (ii), (iii)		
	a. Cost of foodgrains		8.65	43.25
	b. Transport subsidy		8.65	6.92
	c. Cooking cost			194.63
	<b>Sub-total-(iv)</b>			<b>244.80</b>
	<b>Total - [(i)(ii)+(iii)+(iv)]</b>			<b>5,981.18</b>
(v)	<b><u>Cost towards Management, Monitoring &amp; Evaluation</u></b>	@ 3% of (i)+(ii)+(iii)+(iv)		179.44
	<b>Total-A- FOR PRIMARY</b>			<b>6,160.61</b>
<b>B</b>	<b><u>UPPER-PRIMARY</u></b>			
(i)	<b><u>Cost of Foodgrains</u></b>			
		For 5.39 Crore children @ 0.0015 Qtl. Per day for 230 days	185.96	1,022.75
	<b>Sub-total (i)</b>		<b>185.96</b>	<b>1,022.75</b>
(ii)	<b><u>Transport Subsidy</u></b>	For 185.96 lakh Qtl. @Rs. 80 per Quintal	185.96	148.76
	<b>Sub-total (ii)</b>		<b>185.96</b>	<b>148.76</b>

Sl. No.	Item	Rates	Annual requirement	
			Quantity (in Lakh Qtl.)	Cost (Rs. In Crore)
1	2	3	4	5
(iii)	<b>Cooking Cost</b>	For 5.39 Cr. children @ Rs. 3 per child per day for 230 days		3,719.10
	<b>Sub-Total (iii)</b>			<b>3,719.10</b>
(iv)	<b>For MDM during summer vacations in drought-affected areas</b>	1.08 Cr. (20 % of total) children expected to be covered for 50 days at the rate stated in sub-columns (i), (ii), (iii)		
	a. Cost of foodgrains		8.10	40.50
	b. Transport subsidy		8.10	6.48
	c. Cooking cost			162.00
	<b>Sub-Total-(iv)</b>			<b>208.98</b>
	<b>Total -[(i)+(ii)+(iii)+(iv)]</b>			<b>5,099.60</b>
(v)	<b>Cost towards Management, Monitoring &amp; Evaluation</b>	.@ 3% of (i)+(ii)+(iii)+(iv)		152.99
	<b>TOTAL-B-UPPER-PRIMARY</b>			<b>5,252.58</b>
	<b>TOTAL RECURRING EXPENSES (A+B)</b>			<b>11,413.20</b>
	<b><u>NON-RECURRING EXPENSES</u></b>			
<b>C</b>	<b><u>PRIMARY</u></b>			
(i)	<b>Construction of kitchen-cum-store</b>	NIL		-
(ii)	<b>Cooking-cum-Kitchen Devices</b>	NIL		-
	<b>Sub-Total</b>			-
<b>D</b>	<b><u>UPPER-PRIMARY</u></b>			
(i)	<b>Construction of kitchen-cum-store</b>	NIL		-
(ii)	<b>Initial one time non-recurring assistance</b>	NIL		-
	<b>Sub-Total [(i)+(ii)]</b>			-
	<b>TOTAL NON-RECURRING EXPENSES</b>			-
	<b>GRAND TOTAL [(A)+(B)+(C)+(D)]</b>			<b>11,413.20</b>

Sl. No.	Item	Rates	Annual requirement	
			Quantity (in Lakh Qtl.)	Cost (Rs. In Crore)
1	2	3	4	5

**REQUIREMENT OF FUNDS FOR 2011-12 i.e. Fifty Year of the XI Plan**

Sl. No.	Item	Rates	Annual requirement	
			Quantity (in Lakh Qtl.)	Cost (Rs. In Crore)
1	2	3	4	5
	<b><u>RECURRING EXPENSES</u></b>			
<b>A</b>	<b><u>PRIMARY</u></b>			
(i)	<b><u>Cost of Foodgrains:</u></b>			
		For 8.56 Crore children @0.001 Qtl. Per day for 230 days	196.88	1,082.84
	<b>Sub-Total (i)</b>		<b>196.88</b>	<b>1,082.84</b>
(ii)	<b><u>Transport Subsidy</u></b>			
		For 196.88 lakh Qtl. @ of average Rs. 80 per Quintal	196.88	157.50
	<b>Sub-Total (ii)</b>		<b>196.88</b>	<b>157.50</b>
(iii)	<b><u>Cooking Cost</u></b>			
		For 8.56 cr. Children @ Rs. 2.25 per child per day for 230 days		4,429.80
	<b>Sub-Total (iii)</b>			<b>4,429.80</b>
(iv)	<b><u>For MDM during summer vacations in drought-affected areas</u></b>			
		1.71 Cr. (20% of total) children expected to be covered for 50 days at the rate stated in sub-columns (i), (ii), (iii)		
	a. Cost of foodgrains		8.55	42.75
	b. Transport subsidy		8.55	6.84
	c. Cooking cost			192.38
	<b>Sub-total-(iv)</b>			<b>241.97</b>
	<b>Total - [(i)+(ii)+(iii)+(iv)]</b>			<b>5,912.11</b>
(v)	<b><u>Cost towards Management, Monitoring &amp; Evaluation</u></b>	@ 3% of (i)+(ii)+(iii)+(iv)		177.36
	<b>Total-A- FOR PRIMARY</b>			<b>6,089.47</b>
<b>B</b>	<b><u>UPPER-PRIMARY</u></b>			
(i)	<b><u>Cost of Foodgrains</u></b>			
		For 5.34 Crore children @ 0.0015 Qtl. Per day for 230 days	184.23	1,013.27
	<b>Sub-total (i)</b>		<b>184.23</b>	<b>1,013.27</b>
(ii)	<b><u>Transport Subsidy</u></b>			
		For 184.23 lakh Qtl. @Rs. 80 per Quintal	184.23	147.38
	<b>Sub-total (ii)</b>		<b>184.23</b>	<b>147.38</b>

Sl. No.	Item	Rates	Annual requirement	
			Quantity (in Lakh Qtl.)	Cost (Rs. In Crore)
1	2	3	4	5
(iii)	<b>Cooking Cost</b>	For 5.34 cr. children @ Rs. 3 per child per day for 230 days		3,684.60
	<b>Sub-Total (iii)</b>			<b>3,684.60</b>
(iv)	<b>For MDM during summer vacations in drought-affected areas</b>	1.07 Cr. (20 % of total) children expected to be covered for 50 days at the rate stated in sub-columns (i), (ii), (iii)		
	a. Cost of foodgrains		8.03	40.13
	b. Transport subsidy		8.03	6.42
	c. Cooking cost			160.50
	<b>Sub-Total-(iv)</b>			<b>207.05</b>
	<b>Total -[(i)+(ii)+(iii)+(iv)]</b>			<b>5,052.29</b>
(v)	<b>Cost towards Management, Monitoring &amp; Evaluation</b>	.@ 3% of (i)+(ii)+(iii)+(iv)		151.57
	<b>TOTAL-B-UPPER-PRIMARY</b>			<b>5,203.86</b>
	<b>TOTAL RECURRING EXPENSES (A+B)</b>			<b>11,293.34</b>
	<b><u>NON-RECURRING EXPENSES</u></b>			
<b>C</b>	<b><u>PRIMARY</u></b>			
(i)	<b>Construction of kitchen-cum-store</b>	NIL		-
(ii)	<b>Cooking-cum-Kitchen Devices</b>	NIL		-
	<b>Sub-Total</b>			-
<b>D</b>	<b><u>UPPER-PRIMARY</u></b>			
(i)	<b>Construction of kitchen-cum-store</b>	NIL		-
(ii)	<b>Initial one time non-recurring assistance</b>	NIL		-
	<b>Sub-Total [(i)+(ii)]</b>			-
	<b>TOTAL NON-RECURRING EXPENSES</b>			-
	<b>GRAND TOTAL [(A)+(B)+(C)+(D)]</b>			<b>11,293.34</b>

## SECTION IV

### *Teacher Education*

#### I. ***PREAMBLE:***

Teachers are at the heart of the educational system. The importance of professional development of teachers has been recognised since the 1960s. The National Policy on Education, 1986 also emphasised the significance and need for a decentralised system for the professional preparation of teachers. This policy was put in place proactively by the Central Government in the 8<sup>th</sup> Plan with the establishment of District Institutes of Education and Training (DIET), State Councils of Educational Research and Training (SCERT) and Colleges of Teacher Education (CTE) through the Centrally Sponsored Scheme for Teacher Education and Re-organisation. Since the 1990s, further decentralisation has led to the formation of Block Resource Centres (BRC) and Cluster Resource Centres (CRC).

Alongside these developments, the spatial and numerical expansion of schooling facilities at primary, upper primary, secondary levels has resulted in corresponding increase in the demand for teachers. The recent Constitutional amendment to make education a fundamental right reasserts the political commitment of the state towards education for all children in the age group 6 to 14 years. This poses exceptional challenges for teachers. All the more, there is need to focus energies on revitalizing the teacher education sector and recognizing the centrality of the teacher in the process of educational reforms.

The past decade has been a period of great stress on teachers and challenges for the state school system as is evident from the shift of the school-going population away from state schools to private schools in search of quality; the proliferation of a sub-standard and unregulated private school sector; the decline in the quality of teacher education and the increasing informalisation of the school system with an indiscriminate increase of the under-qualified cadre of para teachers. Untrained teachers have been appointed in very large numbers in the primary stage - the most crucial stage of education. Teacher shortages, para teachers, single-teacher schools, multi-age-grade schools characterize much of the school system. The school education system thus reveals several systemic gaps.

At the same time, following the implementation of Panchayati Raj, India has witnessed a remarkable growth in democratic participation and self-governance, and has also made advances towards the recognition of human rights of the marginalized groups. The past decade has also been marked by important achievements in the sphere of women's rights and special provisions to overcome regional disparities. However, although elementary

school teaching is viewed primarily as a feminine profession, there exists a gender gap of more than 10% in the recruitment of male and women teachers. This has additional importance when viewed in the context of girls' enrolment which is critically dependent upon the presence of a female teacher. Sarva Shiksha Abhiyan (SSA) has, since 2003, enabled increase in primary school enrolment. The Government of India's proposed scheme for universalisation of secondary education holds promise of continued leadership provided by the center for initiatives to be taken by the states. The challenge lying ahead is to recognize and enhance the role of teachers in shaping the social transformation that India critically needs.

While the Indian Constitution commits itself to the provision of free and compulsory education for all children in the 6 - 14 age group, many states do not even have an elementary school teacher cadre. Moreover, the nomenclature used in the classification of teacher education programmes (approved by the NCTE) for the elementary stage of education varies from state to state, and the existing classification is not consistent with the Constitutional commitment. Consequently, a number of contradictions have arisen in the process and structure of school education and its impact has been felt in teacher education. Teachers teaching up to grade VIII, whether in composite, primary or middle schools, need to be considered a professional cadre and require a process of training that addresses the specific learning and developmental needs of children up to 14 + years.

Viewed in the context of current realities, Teacher Education programmes are found to be inadequate in terms of its academic organisation, relevance and professional skills. Several Committees on teachers have repeatedly pointed out that teacher preparation has become a weak link in the educational system. This calls for corresponding expansion and quality enhancement in the teacher education system. Quality issues in education are inextricably linked to quality issues in teacher preparation.

***As Tagore asked: How can we expect teachers who do not enquire, to impart the spirit of enquiry to children?***

## **II. POLICY CONTEXT OF TEACHER EDUCATION**

The earliest policy formulations emphasized the need for teacher education to be "...brought into the mainstream of the academic life of the Universities on the one hand and of school life and educational developments on the other" (Kothari Commission, 1964-66). It is indeed a matter of concern that teacher education institutes continue to exist as insular organizations even within the University system where many are located. Recognising 'quality' as the essence of a programme of teacher education, the Commission recommended the introduction of "integrated courses of general and professional education

in Universities...with greater scope for self-study and discussion...and...a comprehensive programme of internship."

Subsequently, while observing that "...what obtains in the majority of our Teaching Colleges and Training Institutes is woefully inadequate..." the Chattopadhyaya Committee Report (1983-85), reiterated the need "...to enable general and professional education to be pursued concurrently..." and emphasized that "...an integrated four year programme should be developed carefully...(while also making it) possible for some of the existing colleges of Science and Arts to introduce an Education Department along with their other programmes allowing for a section of their students to opt for teacher education."

The National Policy of Education (NPE 1986/92) recognized that "...teachers should have the freedom to innovate, to devise appropriate methods of communication and activities relevant to the needs of and capabilities of and the concerns of the community." The policy further states that "...teacher education is a continuous process, and its pre-service and in-service components are inseparable. As the first step, the system of teacher education will be overhauled."

The Acharya Ramamurti Committee (1990) in its review of the NPE 1986 observed that an internship model for teacher training should be adopted because "...the internship model is firmly based on the primary value of actual field experience in a realistic situation, on the development of teaching skills by practice over a period of time."

Commenting on how the inadequacy of programmes of teacher preparation lead to unsatisfactory quality of learning in schools, the Yashpal Committee Report (1993) recommended that "...the content of the (teacher preparation) programme should be restructured to ensure its relevance to the changing needs of school education. The emphasis in these programmes should be on enabling the trainees to acquire the ability for self-learning and independent thinking."

The National Curriculum Framework (NCF) 2005 provides a comprehensive approach to child centred education. The perspective on education has shifted from rote-based transmitting of information to making teaching a means of harnessing the child's creative nature. There is unprecedented public demand for quality education. NCF, 2005 with its focus on the concerns of the learner and the teacher provides a new opportunity to intervene in the otherwise neglected sector of teacher education. Connecting knowledge to life outside the school and enriching the curriculum by making it less textbook-centered are two important concerns of the NCF. In order to help children move away from rote learning, teachers will need to be prepared to give children the opportunity to derive meaning from what they read, see, hear and experience.



This is possible only when teachers are able to play an active role in the design of learning materials, and have the knowledge and skills to organize meaningful learning experiences and to use evaluation as means to improve their own performance. For this to happen, the teacher needs several support mechanisms, including a pool of learning resources to choose from, the skills to identify developmentally appropriate text materials, a critical and analytic mind and the opportunity to engage children with learning resources outside the classroom.

The critical engagement of university-based academics and professionals has been characteristic of the articulation of the National Curriculum Framework, 2005, its precursor - the 21 position papers on critical areas of school education and the NCERT's new school textbooks. Academics from across different disciplines of central and state universities along with school practitioners have participated in this mammoth exercise through the aegis of the NCERT but without an enabling provision for an official and collective institutional mandate that such challenging tasks demand. Indeed, in each of these engagements, which need not be taken to be separate and sporadic 'tasks' - whether it is the academic restructuring of elementary textbooks, or its associated orientation of teachers - Universities have a major institutional role to play, significantly now, even more at the national level.

Education is a multidisciplinary area in that it has to draw on other disciplines such as psychology, sociology and philosophy. While this has helped in giving the discipline a more comprehensive and inclusive character; it has not enabled a dialogue towards a discourse that is distinct and is capable of addressing 'real' issues. Inter-disciplinarity has been largely an exercise in collating different strands of knowledge from diverse disciplines within the educational umbrella, but has not forged a blurring of boundaries, enabling inter-disciplinary enquiry. Our own context, where millions of children may enroll in school but are evidently 'not learning', underscores the importance of problematising, the question of 'school knowledge' and redefining our understanding of 'learning', through an inter-disciplinary engagement with the learner. While the NCF, 2005 has situated the curriculum debate in this frame, the Teacher Education Curriculum debate needs to be brought in this frame as well.

An interdisciplinary platform for teacher education, educational research and practice needs to be established through structures that make provision for widening the base for the intake of teacher educators and teacher trainees. This can be done through a focus on +2, undergraduate and lateral disciplinary entry in courses on education especially in areas of critical gaps in the social sciences, sciences, mathematics and languages. Inter-disciplinary postgraduate programmes of study in elementary and secondary education

with specialization in Curriculum Studies, Pedagogic Studies and Assessment need to be designed such that students may opt for credit courses offered in different Departments of the University. This would help develop a cadre of professionals such as curriculum developers, pedagogues in sciences, social sciences, languages and mathematics; facilitate students to engage with critical areas of research in the field, thereby developing the discipline through the creation of a body of knowledge in the Indian context. This will not only enable education for social transformation but university-linked social action for educational transformation; linking social and natural science research with educational theory and practice and developing a forum for the development of Education as an interdisciplinary area, rather than a generalist area of knowledge.

The recent revised draft Curriculum Framework for Teacher Education prepared by NCTE in collaboration with NCERT (2006) points to necessary space and vision for a convergence between school curriculum and the education of teachers. The challenge lies in enabling an appropriate institutional response for the concrete realization of this new vision through the five year plan schemes.

The rapid expansion of ICT in India, the exclusive development of a satellite system to enable educational communication and the increasing use of methods such as tele-video-conferencing to network teachers, teacher educators and curriculum developers are indications of revolutionary new opportunities.

### **III. REVIEW OF TEACHER EDUCATION IN THE 10<sup>TH</sup> PLAN**

The 10<sup>th</sup> Plan document emphasizes the importance of investing in the improvement of teachers and teacher education: "*Improving the performance of teachers is the most important challenge in elementary education as they are the principal instruments of education. The plan proposes to implement specific actions in this area through three interrelated strategies, namely, (a) Development and strengthening of teacher education institutes; (b) Strengthening of Block Resource Centres (BRCs) and Cluster Resource Centres (CRCs); and (c) Professional development of practitioners, i.e., teacher educators, managers and others.*" In fact, none of these represented a new strategy or programme in the area of teacher education. Development and strengthening of teacher education institutions was part of the centrally sponsored scheme (Restructuring and Reorganization of Teacher Education programme) launched under the 8<sup>th</sup> Plan as a follow-up to the recommendations of the National Policy on Education - 1986. Practically all components of the Scheme were implemented under the 10<sup>th</sup> Plan with Central Government funding.

### **District Institutes of Education and Training**

In quantitative terms, the implementation of the highly input intensive programme of the District Institute of Education and Training (DIETs) has progressed well; 566 DIETs/ DRCs were approved, of which 466 DIETs have become operational. There is therefore a DIET in practically all districts of the country. However, evaluation studies of DIETs conducted by the National Institute of Educational Planning and Administration (NIEPA) and National Council of Educational Research and Training (NCERT) have pointed to several systemic problems concerning DIETs. These have also been acknowledged in the Report of the Working Group on Elementary Education and Literacy set up for the 10<sup>th</sup> Plan. These studies indicate that of the 8-9 Units that constitute a DIET almost uniformly across the country, only two units, namely, Pre-service Teacher Education Unit and In-service Teacher Education Unit, have been doing substantial work as envisaged in the original Vision of a DIET. Some DIETs have been involved in the production of locally relevant teaching-learning material. Some others are involved in district planning and information management as part of DPEP and SSA. But these are sporadic and much of the work assigned to DIETs depends on the perception of the States of their role; these perceptions vary from State to State. DPEP, in most cases, envisioned very little linkage between the work of the DIETs and the field activities taking place in the District. This legacy continues with SSA. The systemic disjunct between SSA and DIET formulations through the central schemes needs to be bridged. Another feature pointed out by the NIEPA and mid term study is that resource utilization towards library and other equipment including computers in the case of DIETs was poor.

The 9<sup>th</sup> Plan recommended individual memorandum of understanding with state governments for committed autonomy and placement of qualified personnel in DIETs. Not much progress could be achieved in this direction, mainly on account of reluctance of the state governments/ UT Administrations who perceived central Teacher Education schemes as 'projects' which will terminate, and hence were hesitant to give permanent commitment to personnel required for Teacher Education.. It is a fact that all CSS schemes are eventually expected to be absorbed by states, and Teacher Education is no exception. But this does not mean that central thrusts are of no value. In truth, the Centre is shouldering the states' responsibility for Teacher Education. It should be noted that the central government has been investing a huge proportion of the development budget in the DIET scheme and a proper action plan to revitalize these is critical if quality of teacher education at the elementary stage is to be achieved.

**Table 1: State-wise Number of DIETs**

S. No.	STATES/UTS	TOTAL DISTRICTS.	DIETs SANCTIONED	DIETs FUNCTIONAL
1	Andhra Pradesh	23	23	23
2.	Arunachal Pradesh	15	11	6
3.	Assam	23	23	19
4.	Bihar	37	24	24
5.	Chhattisgarh	16	16	7
6.	Goa	2	1	1
7.	Gujarat	25	26	23
8.	Haryana	19	17	12
9.	Himachal Pradesh	12	12	12
10.	Jammu & Kashmir	14	14	14
11.	Jharkhand	22	10	6
12	Karnataka	27	27	20
13	Kerala	14	14	14
14	Madhya Pradesh	45	45	38
15	Maharashtra	35	34	29
16	Manipur	9	9	8
17	Meghalaya	7	7	7
18	Mizoram	8	8	8
19	Nagaland	8	7	6
20	Orissa	30	30	13
21	Punjab	17	17	12
22	Rajasthan	32	32	30
23	Sikkim	4	3	1
24	Tamil Nadu	30	29	29
25	Tripura	4	4	2
26	Uttar Pradesh	70	70	70
27	Uttaranchal	13	13	9
28	West Bengal	18	18	13
29	A & N Islands	2	1	1
30.	Delhi	9	9	7
31	Pondicherry	4	1	1
32.	Lakshadweep	1	1	1
33	Daman & Diu	2	0	0
34	Dadra & Nagar Haveli	1	0	0
35	Chandigarh	1	0	0
	<b>Total</b>	<b>599</b>	<b>556</b>	<b>466</b>

The objective of establishing a DIET in each District was to influence the quality of teacher education programmes through innovative pre-service and in-service education programmes initiated by the faculty of these institutions. However, DIETS have been constrained by several factors that need attention in the 11th Plan proposals:

- There has been no proper arrangement for recruiting faculty trained in Elementary Education;
- Most DIET faculty positions are filled by personnel on deputation creating a handicap for continued professional learning by the teacher educators;
- Expansion of the elementary education system has resulted in arbitrary increase in intake for the pre-service courses; the intake in many DIETs has been doubled in many states;
- The problem has been compounded by the mass-scale recruitment of para-teachers in several states; consequently, pre-service training in several states has been suspended in order to accommodate para teachers' training. The XI Plan seeks to correct this imbalance through a time-bound package directed at specific states.
- There has been a massive increase in the number of private teacher training institutions, creating an imbalance in favour of urban areas in the spread of teacher training facilities; in particular, this has affected access of persons from marginalized groups in the relatively more rural and remote areas to teacher education;
- DIETS have remained isolated from current research and the academic community due to the absence of linkages with academic and higher education.

These unresolved issues and problems have seriously affected the system of elementary teacher education both in terms of quality and equity. Consequently, with the mushrooming of low quality private institutions (with NCTE approval), DIETs are being pushed to the margin and are losing their importance in influencing teacher education. There is an urgent need for the State to intervene by acting on two fronts: (1) Enrich and sustain existing state supported institutions for Teacher Education and increase the number of such institutions in remote and backward localities, in order to meet the expanding need for trained teachers and for making the system more equitable. (2) Upgrade in a phased manner elementary teacher education programme by enhancing its status in the academic hierarchy and creating appropriate linkages with the higher education system.

**Colleges of Teacher Education & Institutes of Advanced Study in Education**

Colleges of Teacher Education (CTEs) were expected to become the central support organizations for in-service education of secondary teachers. With this objective in view 104 Secondary Teacher Education Institutes were upgraded as CTEs to extend in-service training facilities in their respective areas. There is no study to evaluate the performance of CTEs. In addition, 31 Institutes of Advanced Study (IASEs) were established in various Universities and Secondary Teacher Training Institutions.

**Table 2: State-wise Number of CTEs & IASEs**

S. No.	STATE/UT	TOTAL DISTs.	CTEs/IASEs SANCTIONED		CTEs/IASEs FUNCTIONAL	
			CTEs	IASEs	CTEs	IASEs
1	Andhra Pradesh	23	8	2	8	2
2.	Arunachal Pradesh	15	0	0	0	0
3.	Assam	23	8	2	8	2
4.	Bihar	37	4	0	4	0
5.	Chhattisgarh	16	1	1	1	1
6.	Goa	2	0	0	0	0
7.	Gujarat	25	8	2	8	2
8.	Haryana	19	0	1	0	1
9.	Himachal Pradesh	12	1	0	1	0
10.	Jammu & Kashmir	14	2	0	2	0
11.	Jharkhand	22	1	0	1	0
12	Karnataka	27	9	2	9	2
13	Kerala	14	3	1	3	1
14	Madhya Pradesh	45	6	2	6	2
15	Maharashtra	35	12	2	12	2
16	Manipur	9	1	0	1	0
17	Meghalaya	7	2	0	2	0
18	Mizoram	8	0	1	0	1
19	Nagaland	8	1	0	1	0
20	Orissa	30	10	2	10	2
21	Punjab	17	2	1	2	1
22	Rajasthan	32	9	2	9	2
23	Sikkim	4	0	0	0	0
24	Tamil Nadu	30	5	2	5	2
25	Tripura	4	1	0	1	0

S. No.	STATE/UT	TOTAL DISTs.	CTEs/IASEs SANCTIONED		CTEs/IASEs FUNCTIONAL	
			CTEs	IASEs	CTEs	IASEs
26	Uttar Pradesh	70	3	3	3	3
27	Uttaranchal	13	3	1	3	1
28	West Bengal	18	4	2	4	2
29	A & N Islands	2	0	0	0	0
30.	Delhi	9	0	2	0	2
31	Pondicherry	4	0	0	0	0
32.	Lakshadweep	1	0	0	0	0
33	Daman & Diu	2	0	0	0	0
34	Dadra & Nagar Haveli	1	0	0	0	0
35	Chandigarh	1	0	0	0	0
	<b>Total</b>	<b>599</b>	<b>104</b>	<b>31</b>	<b>104</b>	<b>31</b>

The distribution of CTEs and IASEs has been uneven across states and even within states. In the case of IASEs, MHRD stipulated under the 10<sup>th</sup> Plan, that there may be only one IASE for every three revenue districts with a maximum of three for each state. The performance of IASEs has not yet been formally evaluated; It is necessary to conduct a comprehensive evaluation and, if necessary, redesign the programmatic parameters of the Scheme.

### **SCERTs and SIEMATs**

Another important component of the Centrally Sponsored Scheme stems from the NPE, 1986, for the creation of SCERTs. States have begun to form SCERTs since 1986 in accordance with the policy. However, states also have the legacy of state based institutions such as the SIEs which existed prior to NPE,1986.

The Central scheme for SCERTs is limited to provision of infrastructure and equipment. Not many SCERTs have taken advantage of the scheme. It is necessary to recognize that SCERTs are state institutions and play a significant role in shaping the school education system at the state level; their systematic strengthening is critical for achieving quality elementary education. Central assistance will need to be tuned to this reality while simultaneously offering incentives to states to enhance the quality of SCERTs.

A related situation exists with respect to the establishment of SIEMAT. SIEMATs are expected to function as apex institutions in education policy, planning and management. A sum of Rs. 3 crores has been earmarked in the 9<sup>th</sup> Plan for the establishment of SIEMATs, but very few states took advantage of this provision. There is need to review the scheme and make it more 'state-friendly'.

### **Block Resource Centres (BRCs) and Cluster Resource Centres (CRCs)**

The programme of establishing BRCs and CRCs as academic support mechanisms for improving teacher training and influencing the teaching-learning process was conceived and implemented in all project districts under DPEP. BRC and CRCs were expanded under SSA. However, as with DPEP, these sub-district structures have no formal linkages with Teacher Education Institutions such as DIETs and SCERTs. This scheme involves huge investment; but apart from some micro-studies/ internal reviews, no systematic evaluation of the scheme has been undertaken at the national level. The micro-studies have undoubtedly brought out several positive features of the scheme, as BRCs/CRCs constitute the first attempt to provide ongoing academic support to all primary school teachers. The studies also, however, highlighted some critical issues that need to be addressed, including for example, the lack of role clarity on the functions of CRCs, the tendency for standardization and ritualisation of training activities at the BRCs without adequate attention to local relevance.

On the whole, although the 10<sup>th</sup> Plan proposed high emphasis on Teacher Education, the main focus of action has been on expanding facilities for in-service training of teachers. NPE, 1986 viewed "*pre-service and in-service training as inseparable, teacher education being a continuous process.*" Even where CTEs/ IASEs, DIETs, BRCs and CRCs have been contributing to tackle the problem, there was no clear perspective on the ways and means of ensuring relevant and need-based education for practising teachers. Generic training packages delivered through these institutions are not likely to meet the changing needs of primary school teachers. The 11<sup>th</sup> Plan must therefore address the issue of creating a proper identity for the Teacher Education sector by upgrading facilities and integrating all levels of teacher education provisions into a common framework. From this angle, the proposal made by the mid-term assessment of the 10<sup>th</sup> Plan to merge DIETS with SSA should not be pursued further. Instead, a long term perspective is required to build strong linkages between DIETs, BRCs and CRCs as integral parts of a holistic district and sub-district teacher support mechanism. Finally, strengthening of teacher education cannot be seen in isolation from the overall effort to study and improve education in general. In fact, teacher education has always drawn academic insights from research, innovations and multi-disciplinary perspective of University based Departments of Education. Unfortunately, this relationship has got weakened over a period of time for secondary teacher education; it has yet to be established for elementary education. It is therefore necessary that systematic efforts are made to create institutional structures within the higher education system that can continuously contribute to the enhancement of elementary and secondary teacher education through concerted research and development activities.



#### IV. **FOCUS AREAS AND NEW THRUST AREAS FOR THE 11<sup>TH</sup> PLAN**

The following broad principles inform the approach to the 11th Plan.

- *Need to work towards and enhancing quality of an integrated system of teacher education*

At present, only 53% of children participate in education at the elementary school stage. Drop outs begin as early as Class III and are high between class V and VI. Several studies including NSS sample surveys have shown that parents take children out of school if they find that children are not learning. This impinges directly on the quality of teacher preparation (non-preparation). Among those never enrolled, the highest proportion are girls who have to look after their younger siblings and hence cannot attend school; children who have not had access to ECCE also tend to drop out. This brings the realm of ECCE into the forefront. Drop-outs are high between primary-upper primary, and upper primary-secondary stages. There is thus a need to align teacher education into an integrated whole across all stages of school education.

- *Linking teacher education with institutions of research and higher education*

Teacher education institutions tend to be isolated from other academic institutions and society. This affects the quality of teacher education. They are not able to participate and learn from current developments in their disciplines. There is need for cross-disciplinary knowledge in the field of education from sociology, economics, for instance, or even from researches on gender, inclusion-exclusion that cuts across disciplines.

- *Continued professional development of teachers and teacher educators*

The teacher in service is one who will be expected to initiate and sustain change. The 11<sup>th</sup> Plan needs to focus on access and quality aspects of in-service teacher education and ensure that it is based on contemporary knowledge and research of disciplines, curricular content and pedagogy. Apex organisations and Universities with SCERTS and DIETs need to:

- Design various models for effective in-service teacher education
- Prepare Framework for In-service Teacher Education and its assessment
- Provide academic support to States for In-service teacher Education
- Prepare materials for In-service teacher education

- *Establishing linkages between CRCs-BRCs-DIETs-SCERTs-Universities/Apex Agencies*

A holistic framework interconnecting the various teacher education institutions ranging from those run by Universities and Research Organisations to SCERT, DIETs, BRCs, CRCs is needed. Detailed plans for the preparation of teacher

educators at each level, academic responsibility, affiliation, and accountability need to be worked out. At present each of these agencies operates more or less in isolation. Efforts should be made to draw up standards for teacher education, along with a plan for academic support at each level. A core team drawn from apex agencies and universities should be set up to evolve these linkages which will then be put in place in the 11<sup>th</sup> Plan.

The 11<sup>th</sup> Plan will place emphasis on:

- Working towards an integrated perspective on teacher education system that links Early Childhood Care and Education, Elementary Education, Secondary and Higher Education with between teacher education institutions at every level
- Teacher education to be interdisciplinary in terms of institutional structures
- Teacher education to enable teachers to re-construct the view of knowledge in various disciplines along with developing a critical understanding of curriculum and pedagogy
- Teacher education to emphasize the social, cultural, economic and political context of children as much as the psychological
- Continued Professional Development of teachers
- Filling systemic gaps

To achieve these objectives, the 11<sup>th</sup> Plan proposes continued pro-active role of the Centre in the area of professional development of teachers that links with and assures quality education for children. The institutions receiving aid under the Scheme should be scrutinised with respect to their roles, functions and expectations. Recognising that systemic gaps cannot be filled by providing 'more of the same', a conscious attempt has been made in the following sections to review present structures with the object of strengthening these structures. Where necessary, fresh structures are proposed, along the lines of the best arrangements available internationally.

While assuring central support for quality education through quality teacher education, it is hoped that processes required at decentralised levels for ensuring access and quality will be continued and strengthened.

## **V. *STRENGTHENING OF EXISTING STRUCTURES/ SCHEMES***

**NCTE:** NCTE is the statutory body vested with the responsibility of maintaining quality standards in teacher education institutions of the country. Performing this task is obviously linked to regulating the establishment of teacher training institutions according to specified norms, matching the need for qualified teachers in different states. There has been almost uncontrolled establishment of private teacher training institutions in recent years leading to high level of unevenness in the availability of quality teacher training institutions. While some States and

some areas within every State have an oversupply of teacher education facilities, other parts suffer from inadequate number of institutions. Further, the existing mechanism for regular monitoring has proved to be inadequate. Considering the fact that quality maintenance of teacher education programme significantly depends on the work of the NCTE it is necessary to strengthen the NCTE. Keeping this in view, the following three proposals to strengthen the functioning of the NCTE are recommended for the 11<sup>th</sup> Plan.

- (a) ***Teacher Education Information Base in Public Domain:*** With the help of specialized institutions NCTE may undertake a state-wise location mapping of Teacher Education institutions. The mapping exercise would be comprehensive covering both private and government institutions imparting professional training to teachers at all levels of schooling. The exercise should result in the creation of a dynamic information base on the teacher education system, which should be available online in the public domain. Based on this exercise, NCTE would maintain a permanent MIS on teacher education in the country through regular updating of information. This is essential for regular assessment of teacher training quality and rationalizing distribution of institutions in a need based manner.
- (b) ***Create additional support systems in the Field:*** The unbridled expansion of the Teacher Education institutions has rendered the existing mechanism of Regional Committees quite inadequate. Ensuring quality in Teacher Education is a tripartite affair involving the NCTE, the State Government and the concerned University/affiliating body. Adherence to norms and standards requires continuous dialogue with these bodies. It is necessary to strengthen and decentralize the work of the NCTE so that quality monitoring is a continuous affair. It is proposed that NCTE should in consultation with State Governments create appropriate additional support mechanisms for its Regional Committees. This would help create stake for the State Governments in the functioning of the NCTE. In the 11<sup>th</sup> Plan support may be provided to each Regional Committee in the form of three faculty members to establish a system of quality monitoring of Teacher Education Institutions.
- (c) ***Strengthening the academic capacity of the NCTE:*** At present NCTE is functioning mainly as an administrative body that draws upon expertise from outside for specific tasks. While this administrative approach should and is likely to continue, it is necessary that NCTE's in-house academic capacity is enhanced in order to make its work more professional. Therefore, three senior academic positions are proposed to be created to deal with the specific tasks of (i) Information Base creation and management; (ii) Quality Assurance Services – preparation and application of guidelines for maintenance of quality in Teacher Education; and (iii) Curriculum Studies in Teacher Education –

periodic development and revision of a National Curriculum Framework for Teacher Education and its advocacy for adoption in different states and universities. Considering that this would still create only limited professional resources within NCTE, it is expected that academic work on these aspects will be carried out in close collaboration with NCERT and other national organizations.

**SCERTS:** SCERTs have been in existence in practically all states of the country for the past three decades. Though SCERTs were envisaged as the single institute in the States for educational research and training, the older, state-created institutions such as the State Institutes of Education also continue to function in some states. It is in the interest of states to amalgamate all units into a single structure/ system, rather than continuing disparate systems and structures across the State.

Some States, including Arunachal Pradesh, Jharkhand, Goa and Sikkim do not have SCERTs. In other states, such as West Bengal and Punjab, SCERT are non-functional on account of lack of sanctioned staff. It is proposed in the 11<sup>th</sup> Plan to provide support for these States to establish and operationalise SCERTs.

SCERTs perform a gamut of functions. They function as affiliating agencies for private and government elementary Teacher Education institutions in the state. They organise entrance examinations for teacher trainees, prepare syllabi, textbooks, teacher resource material and supervise the quality of Teacher Education/ teacher training programmes for ECCE and elementary levels. While recognizing that diverse and state specific needs are being met by SCERTs, efforts must be made to bring about greater focus and coherence in their functioning particularly with respect to Teacher Education and capacity building. SCERTs need to be academically strengthened to perform these roles effectively - not in isolation, but in collaboration with institutions of higher education and research. The proposed Inter-University Centre could play a useful role in this regard. Towards this end, the scheme for supporting SCERT should continue as per the existing norms during the 11<sup>th</sup> Plan.

### **CTEs and IASEs**

As noted earlier, CTEs and IASEs were expected to play a significant role in (a) providing professional development support to the secondary education system, (b) contributing to development of research in Teacher Education; and (c) creating innovative models of pre-service and in-service secondary Teacher Education. This may be pursued in the 11<sup>th</sup> Five Year Plan in the following manner:

1. CTEs that are already sanctioned/ operational during the 10<sup>th</sup> Plan should be provided funding during the 11<sup>th</sup> Plan under current norms. The Scheme may be extended to uncovered areas only after a comprehensive assessment is undertaken through an independent professional agency, based on which guidelines are revised to make the scheme more relevant and functional.
2. IASEs that are already sanctioned / operational during the 10<sup>th</sup> Plan should also be provided funding during the 11<sup>th</sup> Plan under the existing norms. The IASE scheme should also be subjected to a thorough evaluation and reformed appropriately. No expansion of the Scheme should be take up during the 11<sup>th</sup> Plan till the evaluation is completed and revised guidelines are developed. Also, the IASEs may gradually be subsumed under a new Scheme of Schools of Education described later in the chapter.

### **DIETs**

- i. **Strengthening and expansion of DIETs:** The Scheme requires careful redesigning. In particular, the internal structure of the DIETs must be reworked based on the findings of evaluation studies. Revised guidelines should be formulated requiring DIETs to focus on three critical dimensions, namely, (a) innovative pre-service Teacher Education, (b) in-service training of elementary teachers, and (c) production of good quality and locally relevant teaching-learning materials (TLMs). Special attention will be paid in the 11<sup>th</sup> Plan to strengthen academic resource inputs such as library and ICT facilities. The existing limitations notwithstanding, it is a fact that DIETs have emerged as the central institutions to forge development actions in elementary education at district and sub-district levels in many states. Keeping this in view, it is proposed that a DIET each be established in each of the 604 districts of the country. Presently, 566 DIETs have been sanctioned and 466 are operational. Allocations may be made in the 11<sup>th</sup> Plan for continuation of the 566 DIETs and establishment of DIET in the remaining 38 districts.
- ii. **Educational Materials Production in DIETs:** There is urgent need to set up decentralised Educational Materials Production Units. DIETs are ideal for the purpose. The Education Technology (ET) department in DIETs may be reorganised into a Education Material Production Unit to generate/out source/purchase relevant materials of varied nature preferably producible/available locally, as well as to procure materials of relevant quality. These include national and internationally produced materials, provided they meet the relevance criteria at district level.
- iii. **Strengthening Research in DIETs:** Research has been a weak area in DIETs. Some possible ideas for research during the 11<sup>th</sup> Plan could include:
  - Study by DIETs of Status of Mid-Day Meal Scheme in the district including the documentation of local food practices, raw food materials

of the area, cooking practices, local nutrition preservation and enhancement practices, herbs available in the area and use, etc.

- Creating database and creating profiles of the various types of schools in the district including the children who study there, the infrastructure available, who is in and who is out of school, who drops out of school and why, who does well, and who does not in schools, why? role of home and school language in children's learning, lives of teachers, their perceptions and attitudes towards teaching-learning, lives of parents, their perceptions and aspirations for their children's education, teachers available, vacancies and the performance of teachers in the schools
- Socio- cultural life and backgrounds of the children, including documentation of songs, language, dance, puzzles, games, symbols, symbolic practices, etc.
- Natural resources mapping: flora, fauna, bio-mass, ecology, water bodies, relations between food production, distribution, access, employment profiles of parents and children, documenting and negotiating acceptance of local histories, viewed as peoples' engagement with themselves, etc.

Formal institutional resources available in the district such as Colleges, research institutions, NGOs etc., must be drawn in for this research. At least 1000 DIET personnel may be provided intensive orientation for conducting research, by Universities and Research Organisations.

**Re-structuring Elementary Teacher Education Programmes:** The Elementary Teacher Education Diploma offers little in terms of professional and self development of teachers. Only a teacher with a strong sense of self-worth will be able to address the myriad issues in classroom teaching. If the primary school teacher continues to see him/herself as constituting the bottom of the pyramid, no amount of monetary incentives can empower him/her to become an effective teacher. Lack of knowledge of current research findings apart, as such there exists very little base of knowledge from Universities and research institutions in India regarding our children. The primary school teacher and teacher educator alike face this paucity.

Imitating secondary education as it does, the school experience programme for DIET trainees rests on 60 lessons prescribed by NCTE. This narrow understanding that the 'taking' of 60 lessons prepares the teacher is severely questionable. The school experience programme of DIETs necessarily must involve immersing the trainees in real school situations along with a rigorous understanding of pedagogic theory. The role of the Teacher Education institution would then be to 'mentor' students as they experiment, innovate and evolve into their roles as professionals committed to organise classroom experiences of equitable quality.

All primary school systems in the country should strive towards doing away with the one teacher-teach-all practice, and ensure that the teacher teaching a subject must have himself/herself had at least Class XII level qualifications in the subject.

### **Improving Management Monitoring of DIETs**

DIETs have been in operation with 100% funding from the Centre but the management of the Scheme has hitherto been fully left to State Governments. This was done deliberately in the expectation that DIETs are viewed by State Governments as lead institutions for innovation in elementary teacher education, and State Governments move towards creation of cadres of professional Teacher Educators. The attempt to enter into MOUs with State Governments made in the earlier Plans did not have much impact. It is time to recognize that management and monitoring of DIETs, which have come to stay, must be supported more proactively by the Centre during the 11<sup>th</sup> Plan to rectify the situation. Therefore, a small proportion of funds from the overall sum allocated for DIET Scheme should be set apart for management and monitoring. It is also proposed that a national body such as a Prarambhik Shikshak Prashikshan Samiti (PSPS) be established. The role of the PSPS will be to coordinate with State Governments and undertake oversight management of DIETs to ensure that the original vision of the DIETs will be realized during the 11<sup>th</sup> Plan period. The proposal is not intended to take over DIETs from State control, but to facilitate the creation of an innovative management mechanism and jointly ensure that funds allocated are optimally used and adequate professional support is provided to make the DIETs fully functional. The PSPS would also be given the responsibility of overseeing the establishment, operationalisation and management of the Block level Institute of Teacher Education proposed for SC/ST and minority concentration areas.

## **VI. NEW SCHEMES FOR THE 11<sup>TH</sup> PLAN**

### **Professional Development of In-Service Elementary and Secondary Teachers**

Recent years have witnessed massive recruitment of teachers including the appointment of thousands of untrained teachers and para-teachers. While this has helped increase access to schooling facilities, it has also created a large gap in professional standards of teaching. It is important not only to enhance the basic professional standards of all in service teachers but also to ensure continuous professional support and opportunities of enhanced learning. Currently, programmes for in-service teachers at the elementary level are organized by the DIETs and under the SSA through BRCs and CRCs. For secondary level teachers, CTEs and SCERTs are expected to meet the requirement. The sheer magnitude of the number of teachers to be reached - their varying needs and the diverse conditions in which they function - makes the existing facilities quite inadequate. Further, professional development of

teachers must be viewed in a broader perspective going beyond short term training inputs offered under SSA. If continuous professional development of practicing teachers is the goal, it is necessary to enhance institutional facilities and make it mandatory for teachers to access suitable opportunities for professional development. It is important that adequate attention is given to this area in the 11<sup>th</sup> Plan. This would entail expanding institutional facilities in an innovative fashion. Also the nature of in-service education needs of practicing teachers indicate that mere teacher education institutions may not fully serve this purpose. This is particularly the case with respect to upgrading subject knowledge competency and communication capabilities of teachers identified as areas of serious concern in by recent studies. It is desirable to solicit the encourage the involvement of specialized science and social science institutions as well as non-government institutions actively engaged in specialized areas of school education. With these points in view, it is proposed that a comprehensive programme of professional development of practicing teachers be launched during the 11<sup>th</sup> Plan.

(a) *Scheme for training of untrained teachers and para-teachers:* The 10th Plan Mid-Term Review acknowledged systemic gaps created by the infusion of para teachers. This is a serious challenge which should be addressed in a manner that will not compromise the primary objectives of pre-service teacher education as outlined in the XI Plan Approach Paper. Given the large numbers and spread of para teachers, an appropriate method of organizing training programme could be through distance-cum-contact mode. Such a system is currently in place for the North-Eastern states in collaboration with IGNOU. However, mere replication and extension of this mode may not be an answer to the larger questions of teacher preparation. The NCF 2005 also requires teachers who are professionally equipped to review and rework their own acquisition of knowledge, question the modes by which they have been engaged with children's learning and learn participative ways of interaction. This will also have to be coupled with refreshing their own disciplinary knowledge of school subjects, and learn afresh what they have not done through their own schooling. These objectives can be fulfilled meaningfully only through contextualized learning. It is therefore proposed that each of the concerned States prepares a comprehensive time-bound package for the professional education of untrained teachers to be executed in a mission mode during the 11th Plan. This package can be developed in consultation with apex organizations as well as institutes of higher education in their own States. A framework for contextualized Teacher Education should be prepared along with clearly stated course content and expected outcomes. In no case should this programme be less in terms of expectation from the norms laid out by NCTE, although their organization may be flexible. A time-bound scheme for training untrained teachers will be formulated to assist the States. Funding under this may be appropriately linked to SSA, provided the States undertake to cover the backlog of training para teachers in the Plan period, and more importantly also undertake to halt further hiring of para teachers. This will ensure no long-term



recurring burden on the states and enable a transition to a sustainable system of quality teacher education.

- (b) *Scheme for Inservice Training of Secondary Teachers:* The situation with respect to management of secondary education varies widely across the different states. While some states depend largely on private- aided sector for delivery of secondary education, some others have a large number of secondary schools directly managed by the Government. Service conditions governing teachers in these schools also vary considerably. With these variations in view, a new Scheme should be created for comprehensive and sustained coverage of all secondary teachers for inservice training.
- (c) *Scheme for subject knowledge upgradation of practicing teachers:* While the pedagogic dimensions of in-service education are being met, at least partially, by the existing Teacher Education institutions and additional teacher support mechanisms such as BRCs and CRCs, the need for upgradation of subject knowledge has largely remained unmet. The need is enormous involving around 30 lakh elementary teachers and another 10 lakh secondary teachers with varying subject specializations. Therefore, it is proposed that a programme consisting of about 1000 courses every year be offered by select higher education institutions, research centres engaged in science, mathematics and social science areas, and non-government organizations engaged in similar work. Funds allocated for the programme will be managed by SCERTs who will release the money to various institutions as per norms developed by MHRD. Funds could also be utilized by the SCERTs for organizing dual mode courses with the help of existing Teacher Education institutions in collaboration with state level open universities. It is envisaged that NCERT, RIEs and other national level institutions could play a significant role in designing and implementation of the scheme
- (d) *Centres for Language and Communication:* One of the basic requirements of effective teaching is good language communication capability. Unfortunately, adequate attention is not paid to this aspect in pre-service Teacher Education programmes. Decisions in many states to introduce English learning from early primary classes have further increased the significance of this area. It is therefore proposed that a specialized Centre for Language and Communication be established in each State. The Centre will be physically located in an existing Institution. The scheme would provide for three regular faculty members (one professor and three readers) and eight part time faculty per centre. The Centre will design and implement programmes for upgrading language and communication capabilities of practicing teachers in English as well as the State language. Apart from directly implementing such programmes the Centre would also support other higher education institutions to take up similar work.
- (e) *Substitute/Stipend Scheme for Enhancing Academic Qualification:* A special scheme for supporting teachers who would like to go back to the university to enhance their academic and/or professional qualifications would be initiated. The

main purpose of the Scheme will be to offer interested teachers in middle and high schools with opportunities for refreshing their knowledge in Sciences and Social Sciences through specially designed long term programmes in University/College departments.

- (f) *Pre-Service and In-Service Linkages*: Each district has a large number of pre-service teacher education institutes. Each one of them would also need to organise in-service teacher education. For around 10 days a year, common programmes such as seminars, workshops, lectures by experts may be held jointly for both. This will enable interaction among the pre- and in-service teachers.

### **Emerging role of NGOs**

A large number of initiatives have been taken by non-government organizations (NGOs) in the education sector in providing quality, particularly at the elementary education stage. Some NGOs have been providing excellent support in the implementation of SSA in a collaborative manner. Planners need to find ways of tapping the potential of such NGOs to revamp the in-service Teacher Education programmes. Keeping this in view, a Grants-in-Aid Scheme is being proposed in the 11<sup>th</sup> Five Year Plan to actively facilitate the involvement of NGOs in (a) conducting innovative field based programmes of teacher education; and (b) designing and developing locally relevant material for use by teachers. The NGOs will work in close collaboration with BRCs and CRCs which would also help develop their academic capacities.

### **Scheme of Training of Education Administrators including Head Teachers**

With the emergence of Panchayati Raj Institutions and the empowerment of VECs and SMCs for school management, head teachers and district/ sub-district level education administrators must acquire new perspectives on planning and management. Keeping this in view, it is proposed that a programme for training of education administrators and school heads be launched during the 11<sup>th</sup> Plan. The Scheme would be implemented by DIETs. Funds will be made available to States through SCERTs and SIEMATs who will also be supported for developing appropriate training material for education administrators and head teachers.

### **Professional Development of Teacher Educators**

Continuous upgradation of professional and academic capabilities is necessary not only for practicing teachers; but also for teacher educators. Therefore, special emphasis must be given in the 11<sup>th</sup> Plan for professional renewal of existing teacher educators through:

- (a) *Refresher Courses*: At present there is no mechanism for the professional development teacher educators except for the few refresher Courses of UGC which is available only to Teacher Educators in Universities. Refresher Courses for

all Teacher Educators needs to be put in place. The proposed University Schools of Education may organize these faculty development programmes for all teacher educators including elementary teacher educators. Various Departments in Universities may also be supported to offer special subject refresher courses to Teacher Educators. It is desirable that NCTE and NCERT become proactive participants in the organization and conduct of such courses in collaboration with Schools of Education. Existing norms for conduct of refresher courses through Academic Staff Colleges could be utilized for the purpose.

(b) *Fellowship programme*: Around 200 Fellowships will be offered every year for Teacher Educators working in Government and Government supported institutions of teacher education. The Fellowship programme will offer opportunities to Teacher Educators for attachment to institutions of higher learning to pursue research and teaching for a duration of two years. It will also offer opportunities for attachment of professionals from universities and colleges to DIETs or schools and be engaged in developmental research and innovation in school education. It is envisaged that such an arrangement will provide avenues for creative exploration to a large number of talented individuals in the voluntary and research centres, colleges and universities, as well as open an ongoing dialogue between school practitioners and the academic community. The Scheme may be operated through the NCERT and Schools of Education, requiring a mechanism of selecting candidates through a competitive process.

**Teacher Training Facilities in SC, ST and Minority Concentration Areas**: The original goal behind the establishment of a DIET in each district was to ensure access to good quality teacher training facilities for rural and remote areas and the entry of talented persons from local communities into the teaching profession. However, unprecedented expansion of the elementary education system and uneven expansion of teacher training institutions by private providers has left the need unattended. It is therefore proposed that central funding be provided for establishing 100 Block Institutes of Teacher Education (BITEs) during the 11<sup>th</sup> Plan exclusively in blocks with high concentration of SCs, STs and minorities. This would help ensure the participation of marginalized groups in the teaching profession and also overcome the shortage of locally based teachers to be employed in elementary schools. BITEs will offer good quality pre-service elementary teacher education and work closely with the BRCs in strengthening in-service programme and establish a TLM unit to promote the production and use of locally relevant material. While BITEs would largely utilize the norms of provision adopted for DIETs, they will be smaller in terms of human resources with around 12-15 Teacher Educators including the Principals.

Education of minorities, especially the Muslim minorities needs urgent attention. The most critical factor in the case of education of Muslim children is the teacher who, at least at elementary levels would need to teach in Urdu in some States. The second most critical factor is the sensitization of all teachers towards children from minority groups. Planned preparation of bilingual teachers (Urdu/minority language-Hindi/state language) in all subjects needs to be taken up.

### **Special programmes for North East**

Despite commitments in successive Plans to the development of the North Eastern States, Teacher Education in these states has remained quite underdeveloped. The North Eastern Region has a very large proportion of untrained teachers. There is serious shortage of qualified teachers at the secondary stage; outsiders who take up teaching positions need special orientation to adjust to multilingual and multi-ethnic conditions. Recognizing the special need of the Region a of Teacher Education programme through distance mode was launched jointly by IGNOU and NCERT. Despite these efforts, the situation continues to be unsatisfactory. It is therefore necessary to initiate a special package for improving teacher education for the States of the North East Region:

- a) *Enhancing and strengthening the programme of distance teacher education:* The coverage of the existing programme must be expanded to provide access to teachers teaching in remote schools. This requires that enhancement of enrollments in the course and incorporation of special technological measures to extend reach and coverage. The Regional Centre of IGNOU and the newly created NERIE of NCERT may be entrusted with this task. Suitable resources – human, physical and technological may be placed in these institutions.
- b) *Special Scheme of Scholarships to teacher trainees:* A special scheme of scholarships may be created to attract local talent into teaching profession. At least one thousand such scholarships would be made available through DIETs and other teacher training institutions in the region.
- c) *Opening of Teacher Training Institutions:* Special support may be provided to State Governments in the region to establish additional teacher education institutions directly or through non-profit organizations. This is necessary as the current level of teacher training facilities is totally inadequate to meet the local need for trained teachers.

### **Technology in Teacher Education**

The central aim of introducing technology in teacher education is develop and promote openness for new thinking in an atmosphere of innovation through introduction of methods that are interactive, away from usual text, away from the chalk and talk, enjoyable, non-threatening and self paced. Integrating ICT into teacher education is also necessary for bridging the digital divide between Government and private teachers, rich-poor, urban-rural, by providing opportunities to effectively use technology to further educational objectives. The central theme of the deployment of technology in Teacher Education is transforming institutes of teacher education and teacher training, including SCERTS and DIETs.

## **Integrating Elementary Teacher Education with Higher Education**

### **Upgradation of DIETs**

Breaking the isolation of elementary teacher training from the mainstream, which forms part of the higher education system, has been a long pending requirement recommended by the Education Commission four decades ago. Perhaps, India is one of the very few countries in the world where elementary school teachers do not require a university qualification. It is proposed to make a beginning in breaking this isolation by upgrading a small number of DIETs to college status thus establishing necessary linkage with the higher education system. This would require upgrading salaries of the lecturers in the selected DIETs to UGC norms, provided that the staff possess requisite qualifications. The proposal is to initiate such upgradation in 20% of the existing DIETs based on agreement and concrete request from State Governments. Each upgraded DIET would be linked to a University Department in the neighbourhood and would receive special research grants to collaborate with higher education institutions and also with grassroots level organizations and elementary schools.

### **Instituting Schools of Education**

Apart from strengthening existing institutions by re-structuring them and revamping the content and pedagogy of teacher education programmes offered by them, there is need to establish new institutional arrangements that will ensure breaking the isolation of elementary school teacher development and practice and in breaking the insularity of secondary teacher development and practice. It is proposed that select universities and other institutes of higher education be identified to establish Schools of Education with the following vision and strategy:

- Identify 30 University Departments based in Central Universities, selected State Universities, Deemed Universities and other Centres of Higher Education, including the Regional Colleges of Education of the NCERT to establish Schools of Education.
- The current IASEs will be subsumed under the Schools of Education wherever the scheme is introduced. In other cases IASEs continue to operate but with redefined frameworks and responsibilities
- Schools of Education are envisaged to include several units/centres that would undertake in-depth work in specific areas that have remained neglected in areas of elementary and secondary teacher and school education.
- These include concerted research and material development in areas of Curriculum Studies, Pedagogic Studies, Assessment and Evaluation apart from the responsibility of educating teachers and teacher educators. This will ensure the development of a professional cadre of teacher educators with specialized skills.

- Each of the Schools of Education set up in the 30 select institutions would have the following concrete programmes to offer via a set of separate but integrated centres.

*Centres in Schools of Education: activities and focus areas*

*1. Centre for Pre-service Teacher Education*

- Undergraduate four year integrated programme of Elementary Teacher Education (BEIEd) as per the framework and norms notified by the NCTE (in-take will vary as per the needs of each state)
- Two year BEd programme of Secondary Teacher Education, including a 6-8 months placement in schools during internship
- Undergraduate four year integrated programme of Early Childhood Education
- Separate units for Early Child, elementary and secondary Education

*2. Curriculum Research Policy and Educational Development*

- Undertake content analysis of existing school curricula across national and international experiences
- Develop school curricula across various disciplines of the sciences, social sciences, language and mathematics within the frame of local contexts and needs
- Develop simple conceptual materials for teacher-trainees and teacher practitioners and link with SCERT Language Units for translation
- Undertake research in critical areas such as: tracing the educational divide: caste, class, gender and identity; gender differentiation and educational aspirations; social and political participation of women; social exclusion and education across cultures: cross cultural studies; sociological and anthropological perspectives on learning and diversity ; the political economy of educational provision; programme and policy analysis from a human rights perspective; public and private schooling: comparative historical research on universalisation in different countries and the role of public education

*3. Centre for Learning and Pedagogic Studies*

- i. Undertake systematic and large scale research on children's thinking and learning processes; their conceptual understanding in specific areas of social sciences, sciences, languages and mathematics
- ii. Undertake research and in-depth enquiry into teachers' conceptual levels in core disciplinary areas, their understanding of pedagogical content knowledge, assumptions about children, learning processes and strategies and notions of knowledge

- iii. Undertake research on the construction and transmission of knowledge in different social systems; indigenous and unschooled knowledge; systems of apprenticeship; perspectives on curricula for out-of-school adolescents and adults
- iv. Develop materials that enable an integrated understanding of pedagogy, knowledge domains and assessment

#### *4. Centre for Assessment and Evaluation*

- Undertake systematic and large scale research on children's cognitive attainment levels, scholastic achievement levels and social and interpersonal capacities in the context of school inputs, school ethos and culture
- Develop appropriate assessment models and methodologies towards achieving quality improvement
- Develop evaluation models for assessing programmatic inputs and their impact on issues of quality improvement

#### *5. Centre for the Professional Development of Teacher Educators and Teacher Education Curricula*

- Masters programme in Elementary Education with specialization in curriculum and pedagogic studies in mathematics education, social science and science education and assessment
- Masters programme in Secondary Education with specialization in curriculum and pedagogic studies in mathematics education, social science and science education and assessment
- Re-orientation of select secondary school teachers for elementary school teaching through an Advance Diploma in Elementary Education under a scheme of continuing education
- Redesign the DIET DEd course to bring it into the frame suggested in the NCF and the new Teacher Education Curriculum Framework of the NCTE
- Focused programmes of professional development for the DIET and SCERT faculty across the state, including curriculum and pedagogic studies and disciplinary knowledge-base
- Periodic monthly academic enrichment activities for teacher educators including public lecture series, film and book discussion sessions and need based issues and concerns identified and initiated by teacher educators themselves
- Offer short-term orientation programmes/courses for teacher educators on teaching-learning skills, meta-learning strategies related to different curricular areas and child development; pedagogical aspects related to reading, writing, thinking and instructional design theories for curriculum developers.
- Institute teacher educator and teacher fellowships to enable young teachers and teacher educators to undertake research with provision of mentoring

## ***6. Centre for Teacher Resource and Academic Support***

- Provision of teacher resources, children's literature, variety of school curricula and textbooks, multimedia materials, internet access for use across different centres of the School of Education
- Platform for hands-on experience with materials, children, teacher practitioners (in-service teacher education and continued professional support) and teacher-trainees
- Platform for teacher interaction, teacher exchange, seminars and study sessions, academic support – face to face as well as through ICT
- Development of learning and teaching materials for use in schools and sharing across schools

## ***Instituting Specialised Centres of Education***

- Establish Centres of Excellence in Science and Mathematics Education in lead national level institutions e.g. IISc, Homi Babha Centre and TIFR. These institutions may be offered the facility and infrastructural provisions to offer sandwiched post-graduate courses of 3 years duration (B.Ed for 2 years or MEd for 3 years) towards developing a specialised cadre of senior secondary school teachers and teacher educators.
- Establish four Regional Centres of Educational Management in the IIMs at Ahmedabad, Calcutta and Bangalore and NUEPA in Delhi to provide a post-graduate degree in Education Management for heads of DIETs, SCERTs and other in-service practitioners. These courses can be designed to include credit courses across institutions with specialisations in curriculum and pedagogic studies.

## ***Inter-University Centre***

One Inter-university Centre at the National level which can help coordinate between the 30 University-based Schools of Education in terms of academic content: redesigning of teacher education curricula for secondary and elementary teacher education, developing curriculum materials (offline and on-line), including commissioning of materials in regional languages through the specific state-based institutions such as SCERTs and setting up Web-Portals on curriculum and pedagogic materials for teacher education.. The mandate of this Centre will be to provide a separate yet integrated focus on elementary and secondary levels of school education. The Inter-University Centre shall function under the UGC.



**COSTING FOR TEACHER EDUCATION IN THE 11<sup>TH</sup> PLAN**

<b>S.No</b>	<b>HEAD</b>	<b>Annual Cost (Rs. in Crore)</b>	<b>Cost for 11<sup>th</sup> Plan Period (Rs. in Crore)</b>	<b>Year 1 (2007-08) (Rs. in Crore)</b>
1.	<b>STRENGTHENING OF EXISTING STRUCTURES / SCHEMES</b>			
	<b>A. National Council for Teacher Education (NCTE)</b>			
	1. <u>Teacher Education Information Base in Public Domain</u> : NCTE may take up the preparation of state-wise location mapping of government and private Teacher Education Institutions. NCTE will develop and maintain a permanent MIS on Teacher Education in the country through regular updating of information. This is essential for regular assessment of teacher training quality and rationalizing the distribution of institutions in a need based manner. (Lumpsum allocation)	--	0.50	0.25
	2. <u>Create additional support systems in the field</u> : The expansion of the teacher training institutions has rendered the existing mechanism of Regional Committees of NCTE quite inadequate. It is necessary to decentralize the work of the NCTE and strengthen field level support systems for continuous quality monitoring. In the 11 <sup>th</sup> Plan support may be provided to each Regional Committee in the form of three academic faculty to establish a system of quality monitoring of the Teacher Education Institutions. (3 posts of Readers x Rs. 5 lakhs annual salary x 4 Regional Committees of NCTE).	0.60	3.00	0.60
	3. <u>Strengthening the academic capacity of NCTE</u> .  At present NCTE is functioning essentially as an administrative body that draws upon expertise from outside for specific tasks. While this approach is likely to continue, it is necessary that the in-house academic capacity of the Council is enhanced in order to make its work more professional by creating three senior academic positions to deal with the specific tasks of (1) Information Base creation and management; (2) Quality Assurance	0.18	0.90	0.18

S.No	HEAD	Annual Cost (Rs. in Crore)	Cost for 11 <sup>th</sup> Plan Period (Rs. in Crore)	Year 1 (2007-08) (Rs. in Crore)
	Services – Preparation and application of guidelines for maintenance of quality in teacher education; and (3) Curriculum Studies in Teacher Education – periodic preparation of a national curriculum framework for teacher education and its advocacy for adoption in different states and universities. (3 posts of Professors x Rs. 6 lakhs annual salary)			
	<b>Total : 1 + 2 + 3</b>		<b>4.40</b>	1.03
	<b>B. State Council of Educational Research and Training (SCERT)</b>			
	1. <u>Strengthening existing SCERTs</u> : The scheme for supporting SCERT operational during the 10 <sup>th</sup> Plan will continue as per the existing norms during the 11 <sup>th</sup> Plan (24 SCERTs x Rs. 100 lakhs as lump sum per SCERT)	--	24.00	4.00
	2. <u>Setting up new SCERTs</u> : Some States, including Arunachal Pradesh, Jharkhand, Goa and Sikkim do not have SCERTs. In other states such as West Bengal and Punjab SCERT are non-functional on account of lack of sanctioned staff. It is proposed in the first year of the 11 <sup>th</sup> Plan to provide support for these States to establish and operationalise SCERTs. (4 States x Rs. 3 crore lumpsum per State)	--	12.00	2.00
	<b>Total : 4 + 5</b>	--	<b>36.00</b>	6.00
	<b>C. Colleges of Teacher Education (CTEs) and Institute of Advanced Study in Education (IASEs)</b>			
	(a) <b>Colleges of Teacher Education</b> : 104 CTEs that are already operational may continue to receive funding under current norms.			
	i. Recurring expenditure on salary, programmes & activities (104 CTEs x Rs. 17 lakhs per CTE).	17.68	88.40	17.68
	ii. Non-Recurring Expenditure on Civil Works & Equipment in those cases where full grants have not been released (20 CTEs x Rs. 25 lakhs per CTE as lumpsum).	--	5.00	2.5
	<b>Total i + ii</b>	--	<b>93.40</b>	20.18

S.No	HEAD	Annual Cost (Rs. in Crore)	Cost for 11 <sup>th</sup> Plan Period (Rs. in Crore)	Year 1 (2007-08) (Rs. in Crore)
	<b>(b) Institute of Advanced Study in Education (IASEs)</b> No expansion of the Scheme be take up during the 11 <sup>th</sup> Plan; funding may be provided only for the continuation of the existing IASEs with current funding norms. Also, the IASEs may gradually be subsumed under a new Scheme of School of Education.			
	i) Recurring expenditure on salary, programmes and activities (31 IASEs x Rs. 7.26 lakh per IASE).	0.45	2.25	0.45
	ii) Non-Recurring expenditure on Civil Works & Equipments in those cases where full grants have not been released). (5 IASEs x Rs. 50 lakhs per IASE as lump sum)	--	2.50	1.25
	<b>Total : i )+ ii)</b>	--	4.75	1.70
	<b>D. District Institute of Education &amp; Training (DIETs)</b>			
	<b>(i) Strengthening and expansion of the DIET scheme:</b> Presently, 566 DIETs have been sanctioned and 466 of them are operational. It is proposed that a DIET each be established in each of the 604 districts. Allocations may be made in the Eleventh Plan for establishing DIET each in the remaining 38 districts.			
	a) Recurring expenditure on salary, programmes & contingency (604 DIETs x Rs. 93 lakhs per DIET) <u>Details:</u> Salary component : Rs. 73 lakhs per DIET Programme component : Rs. 17 lakhs per DIET Contingency component: Rs. 3 lakhs per DIET <hr/> Rs. 93 lakhs per DIET	561.72	2808.60	561.72
	b) Non-Recurring (38 DIETs x Rs. 175 lakhs lump sum per DIET)	--	66.50	10.50

S.No	HEAD	Annual Cost (Rs. in Crore)	Cost for 11 <sup>th</sup> Plan Period (Rs. in Crore)	Year 1 (2007-08) (Rs. in Crore)
	<u>Details:</u> Civil Works component : Rs. 150 lakhs per DIET Equipments component: Rs. 25 lakhs per DIET  <hr style="width: 20%; margin: auto;"/> Rs. 175 lakhs per DIET			
	<b>Total (a) + (b)</b>	--	<b>2875.10</b>	572.22
	ii) <b>Educational Material Production in DIETs:</b> Education Technology (ET) department in DIETs may be reformed into Education Material Production to generate/out source/purchase relevant materials of varied nature preferably producible/available locally, as well as to procure materials of relevant quality. <b>(604 DIETs x Rs. 3 lakhs per DIET as lump sum)</b>	--	18.12	0.00
	<b>Total (i) + (ii)</b>	--	<b>2893.22</b>	572.22
<b>2.</b>	<b>NEW SCHEMES FOR THE ELEVENTH PLAN</b>			
	<b>A. Professional Development of In-service Teachers</b>			
	(i) <u>Scheme for Training of un-trained teachers and para-teachers:</u> The 10 <sup>th</sup> Plan Mid Term Review acknowledged the systemic gap created by the infusion of a huge number of para teachers. Given that they are already part of the education system, the review recommends that a scheme for training of such untrained teachers be created. This is a serious challenge requiring special focus. However, it needs to be addressed in a manner that will not compromise the primary objectives of pre-service teacher education as outlined in the XI Plan Approach Paper. Given the large numbers and wide spread, the most appropriate method of organizing training programme would be through distance-cum-contact mode. A system is already in place for the North-Eastern states in collaboration with IGNOU. However, mere replication and	160.00	800.00	160.00

S.No	HEAD	Annual Cost (Rs. in Crore)	Cost for 11 <sup>th</sup> Plan Period (Rs. in Crore)	Year 1 (2007-08) (Rs. in Crore)
	<p>extension of this mode may not be an answer to the larger questions of teacher preparation raised earlier. The NCF 2005 also requires teachers who are professionally equipped to review and rework their own acquisition of knowledge, question the modes by which they have been engaged with children's learning and learn participative ways of interaction. This will also have to be coupled with refreshing their own disciplinary knowledge of school subjects, and learn afresh what they have not done through their own schooling. These objectives can be fulfilled meaningfully only through contextualized learning. It is therefore proposed that each of the concerned States prepares a comprehensive time-bound package for the professional education of untrained teachers to be executed in a mission mode during the XI Plan. This package can be developed in consultation with apex organizations as well as institutes of higher education in their own States. A framework for contextualized teacher education be prepared along with clearly stated course content expected outcomes. In no case must this programme be less in terms of expectation from the norms laid out by NCTE, although their organization may be flexible. A time-bound scheme for training untrained teachers will be formulated to assist the States. The funding under the Time-Bound Teacher Education Scheme in a Mission Mode on actual cost basis may be appropriately linked to the SSA, provided the States undertake to cover the backlog of training para teachers in the Plan period, and undertake to halt further hiring of para teachers. This will ensure no long-term recurring burden on the states and enable a transition to a sustainable system of quality teacher education (4 lakh teacher to be trained x Rs. 20,000 per teacher @ Rs. 10,000 per year for two years duration).</p>			

S.No	HEAD	Annual Cost (Rs. in Crore)	Cost for 11 <sup>th</sup> Plan Period (Rs. in Crore)	Year 1 (2007-08) (Rs. in Crore)
	<p>ii) <u>Scheme for subject knowledge up-gradation of practicing teachers.</u>  While the pedagogic dimensions of in-service education are being met, at least partially, by the existing teacher education institutions and additional teacher support mechanisms such as BRCs and CRCs, in-service education programmes focusing on upgradation of subject knowledge has remained largely unmet. The need is enormous involving around 30 lakh elementary teachers and another 10 lakh secondary teachers with varying subject specializations. The number is going to increase with increasing enrollment at elementary and secondary levels. Therefore, it is proposed that a large programme be launched consisting of about 1000 courses every year to be offered by select higher education institutions, research centres engaged in science, mathematics and social science areas, and non-government organizations engaged in similar work. Separate guidelines will be prepared by MHRD for elementary and secondary school teachers. Funds allocated for the purpose will be managed by SCERTs who will release the money to various institutions as per norms specified in the guidelines. Funds could also be utilized by the SCERTs for organizing dual mode courses with the help of existing teacher education institutions in collaboration with state level open universities. It is envisaged that NCERT and along with the RIEs would play a significant role in designing and implementation of the Scheme at national and regional levels  (1000 courses x Rs. 1 lakh per course per year).</p>	10.00	50.00	10.00
	<p><b>iii) Secondary Teachers In-service training</b>  The situation with respect to management of secondary education varies widely across the different states. While some states depend largely on private- aided sector for delivery of secondary education, some others have a large number of secondary schools</p>	10.00	50.00	10.00

S.No	HEAD	Annual Cost (Rs. in Crore)	Cost for 11 <sup>th</sup> Plan Period (Rs. in Crore)	Year 1 (2007-08) (Rs. in Crore)
	directly managed by the Government. Service conditions governing teachers in these schools also vary considerably. With these variations in view, a new Scheme in the State sector be created for comprehensive and sustained coverage of all secondary teachers for inservice training <b>(50:50 sharing between Centre and States)</b> (1000 courses per year x Rs. 2 lakhs per course).			
	iv) Centres for languages and communication. (Not proposed for 2007-08)	--	<b>51.0</b>	<b>0.00</b>
	(v) <u>Substitute/stipend Scheme for enhancing academic qualifications:</u> A special Scheme for supporting teachers who would like to go back to the university to enhance their academic and/or professional qualifications would be initiated. The main purpose of the Scheme will be to offer interested teachers in middle and high schools with opportunities for refreshing of science and social science knowledge through specially designed long term programmes in University/College departments.  (lumpsum allocation)	--	10.00	2.00
	<b>Total : (i) + (ii) + (iii) + (iv) + (v)</b>	--	<b>961</b>	182.00
	<b>B. Role of NGOs</b> A Grants-in-Aid Scheme is proposed in the 11 <sup>th</sup> Five Year Plan to actively facilitate the involvement of NGOs in (a) conducting innovative field based programmes of teacher education; and (b) designing and developing locally relevant material for use by teachers. The NGOs will work in close collaboration with BRCs and CRCs which would also help develop their academic capacities. (lump sum allocation)	--	<b>20.00</b>	2.00

S.No	HEAD	Annual Cost (Rs. in Crore)	Cost for 11 <sup>th</sup> Plan Period (Rs. in Crore)	Year 1 (2007-08) (Rs. in Crore)
	<p><b>C. Scheme of Training of Education Administrators including Head Teachers</b></p> <p>The emergence of Panchayati Raj Institutions and with several State Governments empowering VECs and SMCs for management of schools, head teachers as well as district and sub-district level education administrators have to acquire new perspectives on planning and management. Keeping this in view, it is proposed that a programme for training of administrators and school heads be launched during the 11<sup>th</sup> Plan. The Scheme would be implemented by DIETs. Funds will be made available to the States through SCERTs and SIEMATs who will also be supported for developing appropriate training material for education administrators and head teachers  <b>(10 days Programme of 40 participants, Rs. 100 per person).</b></p>	--	--	--
	<p>i) SCERT / SIEMAT: - Designing &amp; Productions of learning material.  (30 SCERT / SIEMAT x Rs. 10 lakh per SCERT / SIEMAT over the plan period).</p>	0.6	3.00	0.60
	<p>ii) DIETs:  (604 DIETs x 2 courses per DIET per year x Rs. 40,000 per course).  <u>Details:</u></p> <ul style="list-style-type: none"> <li>• Duration of programme: 10 days.</li> <li>• No. of participants : 40</li> <li>• Cost per participants : Rs. 100</li> <li>▪ Total Cost : 10x40x100 = Rs. 40,000</li> </ul>	4.83	24.16	4.83
	<b>Total (i) + (ii)</b>		<b>27.16</b>	5.43
	<b>D. Professional Development of Teacher Educators.</b>			
	<p>i) <u>Refresher course</u>  At present there is no mechanism for the professional development of teacher educators except for the few refresher Courses of UGC</p>	2.00	10.00	2.00



S.No	HEAD	Annual Cost (Rs. in Crore)	Cost for 11 <sup>th</sup> Plan Period (Rs. in Crore)	Year 1 (2007-08) (Rs. in Crore)
	<p>which is available only to teacher educators in Universities. Refresher Courses for all teacher educators need to be put in place. Proposed University Schools of Education may organize these faculty development programmes for all teacher educators including elementary teacher educators. Various other Departments in Universities may also be supported to offer special subject refresher courses to teacher educators. It is desirable that NCTE and NCERT become proactive participants in the organization and conduct of such courses in collaboration with Schools of Education. Existing norms for conduct of refresher courses through Academic Staff Colleges could be utilized for the purpose. (each of 3 weeks duration) (50 institutes x 2 refresher courses per institution per year x Rs. 2 lakhs per course)</p>			
	<p>(ii) <u>Fellowship programme:</u> 200 Fellowships will be offered every year for teacher educators working in Government and Government supported institutions of teacher education. Such an arrangement will provide avenues for creative exploration to a large number of talented individuals in the voluntary and research centres, colleges and universities, as well as open an ongoing dialogue between school practitioners and the academic community. The Scheme may be operated through the NCERT and Schools of Education, requiring a mechanism of selecting candidates through a competitive process. (2 years duration).</p> <ul style="list-style-type: none"> <li>▪ Stipend (200 fellowships x 12 months x Rs. 10,000 stipend per month).</li> <li>▪ Contingency Grants (200 fellowships x Rs. 30,000 per annum x 1 year).</li> </ul> <p style="text-align: center;">Total for fellowships programme</p>	<p style="text-align: center;">2.4</p> <p style="text-align: center;">0.6</p>	<p style="text-align: center;">12.00</p> <p style="text-align: center;">3.00</p> <p style="text-align: center;">----- <b>15.00</b></p>	<p style="text-align: center;">2.40</p> <p style="text-align: center;">0.60</p> <p style="text-align: center;">----- 3.00</p>
	<b>Gross Total (i) + (ii)</b>		<b>25.00</b>	5.00

S.No	HEAD	Annual Cost (Rs. in Crore)	Cost for 11 <sup>th</sup> Plan Period (Rs. in Crore)	Year 1 (2007-08) (Rs. in Crore)
	<p><b>E. Teacher Training Facilities in SC, ST and Minority Concentration Areas (Block Institutes of Teacher Education (BITEs))</b></p> <p>The original goal behind the establishment of a DIET in each district was to ensure better access to good quality teacher training facilities for rural and remote areas and for facilitating the entry of talented persons from local communities into teaching profession. However, unprecedented expansion of the elementary education system and uneven expansion of teacher training institutions by private providers has left the need unattended. It is therefore proposed that Central support funding be provided for establishing 200 Block Institutes of Teacher Education (BITE) during the 11<sup>th</sup> Plan exclusively in blocks with high concentration of SCs, STs and minorities. This would go a long way in ensuring the participation of marginalized groups in teaching profession and also overcome shortage of locally based teachers to be employed in the elementary schools. The Institutes will offer good quality pre-service elementary teacher education and work closely with the BRCs in strengthening in-service programmes. The institutes will also work with the BRCs to establish a TLM development unit with a view to promoting production and use of locally relevant material by the elementary schools in the Block. These Units would also play a significant role in development of TLM in local languages in multilingual tribal areas. While these BITEs would largely utilize the norms of provision adopted for DIETs, they will be much smaller in terms of human resources with around 12-15 teacher educators including the Principals.</p> <p>The education of minorities, especially the Muslim minorities needs urgent attention. The most critical factor in the case of Muslim children's education is the teacher who, at least at elementary levels would need to teach in Urdu in some States and sensitization of all teachers towards children from minority groups. Planned preparation of bilingual teachers (Urdu/minority language-Hindi/state language) in all subjects needs to be taken up</p> <p><b>i) Recurring expenditure on salary, programmes &amp; contingency. (100 BITEs x Rs. 40 lakhs recurring expenditure per BITE).</b></p> <p><b>ii) Non-Recurring expenditure on Civil Works &amp; Equipments. (100 BITEs x Rs. 50 lakhs lump sum per BITE)</b></p> <p style="text-align: right;"><b>Total (i) + (ii)</b></p>	<p>40.00</p> <p>--</p> <p><b>250.00</b></p>	<p>200.00</p> <p>50.00</p> <p><b>250.00</b></p>	<p>40.00</p> <p>6.00</p> <p><b>46.00</b></p>

S.No	HEAD	Annual Cost (Rs. in Crore)	Cost for 11 <sup>th</sup> Plan Period (Rs. in Crore)	Year 1 (2007-08) (Rs. in Crore)
	<b>F. Special Programme for North-East</b>			
	i) <u>Enhancing and strengthening the programme of Distance Teacher Education:</u> The existing programme's coverage has to be expanded in order to improve its access to teachers teaching in remote area schools. This requires not merely increasing the enrollment in the course but also incorporating special technological measures to improve the reach and coverage. The Regional Centre of IGNOU and the newly created NERIE of NCERT may be entrusted with this task. Suitable resources – human, physical and technological be placed in these institutions (lumpsum allocation).	--	10.00	2.00
	ii) <u>Special Schemes of Scholarships to Teacher Trainees:</u> A special scheme of scholarships may be created to attract local talent into teaching profession. At least one thousand such scholarships would be made available through DIETs and other teacher training institutions in the region (1000 scholarships x Rs. 5,000 each over the plan period)	0.10	0.50	0.10
	iii) <u>Opening of Teacher Training Institutions (TTIs):</u> Special support may be provided to State Governments in the region to establish directly or through non-profit organizations additional teacher education institutions both at elementary and secondary levels. This is necessary as the current level of teacher training facilities is totally inadequate to meet the local need for trained teachers [lump sum allocation).	--	10.00	2.00
	<b>Total (i) + (ii) + (iii)</b>		<b>20.50</b>	4.10
	<b>G. Technology in Teacher Education:</b> The central aim of introducing technology in teacher education is develop and promote openness for new thinking in an atmosphere of innovation through introduction of methods that are interactive, away from usual text, away from the chalk and talk, enjoyable, non-threatening and self paced. Integrating ICT into teacher education is also necessary for bridging the digital divide between			

S.No	HEAD	Annual Cost (Rs. in Crore)	Cost for 11 <sup>th</sup> Plan Period (Rs. in Crore)	Year 1 (2007-08) (Rs. in Crore)
	Government and private teachers, rich-poor, urban-rural, by providing opportunities to effectively use technology to further educational objectives. The central theme of the deployment of technology in Teacher Education is transforming institutes of teacher education and teacher training, including SCERTS and DIETs			
	<ul style="list-style-type: none"> <li>Deployment in DIETs ( taken as 600)</li> </ul>		30	6.00
	<ul style="list-style-type: none"> <li>Costs for developing content (100 teacher modules @ Rs. 1 Mln per module)</li> </ul>		5	0.50
	<ul style="list-style-type: none"> <li>Costs for Hub (2) – for satellite receiving and sending</li> </ul>		5	0.50
	<ul style="list-style-type: none"> <li>One time teacher educator training / orientation</li> </ul>		20	2.00
	<b>One time Cost</b>		<b>60</b>	<b>9.00</b>
	<ul style="list-style-type: none"> <li>Cost of additional support at 600 DIETs @ Rs. 2 lac per annum X 600</li> </ul>		12	2.00
	<ul style="list-style-type: none"> <li>Maintenance and recurring costs (5% of 1-3)</li> </ul>		2	0.40
	<b>Recurring Cost</b>		<b>14</b>	<b>2.40</b>
	<b>Gross Total</b>		<b>74</b>	<b>11.40</b>
	<b>H. Integrating Elementary Teacher Education with Higher Education (upgradation of 20% of the existing DIETs to UGC norms): (Not proposed for the first year 2007-08)</b>	<b>38.40</b>	<b>192.00</b>	<b>0.00</b>
	<b>I. Instituting Schools of Education</b> Apart from strengthening existing institutions by re-structuring them and revamping the content and pedagogy of teacher education programmes offered by them, there is need to establish new institutional arrangements that will ensure breaking the isolation of elementary school teacher development and practice and in breaking the insularity of secondary teacher development and practice	--	<b>543.00</b>	<b>0.00</b>
	<b>GRAND TOTAL</b>		<b>5144.43</b>	<b>857.06</b>

## SECTION-V

### *Adolescent Education*

#### 1. Introduction and definition

##### 1.1 Working Group on Adolescents for the 10<sup>th</sup> Plan

As a part of preparation for the Tenth Five Year Plan (2002-2007) the Planning Commission had appointed a Working Group on Adolescents (WGA). The report of WGA was submitted in June 2001. It was considered by Planning Commission and was endorsed. Education of Adolescents figured prominently in the report of WGA. Some of the observations/recommendations of WGA are as follows:

**1.1.1** Adolescence is a special period of human development, not just physically but also emotionally and cognitively. Adolescent persons are endowed with special ways of thinking during this period and educational inputs should be designed for their development. Their ability to improvise and innovate is often not appreciated, and they are not given a chance to harness these qualities for purpose of learning and growth. Indeed, youthful idealism and energy resource of adolescents provide a tremendous force for change and reconstruction, with which they can help transform their own condition and the conditions of millions of others.

**1.1.2** As pointed out in the PROBE (1999) document, parents are now struggling to send their children to school despite tremendous odds. However, their hope of quality education is frustrated, and the 'discouragement effect' gradually sets in. There is little in school curriculum that deals with the life skills for adolescents that can help to empower them, and there are hardly any links with the world of work. Moreover, what is taught at present hardly even gets 'understood' or accepted within learners' cognitive framework, and remains at the periphery of their cognitive universe, as redundant and disposable baggage.

**1.1.3** Curriculum for health education should be an important part of all adolescents' learning. It should sensitively relate with an appreciation of a person's body and its reproductive functions, to enable them to take better care of personal needs. Health camps can be an effective initiative for adolescent girls, which educate and empower them to cope with 'emergence' of new physical reality. In addition, there is great need for better programmes for boys and interventions through the media on adolescents' health to help parents and elders to understand these issues, so that they may be able to provide better supportive care and guidance at home.

**1.1.4** The educational needs of a majority of adolescents who are out of school must be separately addressed. The existing pattern of middle and high school education will not do. Education for them must be linked with empowerment (including enhancing their self-esteem and self-confidence), with survival and with better health and sexuality, with awareness about their rights and social, political and community issues, and with mobilisation for community action. In short, what we need is real life education that equips young people to face emerging challenges with confidence.

**1.1.5** Educational interventions for adolescent girls must be sensitive to their special needs, to deal with their problems, desires, insecurities and doubts in a friendly environment. The authoritarian, highly judgmental and even discriminative environment of the formal school and the inhibiting and restrictive atmosphere at home usually result in marginalisation of adolescent girls from formal studies. For girls at this stage of life, the shame of learning with younger children, the uncertainty in their own ability to study, and the fear of ridicule and criticism are often difficult barriers to transcend, for which they need extra sensitive support. Since textbook-based learning is of limited interest for most of them, they require a flexible curriculum that is guided by their needs. Moreover, they need to discover their creative potential, through song, dance, theatre and craft, as well as through unconventional games, cycling, karate, etc, that provide a liberating sense of joy they may never have experienced before. The challenge is to design such an interesting and meaningful curriculum that can compensate for the early years of social and educational neglect and also provide enough motivation for girls to continue with enhanced zeal and confidence. In addition, it must empower them to change their own situation in life, while also giving them the strength and determination to change the lives of many others. Special strategies for learning in camp situations need to be devised, specially for girls, so that these young women are able to overcome the long neglect they have suffered with regard to their fundamental right to education.

**1.1.6** Continuing Education under National Literacy Mission can provide a platform for youth leadership to facilitate a large spectrum of creative learning activities for adolescents. Such CECs can also form the nodal point for adolescents' Community Action Projects.

## **1.2 Recognition of adolescents' learning needs**

The World Declaration on Education for All convened by UNESCO (Jomtien 1990) and the Programme of Action of the Dakar Conference on EFA (2000) called upon the governments in all countries to give attention to the learning needs of young persons, particularly the adolescents. Provision of equitable learning opportunities to adolescent was emphasized as an area of special attention by the Working Group on EFA in its meeting held in November 2006. UN Conference on Rights of the Child convened at the instance of UNICEF (1990) laid stress on provision of quality education for all children upto 18 years of age. Other UN agencies – such as UNDP, WHO, UNFPA, UNIFEM, UNAIDS, etc. – have also been piloting the

need for attention to adolescents with a view to achieving their stated objectives and all of them have consistently underscored the educational aspects of their programme parameters. The World Bank in World Development Report 2007 (published in 2006) has concentrated its attention on persons in 12-25 age group referring to it as the critical input in economic and social development.

A number of policies enunciated by the Government of India give importance to adolescents' education. National Policy on Education (1986/92) has an underlying emphasis on adolescents in several sections. National Population Policy (2001), National AIDS Preventions and Control Policy (2002) and National Health Policy (2002) lay emphasis on linking education of adolescents with relevant policy goals. Likewise, National Policy on Empowerment of Women, National Charter for Children (2003), National Policy on Child Labour (1987) and National Policy for Persons with Disabilities (2006) state that the goals spelt out in these policies will not be achieved unless persons in adolescent age group receive basic education attuned to the policies concerned.

### **1.3 Defining adolescence**

Practically the entire UN system recognises the age of 10-19 as the age of adolescence. After considering various aspects connected with this issue the Working Group on Adolescents for the Tenth Five Year Plan had felt that this age group, namely 10 to 19 years, should be the age of adolescence in our country as well. This was also accepted by the Planning Commission. During the last 5 years this age range has come to be acknowledged as the age of adolescence in our country. For purposes of educational planning it would be advisable to accept this age group to define adolescence.

## **2. The challenge of adolescents' education**

The challenge of adolescents' education is no less important than universalisation of elementary education or National Literacy Mission. The demographic compulsions, the harm being done due to lack of their education and the huge promise inherent in providing relevant education to them, make adolescents' education a most significant challenge at the present time.

### **2.1 Demographic and educational data**

The age related desegregated data for 2001 published by Registrar General of Census Operations shows that there were 22.51 crore persons in 10-19 age group (11.96 crore males and 10.55 crore females) comprising 21.88 percent of the population. Taking into account the Planning Commission's population projections, the population in this age group in 2007 is likely to be 24.50 crores (12.85 crore males and 11.65 crore females) comprising 21.70 percent of the population.

According to 2001 Census, out of the population of 22.51 crore adolescents, 4.36 crores were illiterates and 4.76 crores were literate but not completed primary education, making a total of 9.12 crore who had not had primary education.

For making an estimation of the number of persons who have not had primary education in 2007 we have used the following data:

- According to MHRD, between 2001 and 2003 GER increased by 2.1 percent at the primary age and 2.20 percent at upper primary stage.
- Decrease in dropout rate during this period has been 7.56 percent at the primary stage, 1.73 at the upper primary stage and 3.35 at the secondary stage.
- NSSO surveys show that between 1999-2000 and 2004, there was an increase of 6.3 percent in school enrolment in 5 – 9 age group, 7.2 percent in 10-14 age group and 2.4 percent in 15-19 age group.

On the basis of the above data it would be correct to assume that there has been an increase of approximately 1 percent per year in the enrolment in 10-19 age group during 2001 and 2007. The number of adolescent persons who have not completed primary education is shown in the table below:

**Table : Population and educational status of adolescents (10-19 age group) in 2001 and 2007**

(number in crores)

Year	Population of the adolescents (10-19 age group) and % of total population			No. of persons not completed primary level and % to total adolescent group		
	Persons	Male	Female	Persons	Male	Female
2001	22.51	11.96	10.55	9.12	4.35	4.77
	(21.88%)	(22.47%)	(21.25%)	(40.52%)	(36.39%)	(45.21%)
2007	24.5	12.85	11.65	8.22	3.77	4.45
	(21.7%)	(22.0%)	(21.4%)	(33.52%)	(29.39%)	(38.21%)

Source : Year 2001 data based on Census 2001 and year 2007 population data based on Planning Commission projections. Other projections made on the basis of progress made in education sector between 2001 and 2007.

If we make an estimation of 'uneducated' persons in 10-19 age group on the basis of MHRD (Department of School Education and Literacy) and NIEPA (DISE) statistics we would come to similar conclusion. Gross enrolment ratio at the primary stage is reported to be nearly 100 percent and for upper primary stage 62.40 percent. However, if we exclude approximately 25 percent underage and overage, the net enrolment ratio comes down significantly. Although correct dropout rates are not available, NIEPA (DISE) give some indication in the form of 'apparent survival rate.' This shows that about one-third of the persons enrolled



at primary stage dropout; the proportion for upper primary level is a good deal more. Taken all these statistics into account, it is clear that at least one-third of all persons in 10-19 age group have not had education upto primary stage. This gives a staggering figure of more than 8 crores adolescents who have not had primary education. Data based on government and NIEPA statistics is given in Annex 1.

## **2.2 Educational standards**

The Tenth Five Year Plan document contains the following statement : “While the goals of universal literacy and enrolment are laudable in themselves, the achievements in these areas would remain hollow without ensuring quality education. A qualitative improvement in content and process of basic education continues to be a major challenge”. This statement is as valid at the present time as it was on the eve of the Tenth Plan.

It has been estimated that while educational standards may be of an acceptable level in about one-fourths of government and private schools, the quality of education provided in a vast majority of schools run by government and private agencies is disconcertingly low. Surveys in respect of reading ability and competence to do simple mathematical sums provide evidence of the low level of achievement at the end of primary education in rural schools. National Policy on Education (1986/92) had postulated a shift of emphasis in educational planning - from a pre-occupation with enrolment to primary stage completion and improvement of quality. Despite the efforts made under Sarva Shiksha Abhiyan and other programmes, the situation remains more or less unchanged. As a result, a majority of children, who pass out of primary schools (but do not continue their education at upper primary level are unable to use their learning for improvement of their lives, much less to realise their potential.

Approximately 20 percent children drop-out after grade V - they do not transition to the upper primary stage. The number of adolescent persons who complete primary stage but do not proceed to upper primary schools could be approximately 2 crore. This brings the total number of persons who have either not completed primary education or have completed primary education but have dropped out thereafter to at least 10 crore adolescent persons. This is the real challenge of adolescents' education.

## **2.3 Adolescent characteristics**

Persons in adolescent age group have characteristics which make it necessary to take special note at their learning needs. Some of the characteristics relevant for educational planning are given below :

- As stated earlier, they comprise about 22 percent of the population, their number being more than 24 crores. Of the total population of India, 12 percent belong to 10-14 age group and 10 percent are in 15 – 19 age group.

- The sex ratio for 10-19 years is 882 females to 1,000 males. A good deal lower than the sex ratio for the whole country which is 933.
- Economic compulsion and unattractive school environment force adolescents to participate in the work force. Child labour is a widespread phenomena in the country.
- Adolescent persons go through physical and psychological changes which seriously impact their lives. There is proneness to physical attraction for the other sex and increasing risk of contracting STDs and HIV/AIDS. Young persons receive no education about these matters, nor are venues for advice or counselling available to them.
- Most marriages in rural areas occur during this age, young people enter family life and a sizable proportion of them begin having children.
- This is also the period during which young persons feel alienated – from the local milieu and ancestral occupations – resulting in migration to urban areas.
- They come in contact with anti-social elements and often fall prey to substance abuse.

What we are faced with can only be characterized as lumpenization of youth, a situation which forebodes persistence of alarming increase in population, further criminalisation of the polity and violence towards women and the downtrodden acquiring fearful dimensions. Awareness about this situation, such as it is, has not resulted in well-planned action.

Adolescents have special learning needs; they are also equipped with enhanced cognitive ability. Educational programmes for them can be condensed and diversified. They are, in particular, able to link their learning with life situations and work opportunity. An obvious implication of this is that while a second chance should be available to adolescent persons to overcome the deprivation suffered by them, the traditional grade-wise progression would be inappropriate for them. Moreover, not being bound by social moorings, adolescents are able to overcome the stereotype of gender relations, even the constrictions of caste and religious divide. Overall, due to their idealism and energy, adolescents constitute a tremendous force for change and reconstruction. What they need is proper education, motivation, role models and building of self-confidence.

### **3. Policies and programmes of adolescents' education**

#### **3.1 Policies related to adolescents' education**

There are a number of policies formulated by the central government which have a bearing on adolescents' education. Some details about them have been given in Annex 2.1. It seems necessary to note that none of the policies refer to holistic development of adolescent persons and provision of education in that context.

Nevertheless, a reference is made here to the important policies which make specific reference to adolescents' learning needs.

- ***National Policy on Education 1986/92***: Its statements on upper primary and secondary education have obvious reference to adolescent persons. More specific reference is made in the context of non-formal education, population education and education for women's equality.
- ***National Youth Policy (2001)***: It recommends introduction of sports & physical education as compulsory subject in the school curriculum. It also envisages National Fitness Programme in all schools.
- ***National Sports Policy (2003)***: The age range in this policy has been made 13 to 35, mainly to cover adolescent persons. It refers to gender justice and empowerment of youth (including adolescents) through education. It also focuses on education's role in prevention of HIV/AIDS.
- ***National Charter for Children (2003)***: It calls for provision of education and skills to children / adolescents, with special attention to education of girls to improve their health and nutrition status.
- ***National Population Policy (2000)***: It refers to special learning needs of adolescents and to population education.

### **3.2 Legislative framework**

Details in respect of legislative framework are given in Annex 2.2. A special mention needs to be made here of the 86<sup>th</sup> Amendment to the constitution pronouncing education as a right and providing for free and compulsion education to all children in 6 – 14 age group. However, the new constitutional provision is restrictive regarding the age range. However, what it does lay down quite unequivocally is the need for all young people to receive eight years of education. Unfortunately, the amendment has not been followed up by the needed central legislation.

### **3.3 Schemes and programmes**

The existing schemes and programmes relating to adolescents' education have been presented in tabular form and is given as Annex 2.3.

#### ***3.3.1 Programmes of formal education***

Most of the programme for adolescents are of formal education. These include the school system (primary and secondary level); scholarships programme, mainly for SC, ST, OBC and girls; hostels and residential schools and institutions of vocational/ technical education. On the whole, there is little awareness in the formal education system – including those who prepare curriculum, have responsibility for teacher education or those responsible for educational planning and management – about the distinct learning and developmental needs of adolescent persons. Consequently, the formal system which provide education to adolescent persons treats them like children – providing little vent to their energy

or creativity and leaving them to somehow cope with their psychological and physical problems.

Sarva Shiksha Abhiyan and Mahila Samakhya have caught the imagination of cross-sections of people of India. SSA's great strength is that it has been provided substantial financial resources and there is an inbuilt scope in it for programmes that are innovative and geared to providing access to primary education for all children. However, many of the state governments, particularly of the Hindi speaking belt, are not keeping pace with the spirit and energy imparted to SSA by the Central Government. Besides, SSA's preoccupation to somehow show all children enrolled comes in the way of quality improvement and relating education with adolescents' learning needs. On the other hand, Mahila Samakhya continues to exemplify what can be achieved if flexibility and gender sensitivity are built into educational programmes.

Mention must also be made of the Adolescents Education Programme, being implemented at the secondary education level with cooperation of NACO. There can be little doubt about the need for life skills education, understanding about reproductive health, sexuality and HIV/AIDS awareness. It is, however, argued by several educationists that this kind of programme should be properly integrated with the educational process for adolescents and young adults, rather than being additive which is somehow to be transacted.

The largest non-formal education programme in the country is being conducted by NIOS. Catering to 1.4 million adolescents and young persons, with an annual intake of 3 lakhs, NIOS is indeed playing a significant role in adolescents' education. Elementary and secondary level distance learning opportunities are also being provided by some state boards of secondary education. Very little information is, however, available in respect of what came to be called 'vernacular' or 'oriental' examinations – conducted by various bodies to enhance qualifications in Hindi, regional languages, Urdu and Persian.

### ***3.3.3 Activities of NGOs***

Owing to the funds provided by Ministry of Youth Affairs and Sports and some other Ministries / Departments as well as other national and external funding agencies, a large number of NGOs have started education related activities for adolescents. In the absence of systematic monitoring / evaluation it is difficult to indicate the number of NGO so involved, and the quality of their programmes. However, way of illustration mention may be made of the work of following NGOs:

(a) *Concerned for Working Children, Bangalore*: This NGO has no problem in working with working children. It organizes highly relevant educational

programmes for adolescent persons including education in labour laws, democratic decentralization, collectivization of adolescent persons, etc.

- (b) *M.V. Foundation, Hyderabad* : Unlike CWC, MV Foundation fights against child labour. They have large cadres of adolescent persons and youth who disengage children below 15 years of age from work compulsion. They insist that every child up to 14 – 15 years of age must receive primary education in school. MV Foundation also puts pressure on the school system to improve school functioning so that children are retained till they complete at least 5 years of education.
- (c) *Doosra Dashak, Jaipur*: This organization attempts to organize residential education for illiterates adolescent persons. The initial residential course is followed up to enhance their levels of learning. Shorter residential education programmes are also organized for school going adolescent persons. This, and a variety of other life skills education programmes, as well as the holistic approach to education make this NGO's achievements quite remarkable.

## **4. The approach**

### **4.1 Formal education system is not able to cope with challenge of universalization**

Five Year Plan documents have consistently projected expectations regarding universalization of elementary education which have remained unachieved. Those involved with planning of National Adult Education Programme (1977-78) had insisted that we should concentrate on eradication of illiteracy among younger people because with the tempo for universalization of primary education, after about 10 years there would be practically no addition of illiterate persons in the younger age group. Similar sentiment was expressed when National Literacy Mission was being designed ten years after NAEP. We are now 20 years after National Policy on education 1986/92 and NLM. The annual rate of children completing 5 years of education has increased at the rate of about 1 percent. Unless some radical measures are taken (such as pledging of enough resources, central legislation on Right to Education, mass mobilization of the people and rigorous monitoring) the probability is that the rate of improvement in the next 5 or 10 years may be no different.

On the basis of an analysis of available data, we have stated in chapter 2 of this document that the number of persons in 10-19 age group who are deprived of basic education could be as large as 10 crores. Given the rate of population growth, it may not be incorrect to say that in the next 5, or even 10 years the number of persons in this age group, namely 10 to 19, may continue to be around 8 crores.

## 4.2 The 86<sup>th</sup> Amendment

Enactment of the 86<sup>th</sup> Amendment to the constitution and grant of Right to Education to 6-14 age children was a triumph of the spirit of resurgent India, which proclaimed the need for 8 years of education for all future citizens. If that is the implication of enactment of Article 21-A, can we say that this facility of basic education\* of satisfactory quality may not be available to adolescent persons merely because we are not able to effectively provide education to all persons in 6 to 14 age group and we have not begun to plan for persons in 15-19 age group? Indeed, all persons in 10-19 age group are entitled to basic education of satisfactory quality not as a right but as country's moral obligation. If this seems a very costly proposition, we should ask ourselves what the cost of non-provision of basic education to them would be – they will determine the texture and health of our democracy, society and families.

## 4.3 Can SSA and NLM cope with challenges of adolescents' education?

Education Policy was approved by Parliament in 1986 and was revised in 1992. Despite the stipulation in it that it would be reviewed every five years, no such review has been undertaken since 1992. Even if there is not going to be a new educational policy soon, there is an urgent need to make a policy decision to provide an equitable education opportunity to adolescent persons. Education has been conferred as a right to adolescent person up to 14 years of age and there is a move afoot to widen access to secondary education.

A policy intervention is required to provide, on a massive scale, learning opportunities to adolescent persons who are out of school. It can be argued that learning opportunities are already being provided to children upto 14 years of age under SSA and those more than 14 would become eligible to benefit from NLM. This argument does not seem maintainable due to the following reasons :

- (a) At least 50 percent of children in 11 – 14 age group are out of school. The rate of increase in enrolment is just about keeping pace with increase in population in this age range. Therefore, a very large number of persons will continue to remain unschooled. The various schemes to cover these children (e.g. NPEGEL, Kasturba Gandhi Balika Vidyalyaya and AEP) are able to provide education only to a fringe of out of school children in 11-14 age group. The central government has rightly held that keeping in view the 86<sup>th</sup> Amendment, effective universalization upto 14 years of age is non-negotiable. Therefore, everything possible should be done to expand upper primary school facility. However, keeping in view the limitations of what can be done with our school system, it seems essential to launch a very large programme of adolescents' education for this age group.

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\* Basic education' has been used in this report to denote primary education with life skills and inculcation of values written in our constitution.

(b) As far as NLM is concerned, the central government has made its commitment to it explicit in no uncertain terms. The Sub-Group on Literacy and Continuing Education has made many recommendations to help in realization of government's decision to strengthen NLM. Indeed, the continuing education programme envisages that measures will be taken to enable young adults to systematically continue their education. The question that remains unanswered is whether the learning needs of a substantial proportion of persons in 15–19 age group can be left by NLM. Some of the members of the Sub-Group on Adolescents' Education have had long association with literacy and adult education. We are unable to convince ourselves about NLM's (including CE's) ability to provide equitable basic education to adolescent persons. We are of the view that while NLM/CE should be strengthened and special financial resource provided to them, we feel convinced that a very large, distinct, programme of adolescents' education will have to be launched to provide fair learning opportunities to adolescents in 15–19 age group.

#### **4.4 Justification for the Third Stream**

It is evident that the number of out of school adolescent persons will continue to be very large in the next several years and the ongoing programmes are not likely to be able to provide relevant and good quality education to these persons. It may be appropriate at this stage also to acknowledge that the education for out of school adolescent persons will have to be geared to their special learning needs and the requirement to build in them to the capacity to function as agents of social change and economic development.

The need for holistic, integrated, curriculum for out of school adolescent persons has been referred at section 1.1. This curriculum must provide to them competence in language and mathematics corresponding approximately to grade V. In addition, there would have to be courses in health, including reproductive health, an ability to study the social environment and capability to overcome the caste and religious divisiveness. Gender sensitivity and ability to make responsible decisions regarding sexuality must also be included in the curriculum at the appropriate stage. Necessary learning processes would also be envisaged to enable these persons to inculcate values spelt out in the constitution, particularly the Preamble. In view of the challenging task of value inculcation, it may be necessary to conduct much of the learning activity through residential courses.

Keeping in view not only the vast numbers involved, but also the nature of education being recommended, it would be advisable to view adolescents' education as the third stream of basic education with goal and strategies spelt out on the lines indicated in this report.

## **4.5 Some other aspects of the Approach**

While the strategic aspects of the approach have been stated in the proceeding paragraphs, there are certain other aspects which deserve to be spelt out and are being mentioned below :

### ***4.5.1 A rights based approach***

Education having been made a part of the Fundamental Rights, adolescent persons must ask for education of satisfactory quality as a right. Besides, as persons who are at the threshold of citizenship, they must view development in the rights perspective, rather than welfare or beneficiary oriented perspective. It may be added that a corollary of the rights based approach is also that the people concerned become aware of their responsibilities. Adolescent persons, in particular, would have the responsibility to work towards a humane social order based on the principles of equality and justice.

### ***4.5.2 Priority to the most disadvantaged***

Persons who have remained deprived of elementary education also belong to families which are socially and economically the most disadvantaged. The largest number of them are girls, whose education is considered a low priority by their families and who suffer various kinds of discrimination. Besides, dalits, adivasis, persons from minority community and persons with physical and mental disability have traditionally been denied access to opportunities of development. In keeping with the contention that the adolescents' education programme will correct the imbalance caused by denial of educational opportunities, girls and other deprived sections will be given a clear priority in programme planning. The rights-based approach and empowering processes envisaged in programmes of adolescents' education would be particularly relevant for these disadvantaged sections.

### ***4.5.3 Gender equity as an over-riding concern***

One of the goals of adolescents' education programme is to take decisive initiatives for women's equality. The formal system of education goes against gender equity. Due to the conventional view in families about the role of women, girls face multifaceted disadvantage. This is exacerbated by the environment in the school – male as well as female teachers treat girls in the same stereotyped fashion with which they are familiar at home. Therefore, rather than the school helping girls in overcoming the constraints of their domestic situation, it only reinforces it. In the adolescents' education programme, the postulates written in the section on Education for Women's Equality of NPE 1986/92 will be adhered to and an effort made to enhance gender sensitivity among boys and to empower girls to strive for an equitable social order.



#### ***4.5.4 Value orientation and adolescents evolving themselves as agents for social change***

The age of adolescence is known for idealism and self-less work. Educational programmes and role models can imbue them with a spirit of service and patriotism. But these characteristics must be founded on a framework of values. The work done with adolescents by a number of NGOs, shows that if provided a proper environment these persons can overcome the prejudice of caste and religious narrow-mindedness. Indeed, it has been found possible to engender in them a spirit of brotherhood / sisterhood with their peers and an ability to organize themselves to work for the most deprived and the disabled. Experience also shows that the values of secularism and commitment to democratic style of inter-personal relationship can be inculcated in adolescent persons through residential education programmes. They can also be motivated to develop a self-image as agents of social change and if provided appropriate opportunities, they can make a difference to their environment and social milieu.

#### ***4.5.5 Adolescents' education and the world of work***

Need for remunerative work is the overwhelming reality staring at the adolescent persons, particularly of the older age group. This is what the family expects of them, this is also what the community wants them to do. The problem with most adolescents, whether they have had some schooling or not, is that they are uncomfortable taking up the occupation of their ancestors. Also the world of work is continually evolving - with application of new technology, economic diversification and more and more driven by market forces. Simultaneously with this situation adolescents have also to realise the need for conservation (of water, forests, grasses, land) and replenishment. In planning for education of adolescents we have to give attention to their livelihood needs.

### **5. Programmes and Schemes.**

As stated earlier, a number of NGOs, have been running relevant programmes for education of adolescent persons. In making proposals regarding programmes and schemes we have benefited from those precedents. Indeed, it can be stated that we have attempted to use micro-experience to develop macro-programmes.

#### **5.1 Strategy**

The strategy for development of programmes and schemes for education of adolescent persons will be as follows:

- a) The main emphasis will be on persons who remained deprived of primary education, viz. persons who are non-literate as well as those who have attended school but did not complete primary education.
- b) Special emphasis has to be given to development of cadres of young persons and leadership training so that there is availability of young men and women

with commitment to values, who would provide future leadership in the country.

- c) Considering the problem of quality of primary education in the school system even those who have completed V / VIII would be provided opportunities to improve their education and continue it.
- d) Several programmes will have to be taken up in the school system to meet the diverse learning and growing up needs of adolescent persons.
- e) Since we are proposing introduction of these programmes for the first time, it would be essential to emphasise quality and experimentation, even if it tends to limit the coverage.
- f) For the same reason it should be accepted that the costs may be higher than schooling. In terms of actual 'return' this investment would be more than justified.

## **5.2 Programmes and Schemes for the un-schooled.**

### ***5.2.1 Part-time and own-time education;***

Education Commission (1964-66), and J. P. Naik in several of his books, refer to the need for support to own-time and part-time education for persons who can not benefit from the school system. They cited the enormous contribution that was made by Rashtrabhasha Prachar Samiti in old Madras Presidency. One of the reasons behind establishment of National Open School was to encourage such education programmes. It is, generally speaking, considered advisable that part-time and own-time education programmes should lead to certification. It is also helpful for the learners if tutorial facilities are provided, as is the case with respect many of the course of NIOS. In specific terms we envisage programmes on the following lines during the 11<sup>th</sup> five year plan:

- a) Programmes of distance education: NIOS is already providing leadership in setting up of open learning units as a part of State Boards of Secondary Education. An effort should be made to ensure that these programmes of distant education are run with rigour. Institutions of distance learning should widen the network of tutorial instruction and extend them to rural areas.
- b) Strengthening of Indian language examinations: These examinations are, generally speaking, taken by persons who want to continue their education, learn a new language or enhance their qualifications. There are several agencies which are conducting examinations in Hindi, Urdu and regional languages. The syllabi of most of these examining bodies have not been updated nor diversified. Through negotiation with these examining bodies, it should be possible to undertake modernization of syllabi, introduce new subjects and bring about a reform of the examination system to make it more credible. It is also important that government creates a system of regular evaluation of these examinations and to establish equivalence of their 'degrees', diplomas and certificates.

### ***5.2.2. Condensed Courses***

These courses were started by the Central Social Welfare Board in late 1950s. These are still being run by CSWB. This scheme was recently reviewed by a committee of experts which recommend expansion and strengthening of this programme. CSWB has always had a problem of resources. Their implementation is also made difficult due to the procedures of CSWB schemes. It should be possible for Ministry of HRD to sponsor these courses on a large scale – mainly for girls, but where appropriate for boys as well. The revised financial patterns recommended by the review committee to CSWB can be adopted for this purpose. This scheme has to be implemented mainly by NGOs and PRIs.

### ***5.2.3. Evening Schools***

During the phase of social education in the 50s, secondary schools and intermediate colleges were encouraged to open their facilities in the evening for education of youth and adults. The responsibility for conduct of those programmes was given to the head of the institution, who was provided a modest remuneration. These programmes continued till the 60s but dwindled thereafter. In urban areas and small towns it should be possible to revive this scheme and encourage, inter alia, adolescent persons to improve their qualifications.

### ***5.2.4. Non-formal 'schools'***

BRAC in Bangladesh has made a significant contribution to primary education in that country. What they do is to provide a 3 year course, mainly for girls, in the village where the learners reside. This is being extended now to education of adolescent girls as well. These courses are for 25-30 girls. Their parents and learners have to commit that they will participate in the programme for 3 years continuously. The 'school' runs for 3-4 hours every day. Two part-time 'teachers' are provided and are given a very modest remuneration. Emphasis is laid on recurrent training of teachers and on supervision. The outcomes of the BRAC programme have been documented by several experts. In view of the massive need for education of unschooled adolescents we might think of a large programme of schools on the BRAC model or our own variation, but emphasizing the factors which have made the BRAC programme so successful. Learners would be enabled to complete 5 years of education in 3 years. This would be mainly for girls.

### ***5.2.5. Residential courses with good quality continuing education***

Although it may seem expensive to organize residential courses as substitutes for schooling, these courses have several advantages over school education. These advantage include the following:

- a) The experience in Lok Jumbish, Doosra Dashak, M.V. Foundation and SSA shows that education equivalent to grade III can be provided in 4 months residential courses. This acts as an incentive for parents and children.

- b) Sanitation and cleanliness can become an everyday habit with the learners. Experience shows that this benefit has been derived from practically all residential education programmes.
- c) Residential courses are known to have succeeded in enabling the participants to overcome the divisiveness of caste and religion. Although adolescent persons come to a residential courses as Hindus or Muslims or as persons belonging to one caste or another, within a short time they get over this constraint and begin to fraternized with one another.
- d) Residential courses are an excellent means to impart gender sensitivity among boys and self-confidence and better articulation among girls. If properly organized, residential courses can be an effective intervention for women empowerment.

Doosra Dashak experience in Rajasthan has also shown that residential courses suffer from problems connected with short duration education programmes and, therefore, they must be followed up by high quality continuing education. The real effort in the case of residential education programme should be to build cadres of 'grassroots activists'. These persons would help in delivery of government services and in better functioning of village level institutions - schools, anganwadi centers, health sub-centers, drinking water facility, PDS, etc. Another important function of 'grassroots activists' would be to create a social and community commitment in favour of *dalits* and *adiwasis* suffering from deprivation and injustice. Over a period of time, if properly nurtured and led, these activists would contribute to economic development and social change.

#### **5.2.6. Basic education with vocational training**

We have mentioned in earlier chapters that one of the objectives of adolescents' education would be to significantly upgrade vocational and technical education in our country. At present, large sections of adolescent persons who may have had elementary or even secondary education find themselves unfit for the emerging employment opportunities. The plight of adolescent persons who have not had any systematic schooling is even worse. Like persons who have had some schooling they consider themselves unwilling to take to ancestral occupations and have little opportunity of acquiring new skills. Therefore, a comprehensive programme of scientific, vocational and technical education will have to be taken up for unschooled adolescent persons. It needs to be emphasised that along with vocation and technical training courses, there would necessarily be a component of basic education in good quality 3Rs. Several types of programmes can be envisage, which would include the following:

##### **5.2.6.1 Programmes with focus on vocational training:**

There are several good examples of vocational training like Jan Shikshan Sansthan and Community ITI's. To increase the limited reach of vocational and technical education it should be possible to set up a vocational education centre at Block level to provide vocational education to 14-19 age group. Starting with a

modest grant, the programme can be limited to 500 blocks initially. It would be advisable to maintain flexibility in selection of courses, their duration, qualifications of instructors etc. Besides, appropriate courses approved by NCVT and State Councils of Vocational Training, may also be organised in these Block Level Vocational Training Centres.

#### ***5.2.6.2 Harnessing centers of rural technology:***

There are several examples of rural technology centers in our country. Most of them are under-utilized, insufficiently documented and suffering from neglect.

There are several Gandhian centers of 'appropriate, which have made an impact on agriculture, animal husbandry, sanitation, goat and sheep rearing, etc. Some of the persons working in these Gandhian centers are committed people and could be relied upon to run courses for which there is demand among the learners as well as the market. What is needed is to improve the sense of self-worth among the people who are working in these Gandhian centers and to provide necessary incentive to the trainees.

Krishi Vigyan Kendras have been opened in almost all the districts of our country. They have come up under the auspices of NGOs, Agriculture Universities, research institutions, etc. Almost all of them have vast possibilities for conducting agriculture and rural development courses. Insistence of ICAR on a schematic budget and central control over the courses that may be conducted has tended to diminish the potential of the KVK scheme. The rapidly changing agricultural, horticultural and rural development scene should be taken into accounts in revamp of courses and the manner in which KVKs are to be managed.

#### ***5.2.7. Area Approach***

Education of adolescent persons deserves to be treated as a new area of policy and programming. In addition to other programmes, it would be of immense benefit if an area approach can be adopted leaving specific programmes to the implementation agency. What we envisage is selection of 40-50 blocks during the 11<sup>th</sup> Five Year Plan where this programme may be taken up. It would be important to entrust these blocks to agencies such as

- Panchayati Raj Institutions
- Voluntary agencies / NGOs
- Charities established by Indian philanthropists

The process to be followed in this case would be on the following lines: The agency taking up this challenge will first create a cadre of committed persons – specially inducted adolescent persons, teachers and students, trained investigators, field level government functionaries including para-personnel, etc. These persons would be provided 7-10 days residential training to secure their full involvement and initial skills. The main expectations from these persons would be to undertake a household-wise survey of the status of education in 5-11



5.3.1 Career guidance: Over the years the programme of career guidance has lost importance. Young persons are becoming ever more career conscious. This consciousness makes them anxious, restless and some times even despondent. This anxiety is shared by the parents also and the problem is acquiring serious dimensions.

5.3.2 Counseling: In addition to the psychological and physical changes which the adolescent persons undergo, there are several other factors which lead to problems of maladjustment, conflict with family and school, addiction to substance abuse, etc. Sometimes there are serious breakdowns and psychological complications. More and more, counseling is becoming a necessity in adolescents' development. This is something which should receive attention during the 11<sup>th</sup> five year plan.

5.3.3 Special Programmes in RH, sexuality and life skills: The school system does not seem equipped to provide education in these areas to students of adolescent age. Yet no one questions the need for this kind of instruction. In Lok Jumbish project in Rajasthan one week residential camps were organized for students of grade VI-VIII. The main purpose was to enable girls to know about human body and its physiological processes, issues in reproductive health and sexuality and help them overcome diffidence and shyness. Those camps were immensely successful. Girls used to fancy themselves as Nai Ladki (a new person). Such residential programmes also improve the ability of girls to benefit from the school activities. It would be useful to organize courses of this kind on a large scale.

5.3.4 **Funds for programmes for inschool adolescents to be provided in SSA and secondary education schemes.**

The sub-group did not go into details of financial requirements in respect of above recommendations. The group was of the view that the financial requirements for meeting the special learning and developmental needs of inschool adolescents should be met from the budget of SSA and the various schemes of secondary education.

## **6. Management**

What we have attempted to present is a compelling case for giving attention to education of adolescents, particularly those who remained deprived of education upto the primary level. We have also argued that while the education to be provided to adolescent persons must include language and mathematics of the primary level, keeping in view their learning needs courses of study for them should extend to life skills, health, citizenship, etc. These sets of premises will determine the management of this new programme.

## 6.1 Distinctness and adequacy of management apparatus

Generally speaking, governments are reluctant to incur expenditure on management. This being a new programme and keeping in view the other management considerations being mentioned below, it would be necessary that adequate administrative arrangements are made. While there would be an obvious linkage of this programme with elementary education and adult literacy/continuing education, facing the challenge of adolescents' education would require that its distinct character be recognized. The following structure seems to us to be the minimum requirement:

- In the Department of EE & L: A division headed by Director or Deputy Secretary with two under secretaries.
- In the states: A Project Director specially selected from a catchment which would include all branches of Education, but might include Health, Rural Development and other relevant departments. The Project Director should be assisted by a team of 3-4 senior officers (similarly selected) and support staff. This project unit should function directly under state Education Secretary. Actual implementation of the government programme will be done through specially selected project officers.

It would be useful to constitute a Task Force for proper planning and implementation of this programme. It could be set up under the chairpersonship of Union Secretary for School Education & Literacy with appropriate representation of the main stakeholders, including youth and adolescent persons. The main functions of the Task Force would be

- overseeing implementation of schemes under this programme;
- coordination;
- removing hurdles in implementation; and
- monitoring & evaluation.

## 6.2 Varied implementation agencies

The kind of programmes that have been proposed in this report will require involvement of all agencies which can make a contribution. These agencies would include the following:

**6.2.1 State government:** It is important that state governments should fully involve themselves with this programme. The approach in the state governments would be on the lines of project management. We visualize a modest number of projects being taken up during the 11th Plan, each project reaching out to about 100 villages. A beginning could be made with about a fourth of the districts, moving on to one project in each district by the end of the plan period.

**6.2.2 Non-government organizations:** Bulk of implementation responsibility will have to rest with NGOs. Several hundred (if not thousands) NGOs are working



in the area of Education. A proper selection will have to be made through the mechanism of joint committees of central and state governments and NGOs assisted by well chosen consultants. NGOs must be encouraged to experiment with diverse strategies. New rules will have to be framed to ensure that NGOs are selected with care and are enabled to optimally make their contribution.

**6.2.3 Panchayati Raj Institutions:** Several PRIs are now playing a dynamic role in development programmes. A difference can be made by providing proper orientation / training to willing PRIs. They may have to be helped with project preparation and advise at the initial stages of project implementation. It should also be possible for gram panchayats to take up this programme. It is also important that PRIs are involved when the projects are implemented by government agencies or by NGOs.

**6.2.4 Other agencies:** In the rules to be prepared in this behalf scope should be provided for other agencies. These could include institutions of formal education, projects taken up as a part of public-private partnership, private charities, etc.

### **6.3 Proactive and selective approach**

Older people tend to close their eyes on adolescent persons. This could be an explanation why attention could not be drawn earlier to adolescents' learning needs. This is also a reason why the management of this programme shall have to be proactive. Indeed, some kind of orientation will have to be undertaken of state educational leadership - through seminars, programmes on mass media, readable booklets, newsletters, etc. Not many NGOs have concerned themselves with this subject and they too will have to be drawn in. It is also necessary to give due importance to innovation, experimentation and development of feasible designs/models. The management system will need to provide enough flexibility and programme inclusively for this. While being proactive and accommodating of diversity, the management shall have to adopt a selective approach. Any attempt to hastily spread this programme could be counter - productive. Selectivity shall have to be in identification of implementation agencies as well as programmes to be taken up.

### **6.4 Capacity building**

The member of persons who have a thorough understanding of this subject is somewhat limited. There is not enough material available in print media or internet. Therefore, a large programme of capacity building will have to be taken up either directly by government or through resource institutions, referred to later. Measures in capacity building could include

- publication of informative literature and other print material;
- creating a special website;

- organization of training programmes;
- organization of conferences, seminars, etc.
- sponsoring visit to field programmes of adolescents' education;
- short duration secondment of staff of new agencies to good and experienced ones.

### **6.5 Involvement of adolescent persons in management**

Management of this programme would be able to appreciate the potentialities, susceptibilities and sensitivities of adolescent persons only if they are involved in the management process. Consultative panels can be set up at different levels for this purpose. Forums/organization of these persons could also be formed to enable them to take up development projects and to involve in management processes. A number of field activities can also be taken up for active participation of the beneficiaries. These activities could be: survey of the villages taken up; work with village community to enhance acceptability of the programme; formation of communication teams for spread of the messages of the programme; peer education for larger involvement of adolescent persons; etc.

## **7. The financial aspects**

The main financial aspects of the programme of education of adolescent persons are mentioned below:

### **7.1 A Central Sector Scheme**

For the following reasons it is considered absolutely essential to include this programme, and the schemes to be taken up under it, in the Central Sector:

- This is a programme of immense importance for the future of the country and needs to be implemented with efficiency and rigour.
- There is not enough understanding about the significance of the programme in the states and if any sharing by the state governments is laid down, the programme may not take off.
- The parameters of this programme, particularly its value framework, will have to be determined in the initial years. This would become well-nigh impossible if this is placed in the state sector of centrally sponsored sector.
- Over a period of time, perhaps in the 12th Five Year Plan, this will have to become a national programme, like SSA and NLM. In view of that this programme should begin in the Central Sector.
- There should be no difficulty in involvement of the state governments, NGOs and PRIs - indeed, that participation is a basic assumption behind this programme.

## **7.2 Multiple sources of funding with central government's overall responsibility**

Recognition of the role of adolescents and young persons is increasing worldwide. The World Bank, in its last report, has given a special priority to this age group. Practically all UN agencies have articulated their commitment to education and development of adolescent persons. Similar is the situation with multilateral and bilateral agencies and international non-government funding agencies. Several important charities, trusts and private companies in India have evinced interest in giving priority to adolescents. All these agencies - national as well as external - are likely to pledge resources for programmes of adolescents' education.

The Task Force to be set up in the Ministry of HRD (Department of SE & L) would need to liaise with the various agencies which can make a contribution - financial or otherwise. In the mean time, as far as the 11th Plan is concerned, the requirement indicated in this chapter will have to be provided in the budget of the central government. This must include the funds required for creating a Division in the Ministry as well as for creating necessary administrative apparatus in the state governments. There are numerous examples which show that when the central government asks the state governments to meet the administrative expenses, that money is not provided or what is provided is so meagre that the purpose is not served.

## **7.3 The schemes proposed**

Four new schemes have been proposed (all in the Central Sector):

- (1) Grant-in-aid for Adolescents' Education.
- (2) State Government's Projects for Adolescents Education.
- (3) Establishment of Administrative Set-up.
- (4) Evaluation, Research and Technical Resource Development.

The scheme of grant-in-aid is proposed as a composite scheme with 9 sub-schemes. Eligibility under this scheme will have to extend to a wide range of agencies who might have the interest and ability to implement this programme. The agencies could include the following:

- NGOs - they would be the main agency for implement under this scheme.
- Panchayati Raj Institutions - special effort would have to be made to properly involve them and to help them build a rigour in their programmes;
- Autonomous agencies established by government - some of the Nehru Yuva Kendras, for example, have given evidence of good work in educational areas;
- Educational institutions - while entering a caveat to clarify that institutions with commercial intent should be excluded from eligibility under this scheme, there

could be several schools who would competently take up programmes envisaged here;

- Other agencies which can make clear their ability to run programmes for adolescents' education.

As mentioned above, special proactive steps must be taken to create interest in state governments to take up these programmes through well-staffed projects. Mechanisms will also have to be created to ensure that funds reach the projects without delay.

The importance of creating administrative structures in the Department of School Education & Literacy (Ministry of HRD) and in the state governments is self-evident. Keeping in view the particularly bad situation in most of the Hindi speaking states, a proper beginning should be made with those states.

A statement of the schemes with relevant details is given below:

#### **Estimate of funds required for the 11th Year Plan under the Central Sector programme of Adolescents' Education**

S. No.	Description / Scheme	Approx. Unit Cost (in Rs.)	Number of units proposed per year	Per year financial requirement (Rs. in crores)	Financial requirement for the 5 year plan period (Rs. in crores)
<b>1</b>	<b>Grant-in-aid for Adolescents' education</b>				
1.1	Part-time & own-time education (a) Programmes of Distance education	-	Double the No. of tutorials in rural areas	0.20	1.00
	(b) Strengthening of Indian language examinations.	-	Support to extend their activities (Ad hoc provision)	0.20	1.00
1.2	Condensed Courses Non-residential courses for 40 learners for 2 years each. (calculated with ref. to year 2 when there will be double the no. of courses)	10,000 per year	1000	2	10
1.3	Evening schools	65,000 per School	500	3.25	16.25
1.4	Non-Formal Schools (for 25 learners on BRAC model)	67,500 per year	1000	6.75	33.75

1.5	Residential course with good quality follow up (calculated on one month basis + 50,000 for follow up)	1,50,000 per course	1000 in units of one month each	15	75
1.6	Programmes with focus on Vocational education	10,00,000	100 in year 1 and 100 additional in sub sequent years.	20.00 (average)	100
1.7	Harnessing Centres of Rural Technology	25000	250 Centres 1000 courses	2.5	12.5
1.8	Area Approach	Rs. 2000 per person	10,000 persons 50 blocks	2	10
1.9	Research, innovation documentation, etc.		Ad hoc provision	2	10
<b>2</b>	<b>State government projects</b>	25,00,000 per project	40 units on an average	10	50
<b>3</b>	<b>Establishment of Administrative Set-up</b>			3	15
<b>4</b>	<b>Evaluation, Research and Technical Resource Development</b>			1	5
	<b>Total</b>			<b>67.5</b>	<b>337.5</b>

## 8. Evaluation, Research and Technical Resource Development

### 8.1 Importance of evaluation and mid-term review

The 11<sup>th</sup> five year plan would be the beginning of the programme of education of adolescent persons. Although we gave considerable attention to each of the scheme and programme proposed by us, they are essentially based on micro experiences or vision and insight of the members of the subgroup. Therefore, a system of thorough evaluation will be instituted, which would make an assessment about the quality of work undertaken by different agencies. We envisage a systematic review of the whole programme at the mid-term stage, at the end of proximately two and a half years after commencement of the 11<sup>th</sup> five year plan. This review should be on the lines of the work which used to be done by especially constituted plan evaluation committees in the second and third, 5 year plans.

### 8.2 External Evaluation

Owing to the following reasons it would be essential to involve external evaluation agencies:

- a) During the 11<sup>th</sup> five year plan the scheme should be implemented as efficiently as possible and an example set of good project management; and

- b) It is necessary to examine the feasibility of the strategies spelt out in these proposals.

Therefore, appropriate external agencies, including persons with ability to undertake evaluation, will be identified to work with the concerned units in the Central and State Governments. The evaluations reports will be systematically studied and conclusion drawn for further action.

### **8.3 Educational MIS**

Generally speaking there is hardly any reporting system when grant-in-aid is provided to NGOs and other agencies, or when funds for implementation are transferred to State Governments. It is imperative that an appropriate system of EMIS is laid down for this programme from the beginning.

### **8.4 Research support**

A good deal of research support will be required for this programme. Some specific areas in which research support would be indispensable are as follows:

- a) Research about adolescents in general needs to be strengthened. Whereas much work has been done in this area in Western countries, very limited research on the subject of adolescents / adolescence has take place in India. Considering the criticality of this age group, it must receive enough attention from researchers.
- b) While working on its report, some members of the sub group tried to refer to researches in this area and found very few meaningful references. We need to give attention with reference to the special needs of our country.
- c) Action research on projects under this programme – this kind of a research can help in better implementation of programmes. An even some important purpose of action research would be to develop models / designs which can form base for future work.

### **8.5 Technical resource development**

The work which has been done by NCERT during the last couple of years in the area of curriculum development and production of text books is of far reaching importance. As far as the school system is concern it does provide the framework for improvement in content and process of education. However, a careful study of National Curriculum Framework 2005 and the text books show that enough attention is yet to be paid to the special learning needs of adolescent persons. As far as the education of out of school adolescents is concern, it may be possible to draw upon the work done by NCERT. However, their learning needs are so diverse and the extant material is so inadequate that concerted effort will have to be made to provide support in areas of curriculum development, production of teaching and learning materials, instrumentalities of evaluation, methods and materials for training of teachers to be engaged for adolescents education, etc.

Although NCERT, SCERT, Directorate of Adult Education and SRCs have vast capability in this area, they are so pre-occupied with their existing responsibilities that it may not be realistic to expect them to make much contribution for the new scheme. Therefore, the modal administrative units in MHRD and the State Governments will have to identify other appropriate institutions for providing technical resource support. These agencies could be some University Department of Education, NGOs, Institutions of Social Science and Research, etc.

\* \* \*

**Table 1**  
**Gross Enrolment Ratio at primary & upper primary level for all students,**  
**(2003-04)**

State	6-11 years			11-14 years		
	Boys	Girls	Total	Boys	Girls	Total
Bihar	80.20	64.20	72.57	30.64	19.21	25.33
Chattisgarh	123.69	122.86	123.29	78.51	62.21	70.52
Gujarat	117.67	108.62	113.41	81.88	57.40	70.40
Jharkhand	86.70	71.10	79.09	42.47	32.19	37.54
Madhya Pradesh	112.11	100.68	106.59	71.78	53.88	63.30
Rajasthan	120.18	109.41	115.07	74.30	47.22	61.54
Uttar Pradesh	96.69	92.58	94.75	53.61	42.97	48.64
<b>India</b>	<b>100.63</b>	<b>95.58</b>	<b>98.20</b>	<b>66.76</b>	<b>57.62</b>	<b>62.40</b>

*Source: Annual Report 2005-06, Department of education, GOI*

**Table 2**  
**Enrolment Ratios at primary & upper primary level for all students,(2004-05)**

State	Primary		Upper Primary	
	GER	NER	GER	NER
Bihar	91.05	81.97	28.34	24.61
Chattisgarh	108.78	90.09	70.11	46.26
Gujarat	95.68	75.91	-	-
Jharkhand	89.00	79.54	27.64	23.33
Madhya Pradesh	116.28	89.73	66.95	46.13
Rajasthan	100.20	72.95	50.36	34.63
Uttar Pradesh	98.33	90.00	34.05	27.73
<b>India</b>	<b>97.82</b>	<b>73.99</b>	-	-

*Source: Elementary Education in India 2004-25, NIEPA, New Delhi*

**Table 3**  
**Apparent Survival Rate at primary and upper primary level for all students**  
**(2004-05)**

State	V	VIII
Bihar	39.23	13.64
Chattisgarh	60.96	43.23
Gujarat	78.93	59.37
Jharkhand	37.33	12.28
Madhya Pradesh	70.91	44.32
Rajasthan	50.85	27.86
Uttar Pradesh	56.63	23.61
<b>India</b>	<b>67.15</b>	<b>28.46</b>

*Source: Elementary Education in India 2004-05, NIEPA, New Delhi*



**Policies relevant to Adolescents**

<b>S.No.</b>	<b>Policy</b>	<b>Content</b>
1.	National Youth Policy 2003	<ul style="list-style-type: none"> <li>• addresses sub group 13-19 yrs. within the broader age group 13-35 yrs.</li> <li>• youth empowerment through education, nutrition, leadership development and equality of opportunity.</li> <li>• gender justice through education, access to services including reproductive health and decision-making process to productive resources and economic opportunities.</li> <li>• state-sponsored and free counselling services for youth, particularly adolescents</li> </ul>
2	National Sports Policy 2001	<ul style="list-style-type: none"> <li>• integration of Sports and Physical Education with the Educational Curriculum</li> <li>• sports &amp; physical education to be a compulsory subject of learning up to the secondary school level</li> <li>• a National Fitness Programme in all schools</li> </ul>
3	National Policy on Education 1986, Modified-1992,	<ul style="list-style-type: none"> <li>• universal enrolment and universal retention of children up to 14 years of age.</li> <li>• constitutional amendment to make education a fundamental right (up to 14 years).</li> <li>• a large and systematic programme of non-formal education will be launched for school dropouts, for children from habitations without schools, working children and girls who cannot attend whole-day schools</li> <li>• vocational courses at secondary level.</li> <li>• To provide for educational programme of adolescent girls.</li> <li>• population education must be viewed as an important part of nation's strategy to control the growth of population,</li> <li>• programmes should be modulated and inform youth and adolescents about family planning and responsible parenthood.</li> </ul>
4	National Policy for the Empowerment of Women- (2001).	<ul style="list-style-type: none"> <li>• remove discrimination against girl child, adolescent girl etc.</li> <li>• focuses at critical link between the health of adolescent girls, pregnant and lactating women with health of infants and children</li> </ul>
5	National Nutrition Policy (1993)	<ul style="list-style-type: none"> <li>• reaching adolescent girl for a safe motherhood status and to address nutritional needs.</li> <li>• to monitor periodically nutritional status of adolescent girls below the poverty line.</li> </ul>

6	National Charter for Children ( 2003).	<ul style="list-style-type: none"> <li>• provide the necessary education and skills to adolescent children so as to equip them to become economically productive citizens,</li> <li>• special programs will be undertaken to improve the health and nutritional status of adolescent girl.</li> </ul>
7	National Health Policy, (2002).	<ul style="list-style-type: none"> <li>• school and college students form most impressionable targets for imparting information with regard to health promoting behaviour.</li> </ul>
8	National Population Policy (2000).	<ul style="list-style-type: none"> <li>• special requirements of adolescents comprise information, counseling, population education; making contraceptive services accessible and affordable, and nutritional services through the ICDS.</li> </ul>
9	National Aids Control & Prevention Policy	<ul style="list-style-type: none"> <li>• to prevent children from becoming vulnerable to HIV infection by improving health education, legal status and economic prospects</li> <li>• To promote better understanding of HIV infection among students, youth and other sexually active sections to generate greater awareness about the nature of its transmission and to adopt safe behavioural practices for prevention.</li> <li>• Ministries like Social Justice &amp; Empowerment, Women and Child Welfare, Human Resource Development, etc. should devise and own up the HIV/AIDS control programmes within their own sectoral jurisdiction.</li> <li>• In educational institutions AIDS education should be imparted through curricular and extracurricular approach.</li> <li>• Non-student youth should also be addressed through the large network of youth organizations,</li> </ul>
10	National Policy for Persons with Disabilities (2006).	<ul style="list-style-type: none"> <li>• The policy focuses on the prevention of disabilities and the physical and economic rehabilitation measures for disabled persons. It also addresses the concerns of women and children with disabilities</li> </ul>

**Constitutional & Legislative Provisions Relevant to Adolescents**

<b><u>Fundamental Rights</u></b>	<b><u>Directive Principles of State Policy</u></b>
<ul style="list-style-type: none"><li>• Article 15: "The State shall not discriminate against any citizen... nothing in this Article shall prevent the State from making any special provisions for women and children."</li></ul>	<ul style="list-style-type: none"><li>• Article 39: "Right of children and the young to be protected against exploitation and to opportunities for healthy development, consonant with freedom and dignity."</li></ul>
<ul style="list-style-type: none"><li>• Article 21 A: Right to education.- . The State shall provide free and compulsory education to all children of the age of six to fourteen years in such manner as the State may, by law, determine".</li></ul>	<ul style="list-style-type: none"><li>• Article 42: "Right to humane conditions of work and maternity relief."</li><li>• Article 45: "Right of children to free and compulsory education".</li></ul>
<ul style="list-style-type: none"><li>• Article 23: "Traffic in human beings and beggar and other forms of forced labour are prohibited and any contravention of this provision shall be an offence punishable in accordance with the law."</li></ul>	<ul style="list-style-type: none"><li>• Article 46: "To promote educational and economic interests of weaker sections to protect them from social injustice."</li></ul>
<ul style="list-style-type: none"><li>• Article 24: "No child below the age of 14 years shall be employed to work in any factory or mine or engaged in any other hazardous employment."</li></ul>	<ul style="list-style-type: none"><li>• Article 47: "The State shall endeavor to raise the level of nutrition and standard of living and to improve public health."</li></ul>

### **3.2 Acts Related to Children and Adolescents with educational manifestations:**

- 86<sup>th</sup> Constitutional Amendment 2002 free and compulsory education to all children in the age group of 6-14 years. Article 21 A: The State shall provide free and compulsory education to all children of the age of six to fourteen years in such manner as the State may, by law, determine”.
- Young Persons Harmful Publications Act 1956 prevents the dissemination of certain publications that are harmful to young persons.
- The Children (Probation and Regulation) Act 1986 prohibits pledging the labour of children..
- The Juvenile Justice (Care and Protection of Children) Act, 2000 deals with the law relating to juveniles in conflict with law and children in need of care and protection.
- The Child Labour (Prohibition and Regulation) Act, 1986 prohibits the engagement of children in certain employments and to regulate the conditions of work of children in certain other employments.
- The Rights of Persons with Disabilities (Equal Opportunities Protection of Rights and Full Participation) Act, 1995 ensures affirmative action, non-discrimination and care of the severely disabled.
- The Commissions for Protection of Child Rights Act 2005 - The Government has notified for Protection of Child Rights Act, 2005 on 20<sup>th</sup> January 2006. The Act provides for setting up a National Commission at the National level and the State Commissions at the State level. The National Commission will be a statutory body set up under an Act of the Parliament.
- Equal Opportunities, Protection of Rights and Full Participation Act 1995 provides for education, employment, creation of barrier free environment and social security etc.

## Annex 2.3

### Programmes relating to adolescent education & empowerment

S. No	Educational Schemes	Empowerment Schemes
1.	<b>Ministry of Human Resource Development</b>	
	<p><b><u>In - school Adolescent</u></b></p> <ul style="list-style-type: none"> <li>• Sarva Shiksha Abhiyan</li> <li>• National Programme for the Education of Girls at the Elementary Level (NPEGEL )</li> <li>• Kasturba Gandhi Balika Vidyalaya</li> <li>• Adolescence Education programme (AEP)</li> <li>• Integrated Education for the Disabled Children (IEDC)</li> <li>• Higher &amp; Technical Education Programme</li> <li>• National Programme for Access with Equity in Schools</li> </ul> <p><b><u>Out -of-School Adolescents</u></b></p> <ul style="list-style-type: none"> <li>• Education Guarantee Scheme and Alternative &amp; Innovative Education (EGS &amp; AIE).</li> <li>• National Institute of Open Schooling(NIOS).</li> <li>• Distance learning by Indira Gandhi National Open University (IGNOU)</li> </ul>	<ul style="list-style-type: none"> <li>• Literacy Campaigns &amp; Operation Restoration</li> <li>• Continuing Education Scheme</li> <li>• Scheme of Jan Shikshan Sansthan (JSS).</li> <li>• Mahila Samakhya</li> </ul>
2	<b>Ministry of Labour and Employment</b>	
	<p>Out of School:</p> <ul style="list-style-type: none"> <li>• National Child Labour Projects (NCLPs):</li> </ul>	<ul style="list-style-type: none"> <li>• Special Coaching scheme,</li> <li>• Craftsmen Training Scheme:</li> </ul>
3	<b>Ministry of Social Justice and Empowerment</b>	
	<ul style="list-style-type: none"> <li>• Educational Schemes:</li> <li>• Pre-Matric Scholarship to the Children of those Engaged in Unclean Occupations.</li> <li>• Post Matric Scholarship for SC Students.</li> <li>• Pre-matric Scholarships for OBCs</li> <li>• Post-matric Scholarships for OBCs</li> <li>• Hostels for SC Boys &amp; Girls:</li> </ul>	<ul style="list-style-type: none"> <li>• Prevention of Alcoholism and Substance Abuse</li> </ul>

S. No.	Educational Schemes	Empowerment Schemes
4.	<b>Ministry of Tribal Affairs</b>	
	<ul style="list-style-type: none"> <li>• Eklavya Model schools</li> <li>• Educational complex for ST girls in low literacy pockets</li> <li>• Boys/girls hostels for scheduled tribes. (centrally sponsored scheme)</li> <li>• Establishment of ashram school in tribal sub-plan area. (centrally sponsored scheme)</li> <li>• Upgradation of merit of students (central sector scheme)</li> <li>• Post-matric scholarship for scheduled tribes students (centrally sponsored scheme)</li> <li>• Grants-in-aid to NGOs</li> <li>• Educational complex for ST girls in low literacy pockets</li> </ul>	<ul style="list-style-type: none"> <li>• Vocational Training Centres</li> </ul>
5.	<b>Ministry of Women and Child Development</b>	
		<ul style="list-style-type: none"> <li>• Kishori Shakti Yojana (KSY)</li> <li>• Nutrition Programme for Adolescent Girls (NPAG)</li> <li>• Swawlamban</li> <li>• Support to Training Employment Programme (STEP)</li> <li>• Swashakti s</li> </ul>
6.	<b>Ministry of Health and Family Welfare</b>	
		<ul style="list-style-type: none"> <li>• The National Rural Health Mission (NRHM):</li> <li>• Reproductive and Child Health II (RCH-II):</li> <li>• National AIDS Control Programme (NACP):</li> </ul>
7	<b>Ministry of Information and Broad-casting</b>	
	'Yuva-Vani'	
8.	<b>Ministry of Youth Affairs and Sports</b>	
	<p>National Service Scheme (NSS):</p> <p>Scheme of Financial Assistance for Development and Empowerment of Adolescents:</p> <p>Scheme of Scouting and Guiding:</p>	<p>Nehru Yuva Kendra Sangathan (NYKS):</p> <ul style="list-style-type: none"> <li>• National Service Volunteer Scheme (NSVS):</li> <li>• Rashtriya Sadbhavana Yojana:</li> <li>• Promotion of Adventure:</li> <li>• Promotion of National Integration</li> <li>• Assistance to Youth &amp; Sports Clubs</li> <li>• Financial Assistance for promotion of Youth Activities &amp; Training: Youth Hostels:</li> <li>• Scheme of Incentive for Promotion of Sports Activities:</li> <li>• Scheme Relating to Talent Search and Training:</li> <li>• Scheme of State Sports Academy</li> </ul>

## SECTION-VI

### **Adult Education**

#### **INTRODUCTION**

Literacy has for long been considered a prerequisite for development. It is a major determinant in achievement of our demographic goals, be they the reduction in infant mortality rates, maternal mortality rates or the fall in female fertility rates. Literacy is also the first rung of the educational ladder. In an era where Universalisation of elementary education is a reality, and Universalisation of secondary education is on the anvil, large numbers of the population cannot remain illiterate. Literacy provides an individual the opportunity to join the educational mainstream through the non formal channel. Literacy is also the key to empowerment. A literate individual is able to gain self confidence, assert her rights, voice her opinion and take part in the decision making process be it domestic or political. In the era of globalization when the focus is not on basic literacy alone, but on multiple literacies viz. health literacy, legal literacy, computer literacy, illiteracy would cause an unbridgeable divide between the illiterate and the educated. It is a fact that socially conscious and literate individuals help in the creation of an enlightened society and a vibrant democracy. Literacy is also linked inextricably with issues relating to governance and livelihoods. The right to information would remain unused by millions of non literates who have are unable to access, read or react to the information solicited under this act. Eradication of illiteracy has been one of the national concerns since Independence. The need for a literate population was recognized as a crucial input for nation building and the National Literacy Mission (NLM) was set up by Late Prime Minister of India, Shri Rajiv Gandhi in 1988 to achieve this goal.

#### ***Growth in Literacy***

A new thrust was given to adult literacy in the National Policy on Education 1986 and the Plan of Action 1992, which advocated a three-pronged strategy including adult education, elementary education and non-formal education to eradicate illiteracy. The National Literacy Mission was set up as a part of the five technology missions in 1988. The initial target before the NLM to make 80 million persons literate by 1995, was later enhanced to making a 100 million persons literate by 1997. The current target is to achieve a threshold level of 75% literacy by 2007. The dominant strategy of the NLM, the total literacy campaigns were 'area specific, time bound, volunteer based, cost effective and result oriented.' The efforts made by the Total Literacy Campaigns and Post Literacy

Campaigns to eradicate illiteracy yielded commendable results which were reflected in the 2001 census with an astounding rise in literacy by 12.63% points from 52.21% in 1991 to 64.8% in 2001, with male literacy being 75.3% and female literacy being 53.7%. The percentage point increase in the literacy rate during the period is the highest increase in any decade and is a marked improvement upon the literacy rates immediately after independence. (Table 1) The urban-rural literacy differential has also decreased during the period. All States have registered an increase in literacy rates and male literacy rates are above 60% in all the States and Union Territories, except Bihar (59.68%). Most heartening of all, the literacy rates amongst women rose at a much higher rate than male literacy rates. Literacy rates among the Scheduled Castes and the Scheduled Tribes rose at an even faster rate. Even more encouraging were the social impacts of the literacy efforts, which translated themselves into better health awareness, greater empowerment and greater success in panchayat elections etc. Inter-state and intra state disparities still continue, although the gap between the educationally advanced and backward states has been narrowing over the years. However, gender disparity and regional disparity in literacy still continue to persist and are envisaged to be the prime foci of NLM in the XI Plan.

**Table 1: Literacy 1991-2001**

	<b>1991</b>	<b>2001</b>	<b>% Change</b>
Literacy rate	52.21%	64.84%	+12.63
Number of non-literates	328.88 million	304 million	- 24.88
Male literacy	64.13%	75.26%	+11.13
Female literacy	39.29%	53.67%	+14.38
Gap in male-female literacy rate	24.84%	21.59%	- 3.25

Despite the euphoric achievements as portrayed in the 2001 census, adult literacy has suffered from shifting priorities, by the lack of permanent structures in the Zilla Saksharta Samitis (ZSS) and by the resource crunch because of which the literacy volunteers at the basic literacy phase could not even be paid an honorarium.

The 2001 census revealed that there were 304 million illiterates in the country, of which 44 million were in the 7-14 age group and the remaining were in the 15+ age group. Although there has been a decline in the absolute number of illiterates from 328 million, to 304 million, the number of illiterates in India as per the 2001 Census is higher than the population of most of the countries in the world. The target for literacy has been re-fixed at 85% for the Eleventh Plan. This would require a rethinking in terms of the strategies and the target to be covered if the national target and EFA goals have to be achieved.



## Literacy amongst Scheduled Castes and Scheduled Tribes

Members of Scheduled Castes (SC) and Scheduled Tribes (ST) and other disadvantaged groups of the society are the major beneficiaries of the adult literacy programmes, therefore no separate scheme/programme is being implemented for them under the NLM. So far, 120.35 million persons have been made literate under the various literacy programmes, out of which 23% learners belong to SCs and 12% belong to STs. There are 62.4 million SC illiterates out of which 38.7 million (62%) are females. There are 36.4 million ST illiterates in India, out of which 21.2 million (61%) are female. The literacy rates of SCs and STs have increased as illustrated by Table 2.

**Table II: Literacy in Scheduled Castes and Scheduled Tribes**

	1991	2001	% Change
<b>Scheduled Castes</b>			
Literacy rate	37.41%	54.69%	+ 17.28
Male literacy	49.91 %	66.64%	+16.73
Female literacy	23.76%	41.90%	+18.14
<b>Scheduled Tribes</b>			
Literacy rate	29.60%	47.10%	+17.50
Male literacy	40.65%	59.17%	+18.52
Female literacy	18.19%	34.76%	+ 16.57

## Minorities

India's Muslim population is among the largest in the world and exceeded only by Indonesia. The national overall literacy rate for Muslims is 59.1% (males 67.6% and females 50.1%). The literacy rates based on religion have been released by Registrar General of India for the first time after the 2001 Census.

Literacy rate among the Muslim population is higher than the overall literacy rate of 64.8 percent in 17 States/UTs of India. The States/UTs which have literacy rate lower than the national literacy rate are Haryana (40%), Bihar (42.0%), Meghalaya (42.7%), Jammu & Kashmir (47.3%), Uttar Pradesh (47.8%), Nagaland (48.2%), Assam (48.4%), Uttaranchal (51.1%), Punjab (51.2%), Jharkhand (55.6%), Rajasthan (56.6%), West Bengal (57.5%), Himachal Pradesh (57.5%), Arunachal Pradesh (57.7%), Sikkim (57.8%) Manipur (58.6 %), Tripura (60.9%) and Chandigarh (64.1%). The size of the

Muslim population in the states of Punjab, Nagaland, Himachal Pradesh, Sikkim and Arunachal Pradesh is between 1.4 percent to 2 percent of the total population of the State.

Female literacy rates among the Muslims are lower than the female literacy rates of all religious communities in 21 States/ UTs of India and are particularly low in the States of Haryana (21.5%), Bihar (31.5%), Nagaland (33.3%), Jammu & Kashmir (34.9%), Meghalaya (35.2%), Assam (40.2%), Uttaranchal (40.3%), Manipur (41.6%), Jharkhand (42.7%) and Punjab (43.4%). Hence these States should be given special focus in the XI Plan by chalking out a detailed strategy for them.

**Table III: Literacy Rates among the Muslim Minorities**

	2001
Muslim literacy rates	59.1%
Male literacy	67.6%
Female literacy	50.1%

## **National Literacy Mission**

The National Literacy Mission (NLM) was launched in order to accord a new sense of urgency, seriousness and emphasis to literacy by providing fixed goals, a clear time frame and age specific target groups. Emphasis was laid on the attainment of literacy, numeracy, functionality and awareness along with institutionalization of Post Literacy and Continuing Education. The National Literacy Mission received international recognition when it was awarded the UNESCO NOMA Literacy Prize in 1999. The international jury acknowledged the contribution of the total literacy campaigns in the eradication of illiteracy in the country and recognized NLM efforts in "galvanizing activities towards integration, conservation of the environment, promotion of women's equality and the preservation of family customs and traditions."

The goal of NLM is to attain a sustainable threshold level of 75% literacy by 2007. Goal 4 of Education For All (EFA), aims at achieving 50% improvement in the levels of literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults. NLM seeks to achieve this goal by imparting functional literacy to non-literates in the age group of 15-35 years, the productive and reproductive age group. Apart from pre-determined levels of reading, writing and numeracy, functional literacy includes self reliance, empowerment, skill development and imbibing values of national integration, conservation of environment, gender equity, and observance of small family norms. Literacy, as defined under the NLM is an active and potent instrument of

change, ensuring achievement of the country's social objectives and creation of a learning society.

The main features of the schemes included an integrated approach to literacy, amalgamating all the features of the literacy and post literacy phase. Zilla Saksharata Samities (District Literacy Societies) continued to oversee and run literacy programmes with freedom to synergise their strengths with those of local youth clubs, Mahila Mandals, voluntary agencies, Panchayati Raj Institutions, etc. The expanded scheme of Continuing Education encompassing the removal of residual illiteracy, implementing target specific programmes, and setting up of rural libraries was given due priority. The State Resource Centres (SRCs) provided academic and technical resource support to the schemes of NLM in their respective regions of work. Jan Shikshan Sansthan (JSS) functioned as repositories of vocational / skill development programmes with their activities being extended to rural areas as well. Financial and administrative powers were delegated to State Literacy Mission Authorities within the overall NLM norms. With these improvements, NLM continued to consolidate the gains of previous years and accelerate the pace of literacy.

### **National Literacy Mission Authority (NLMA)**

The National Literacy Mission Authority was set up as an independent and autonomous wing of the Department of Elementary Education and Literacy vested with the executive and financial powers in its sphere of work. The NLMA has a General Council under the Chairmanship of Minister of Human Resource Development which lays down the policies and programmes in the field of Literacy and Adult Education. The Executive Committee (EC) and Project Approval Committee (PAC) are chaired by the Secretary (School Education and Literacy). The PAC considers and approves literacy programmes and projects for financial assistance.

An allocation of Rs. 10 crores was made for the X Plan under NLMA.

### **SCHEMES OF THE NATIONAL LITERACY MISSION (NLM)**

#### **Total Literacy Campaign (TLC) & Post Literacy Programme (PLP)**

The Total Literacy Campaign has been the principal strategy of NLM for eradication of illiteracy. The TLCs are implemented through Zilla Saksharata Samities (District Literacy Societies) functioning as Collector headed independent and autonomous bodies, having due representation of all sections of the society. 597 districts of the country are presently covered under various literacy programmes under the NLM. The Central: State share for Total Literacy

Campaigns (TLCs) and Post Literacy Programmes (PLPs) is 2:1 for the general districts and 4:1 for the tribal districts.

During the 10<sup>th</sup> Plan period, the total number of districts under TLC was 36 and 102 under PLP. About 28.82 million persons were made literate under these programmes during the 10<sup>th</sup> Plan period.

For the 10<sup>th</sup> Plan, an allocation of Rs.95.00 crores was made for the Scheme of Literacy Campaigns. The actual allocations during 2002-03 to 2006-07 have been Rs. 131 crores.

A number of innovative measures were initiated to focus on the priority groups involving various implementing agencies like the Zilla Saksharata Samitis, Non-Governmental Organizations, Panchayati Raj Functionaries and Self-Help Groups. The projects undertaken through these agencies during the 10<sup>th</sup> Plan period were as follows:

### **(i) Accelerated Female Literacy Programme**

As per 2001 Census, 47 districts in the country had a female literacy rate below 30%. Hence it was decided to target the 47 low female literacy districts for improvement of their literacy rates. As most of these districts are concentrated in the States of Uttar Pradesh, Bihar, Orissa and Jharkhand, special innovative programmes were taken up in these States for promoting female literacy.

#### **(a) Uttar Pradesh**

A special project was launched to raise the female literacy rate of 8 districts of Uttar Pradesh by covering 25.00 lakhs illiterate women in the 15 - 35 age group. The project duration was limited to 5 months, from 1<sup>st</sup> November, 2002 to March, 2003. The implementing agencies were given block wise responsibilities on a geographical basis. Need based primers were designed on female related issues. The external evaluation indicated that out of 8 districts, 6 districts achieved above 60% results, while 2 districts namely Balrampur and Shravasti achieved below 60% results.

#### **(b) Bihar**

The special female literacy programme in Bihar was implemented in 13 low female literacy districts in the 1<sup>st</sup> phase to cover 24.03 lakhs women learners in 15-35 age group. The projects were implemented by the Zilla Saksharata Samiti (ZSS) of the respective districts, along with the ongoing TLC or PLP programmes. The programme commenced in January, 2003 and ended in

December, 2003. The ZSS had constituted Mahila Samities at district, block and panchayat level with representation of women from amongst teachers, social workers, NGOs representatives, PRIs, child development officers and other officers in the districts. In minority concentrated areas such as Kishanganj and Araria districts, the Imams were urged to promote literacy among the Muslim masses. The programme was evaluated externally, and 8 districts were reported to achieve 60% and above in the evaluation.

### **(c) Orissa**

Nine districts in Orissa viz. Koraput, Nabrangpur, Malkangiri, Rayagada, Kalahandi, Gajapati, Sonapur and Naupada. were covered under the Special Project for Accelerated Female Literacy. The programme targeted 10.43 lakhs non-literate women in the 15-35 age group. State Resource Centre, Bhubaneswar was the nodal agency to oversee the implementation of the project, which was executed largely by NGOs. 9.10 lakh female learners were identified, out of which 9.03 lakh were enrolled.

### **(d) Jharkhand**

The special female literacy programme was implemented in 5 low female literacy districts of Jharkhand namely Pakur, Garhwa, Sahibganj, Giridih and Godda. The programme was implemented by Zilla Saksharata Samities of the respective districts with the active involvement of Panchayati Raj Institutions, women social workers etc. Around 5.00 lakhs women illiterates in 15-35 age group were covered under the programme. A special Resource-cum-Support Group was constituted under the aegis of Asian Development Research Institute, Patna (ADRI) to provide resource support and monitoring of the female literacy programmes in these districts.

### **(ii) Projects for Residual Illiteracy (PRIs)**

Although the Total Literacy Campaigns took the form of a mass movement and were extended throughout the country, in many cases the campaigns languished due to a number of reasons including natural calamities, lack of political will and the frequent transfer of District Collectors. Despite the completion of the campaign, large number of illiterates remained un-reached. Projects for Residual Illiteracy (PRIs) were launched in these areas after the conclusion of TLCs to cover the remaining illiterates. PRIs have so far been taken up in 10 districts of Rajasthan, 8 districts of Andhra Pradesh, 4 districts of Bihar, 3 districts of Jharkhand, 9 districts of Madhya Pradesh, 2 districts of Karnataka and 13 districts of Uttar Pradesh and 4 districts of West Bengal.

### **(iii) Special Literacy Drive in 150 Districts**

The Council of the National Literacy Mission Authority in its 8<sup>th</sup> meeting on April 5, 2005, decided to take up a special literacy drive in 150 districts, which had the lowest literacy rates in the country. These 150 districts are mainly in the States of Uttar Pradesh, Bihar, Jharkhand, Rajasthan, Madhya Pradesh, Chattisgarh and Orissa. The special drive for reduction of the residual illiteracy aimed to cover nearly 36 million illiterates between 2005-07. So far, 134 districts in the States of Arunachal Pradesh (7), Andhra Pradesh (8), Bihar (31), Chhattisgarh (2), Jammu & Kashmir (8), Rajasthan (10), Jharkhand (12), Karnataka (2), Madhya Pradesh (9), Meghalaya (3) Nagaland (2), Orissa (8), Punjab (1), Uttar Pradesh (27) & West Bengal (4) have been covered under the Special Literacy Drive under on-going Total Literacy Campaigns, Post Literacy Campaigns or Continuing Education Programmes.

### **Continuing Education Programme**

The Continuing Education Scheme provides a learning continuum to the efforts of Total Literacy and Post Literacy Programmes in the country. The main thrust is on providing further learning opportunities to neo-literates by setting up of Continuing Education Centres (CECs) which provide area-specific, need-based opportunities for basic literacy, upgradation of literacy skills, pursuit of alternative educational programmes, vocational skills and promotion of social and occupational development. The scheme also provides for implementation of a number of important target specific programmes such as Equivalency, Income Generation, Quality of Life Improvement, and Individual Interest Promotion Programmes.

The Central Government provides 100% funding for the first three years and the funding is shared on a 50:50 basis between the Central and State Government respectively in the 4<sup>th</sup> and 5<sup>th</sup> years. The State Governments are expected to take over the programme in its entirety after five years. One CEC is sanctioned for a population of 2000-2500 and a Nodal Continuing Centre (NCEC) for a cluster of 8-10 CECs. A one time non-recurring grant of Rs. 25,000/- for each CEC and Rs. 45,000 for each NCEC is sanctioned. Recurring grant on the same scale is provided for CECs/NCECs each year.

During the 10<sup>th</sup> Plan period, 213 new districts were covered under the Continuing Education Programme bringing the total number of districts covered under CEP to 321. An allocation of Rs.826.00 crore has been made for the Scheme during the 10<sup>th</sup> Plan.

## **Approach, Strategy and Goals for Literacy in the XI Plan**

### **Mid Term Appraisal of the Tenth Plan**

The Planning Commission in its Mid-Term Appraisal of the Tenth Five Year Plan made three major recommendations:

*The literacy schemes like TLC, PLP and Continuing Education should be transferred to State Governments along with funds to ensure better participation/ involvement and effective monitoring.*

The Department consulted various State Governments on this issue. Most of the states felt that the scheme should remain with the Centre since the NLM had provided dynamism and urgency at the national level, which had helped the States in implementing the programme as a national priority. It was a considered view of all concerned that the transfer of the scheme to the states would cause delay in release of funds to the districts and adversely affect the implementation of the programme. Subsequently the matter was taken up with the Planning Commission, which has finally agreed to retain the scheme with NLM.

*A new scheme should be launched as a part of literacy programmes, operated through NGOs, to impart functional literacy to 35 plus age group as a sizeable proportion of the 31 crore illiterate persons is in the said age-group*

The Working Group recommends that the target group may be extended beyond 35 years, as desired by Planning Commission, if the requisite upscaling of budget as well as infrastructure support is provided to the NLM. However this age group could be targetted by ZSS, ZP or NGOs.

*All NGO operated schemes under adult education should be amalgamated into a single CSS and funds routed through State Governments.*

The funds for SRCs and Grants in Aid to NGOs are already being routed to the NGOs through the same scheme, with specific guidelines for each. The scheme for JSS is separate and could be merged also under specific guidelines for operationalization. However routing of funds through the State Govt. would result in enormous delay in release of funds to these organizations and also lead to loss of control and monitoring of their works.

# Literacy Roadmap for XI Plan

## Need for New Strategy for the NLM.

The NLM is now focused on achieving a threshold level of 75% literacy by 2007. GOAL 4 of EFA as applicable to literacy aims at achieving a 50% improvement in levels of adult literacy by 2015, especially for women and equitable access to basic and continuing education for all adults. Planning Commission lays down a target of 85% literacy rate to be achieved by the end of the XI Plan.

The growth rate for literacy during the past decade has been 12.63%. While the male literacy has grown by 11.13%, female literacy has grown by 14.38%. In order to achieve a target of 85% overall literacy rate, it is imperative that the rate of growth of male literacy is raised to 1.4% during the XI Plan by changing the strategy and introducing innovations, so that the male literacy grows to 90% by 2011. Female literacy would have to be raised to at least 80% by the end of the Plan period so that the gender gap is minimized to 10%. A detailed scenario in the context of female literacy in the age group 7+ is discussed below:

### Female Literacy (Age group 7+)

In as many as 28 states /UTs, the female (7+) literacy rate is over 50% while in 5 it is between 40% to 50% and in 2 it is below the 40% mark. In districts, which have attained a comparatively high literacy rate, as well as in those that have a very low rate literacy rates, the interventions required to progress ahead are much greater. Special interventions will be necessary for different categories of states if the overall target of over 80 % has to be achieved. The growth rate may have to be calculated and fixed differently for different states and districts.

The present growth rate for female (7+) literacy is 1.4% and assuming this growth rate over the Plan period, keeping in mind the contribution of Sarva Shiksha Abhiyan efforts in adding to the literacy pool in the 7+ age group, states whose present female literacy rates are around 62-63% should be able to achieve 80% female literacy. However, states whose rates are more than 50% but less than 62% or below 50% would need staggered growth targets on a realistic scale, though all efforts would have to be made to go beyond set targets.

The tables given below project the different growth rates needed for achieving the different levels of Female Literacy by 2011. This does not include the States/UTs of Kerala, Mizoram, Pondicherry, Lakshadweep, Andamans and



Nicobar, Goa, Chandigarh and Delhi where the female literacy rate is above 70%, according to the 2001 Census.

**Table - IV: Projected achievement of 80% for female (7+) literacy by 2011**

States/UTs	2001	with growth rate of 1.44%	Projected growth rate to achieve 80%
Himachal Pradesh	67.42	81.82	1.08
Maharashtra	67.03	81.43	1.15
Daman & Diu	65.61	80.01	1.44
Tripura	64.91	79.31	1.58
Tamil Nadu	64.43	78.83	1.67
Punjab	63.36	77.76	1.89

- Based upon the average national growth rate of 1.44

The above table shows that female literacy of 80% can be achieved with existing growth rate through the presently prevalent schemes in Himachal Pradesh, Maharashtra and Daman & Diu. States where female literacy rate is relatively high may take up Equivalency Programmes for neo-literates in right earnest so that literacy can be further enhanced through National Institute of Open Schooling and State Open Schools. In the remaining 4 states, efforts would have to be made to step up the growth rates between 1.58-1.89 to achieve the target of 80% literacy.

**Table - V: Projected growth rates for achieving 75% and above female (7+) literacy by 2011**

States	2001	With current growth rate of 1.44 %	*Projected growth rate to achieve 80%	*Projected growth rate to achieve 75%
Uttaranchal	59.63	74.03	2.63	1.63
Manipur	60.53	74.93	2.45	1.45
Sikkim	60.4	74.8	2.48	1.48
West Bengal	59.61	74.01	2.64	1.64
Nagaland	61.46	75.86	2.27	1.27
Meghalaya	59.61	74.01	2.64	1.64

\* The projections are based on projected literacy rate of 2006 with average national growth rate of 1.44%

Innovative interventions would be required to step up growth rate to above 2% if the target of 80% female literacy is to be achieved. Four of these states are from North East India and would require additional support, in terms of funds, area specific inputs and best practices in order to achieve their goal. Otherwise the rate achievable would be 75%, which in turn would reflect upon on the national average.

**Table - VI : Projected growth rates for achieving 75% and above female (7+) literacy by 2011**

	2001	With % growth rate of 1.44	*Projected growth rate to achieve 80%	*Projected growth rate to achieve 75%
Gujarat	57.80	72.20	3.00	2.00
Haryana	55.73	70.13	3.41	2.41
Karnataka	56.87	71.27	3.19	2.19

\* The projections are based on projected literacy rate of 2006 with average national growth rate of 1.44%

As is evident from Table VI, the achievement of 80% female literacy rate requires a high leap in the growth rates to over 3%.

**Table - VII: Projected growth rates for achieving 65% and above female (7+) literacy by 2011**

	2001	with growth rate of 1.44%	*Projected growth rate to achieve 80%	*Projected growth rate to achieve 70%	*Projected growth rate to achieve 65%
Assam	54.61	69.00	3.64	1.64	0.64
Chattisgarh	51.85	66.25	4.19	2.19	1.19
Orissa	50.51	64.91	4.46	2.46	1.46
Andhra Pradesh	50.43	64.83	4.47	2.47	1.47

Madhya Pradesh	50.29	64.69	4.50	2.50	1.50
Rajasthan	43.85	58.25	5.79	3.79	2.79
Arunachal Pradesh	43.53	57.93	5.85	3.85	2.85
Jammu & Kashmir	43.00	57.40	5.96	3.96	2.96

\* The projections are based on projected literacy rate of 2006 with average national growth rate of 1.44%

This table shows that there is a need for innovative interventions to achieve a growth rate of 70%. Most of the States require 4-5% growth rate for achieving female literacy of 80%, which would be difficult to attain. It is therefore proposed that the target of 80% be lowered to 65% during this plan period.

**Table – VIII: Projected growth rates for achieving 55% and above Female (7+) literacy by 2011**

	2001	with growth of 1.44%	Projected growth rate to achieve 80%	Projected growth rate to achieve 70%	Projected growth rate to achieve 60%	Projected growth rate to achieve 55%
Uttar Pradesh	42.22	56.62	6.12	4.12	2.12	1.12
Dadra & Nagar Haveli	40.23	56.06	6.23	4.23	2.23	1.23
Jharkhand	38.87	54.70	6.50	4.50	2.50	1.50

The states of Dadra and Nagar Haveli and Jharkhand would need a growth rate of more than 6% if the target of 80% female literacy is to be achieved. It is proposed that achievable target of female literacy be revised to 55%, which would be more viable to achieve a growth rate up to 1.5%. Intensive interventions may be encouraged in the states with support from GOI to hike the growth rate to 2% so that 60% literacy is achieved.

**Table - IX Projected growth rate for achieving 50% and above Female (7+) literacy by 2011**

	2001	With % growth of 1.44 by 2011	Projected growth rate to achieve 80%	Projected growth rate to achieve 70%	Projected growth rate to achieve 60%	Projected growth rate to achieve 55%	Projected growth rate to achieve 50%
Bihar	33.12	47.5	7.65	5.65	3.65	2.65	1.65

In the case of the above Table it is proposed that the target be revised to 50%, during this plan period and the projected growth rate be fixed to 1.65%, which is seen as an achievable target during this plan period. However Bihar should be a special focus state so that higher rates become achievable.

**It is obvious that the states in the Hindi-speaking belt, particularly Bihar, Jharkhand, Madhya Pradesh, Rajasthan and Uttar Pradesh, will have to remain our priority states if the literacy targets of 85% literacy are to be achieved.**

It is also expected that the efforts made to increase female literacy would have a spin off effect upon male literacy, which is presently growing at a rate of 1.1%.

## **Special Focus Areas and Groups**

Apart from focusing on female literacy, during the XI Plan the National Literacy Mission would also concentrate on the following special focus areas and groups:

### **1. LOW LITERACY AREAS**

The literacy map of the country shows a wide variation. The west coast, southern peninsula and north-eastern states like Mizoram are areas of high literacy. The real problem of illiteracy is in the low literacy districts of the Northern belt in the country, especially in the States of Bihar, Jharkhand, M.P, and Rajasthan and UP which has almost 50% of India's non-literates.

Different approaches, like campaign approach, center based approach, linking literacy with life skills, etc., have to be adopted depending on socio-

economic context of the area. Literacy programme has to be integrated with the other development programmes being implemented in that area. In case of migrant communities, a separate strategy of keeping the volunteer with the community in the migrated /work place may be adopted.

Per-learner cost should be increased since the present norms are not sufficient to take up any motivational or skill development activities nor the payment of honorarium to volunteers. Per learner cost is proposed to be increased to Rs. 300/- to Rs.500/- depending on the approach being followed for literacy instruction. The estimated average cost per learner is US \$47 in the Africa, US \$30 in Asia and US \$61 in Latin America. When cost is computed for successful learners or completers, the respective averages are US \$68, US \$32 and US \$83. In comparison, the per learner cost in India would be less than US\$ 11. This is also far below the unit cost in primary education which is Rs. 3000.

## **2. TRIBAL AREAS**

India has the second largest tribal population in the world with the total population of scheduled tribes in India being around 90 million (as per the 2001 census). In all, there are about 613 tribes living across the country constituting about 8 per cent of the total population of India and about 10 per cent of all rural people. The literacy rate among tribal groups is 47.1%, which is the lowest when compared to any other section of the population. During the implementation of the Total Literacy Campaigns in some of the districts, sincere efforts were made to improve literacy among tribals. Around 13% learners in Total Literacy campaigns have been from ST communities.

The following suggestions can also be considered in designing adult literacy programmes for tribals:

- Special literacy programmes for tribal groups should be dovetailed with the Integrated Tribal Development in each of the tribal sub-plan areas. Tribal literacy projects have to be integrated with tribal development programmes.
- New approaches such as Regenerated Freirean Literacy Through Empowering Community Techniques (REFLECT), which combines Participatory Rural Appraisal (PRA) Techniques with empowering approach of Paulo Freire can be experimented with in these areas.

### **3. NORTH EASTERN INDIA**

The experience in implementing the literacy programmes in the north-eastern states has revealed several bottlenecks and constraints which are briefly discussed below:

Some of the northeastern states have a very low density of population and the illiterate population is anywhere in the range of 2,000 – 50,000. Nearly half the districts in the region have an illiterate population below 20,000. Arunachal Pradesh for example has a population density of 13 persons /sq km, against a national average of 324. The extremely difficult and mountainous terrain makes transportation and cost of goods and services costlier than in the plain areas. Hence, even a per learner cost of Rs. 180 is inadequate in particular, in the hilly regions of Arunachal Pradesh, Nagaland and Sikkim. Due to the low density of population, it is extremely difficult to motivate a person to become a Volunteer. In the meager per learner cost, it is not possible to make any such payment to the instructors. There is need for making appropriate provision for the enhancement of norms for evaluation and provision of transport facilities, including Traveling Allowance to project staff for regular monitoring of works as well as teaching, may be considered. Hence the funding pattern in this region may not be related to population alone, but depend upon the geographical area.

As per the current provisions of the scheme for TLC/PLC, the state government share has been fixed at 1/3<sup>rd</sup> of the project cost for general districts and 1/5<sup>th</sup> of the project cost for tribal districts for all States. For districts in the North East the central share may be increased to 90% and for other districts to 80% in the XI Plan. Alternatively special provision may be made for the North Eastern states for infrastructure support. If the states of the North East are still unable to release their share, necessary provision may be made to release this share from the Non Lapsable Central Pool of Resources (NLCPR).

### **4. SCHEDULED CASTES AND SCHEDULED TRIBES, FEMALES AND OTHER DISADVANTAGED GROUPS**

The National Policy on Education emphasized that education must play a positive and interventionist role in correcting social and regional imbalances, empowering women and in securing a rightful place for the disadvantaged, linguistic groups and minorities.

The task in terms of numbers is quite enormous and the strategies should be not only to reduce the number of illiterates SC and ST persons in this age group but also focused to bridging the gap with other castes. Each of the disadvantaged groups has their own unique socio-economic and cultural characteristics and cannot be taken as a homogenous entity for developing the

strategy for combating illiteracy amongst them. Various strategies need to be developed so that the problem is addressed from several dimensions and a multi pronged approach is adopted for each category. In case of the Scheduled Caste specific functional literacy programmes revolving around upgradation of their existing skills or imparting new skills along with literacy would be implemented. Efforts would be made to boost literacy especially among SC and ST women. Regions having concentrations of any of these disadvantaged groups deserve special focus and attention. These areas can be identified on the basis of demographic compositions or those Blocks, which have already been identified as educationally backward. The Educationally Backward Blocks have been defined as those blocks having female literacy less than national average and gender gap more than national average and having SC or ST female literacy less than 10%.

## **5. MUSLIM MINORITIES**

India's Muslim population is among the largest in the world and exceeded only by Indonesia's. The national overall literacy rate for Muslims is 59.1% (males 67.6% and females 50.1%). The literacy rates based on religion have been released by Registrar General of India for the first time.

The States/UTs which have literacy rate lower than the national literacy rate are Haryana (40%), Bihar (42.0%), Meghalaya (42.7%), Jammu & Kashmir (47.3%), Uttar Pradesh (47.8%), Nagaland (48.2%), Assam (48.4%), Uttaranchal (51.1%), Punjab (51.2%), Jharkhand (55.6%), Rajasthan (56.6%), West Bengal (57.5%), Himachal Pradesh (57.5%), Arunachal Pradesh (57.7%), Sikkim (57.8%) Manipur (58.6 %), Tripura (60.9%) and Chandigarh (64.1%). The size of Muslim population in five states of Punjab, Nagaland, Himachal Pradesh, Sikkim and Arunachal Pradesh is between 1.4 percent to 2 percent of the total population of the State.

Female literacy rates of Muslim religion are lower than the female literacy rates of all religious communities in 21 States/ UTs of India However female literacy rates of Muslims are particularly low in the States of Haryana (21.5%), Bihar (31.5%), Nagaland (33.3%), Jammu & Kashmir (34.9%), Meghalaya (35.2%), Assam (40.2%), Uttaranchal (40.3%), Manipur (41.6%), Jharkhand (42.7%) and Punjab (43.4%). Hence these States are proposed to be given special focus in the XI Plan by chalking out a different strategy and by adopting an area specific and a functional approach.

Mass mobilization for creating awareness about literacy and education will be taken up on priority. Special Literacy drives including camp based literacy will be undertaken in 88 Muslim concentration districts by adopting an area specific and a functional approach with special emphasis on women. Priority is proposed to be given for establishing of JSS in Muslim concentrated non JSS districts.

## **6. ADOLESCENTS**

The age group of 10 to 19 years is taken to represent the adolescents. Adolescents account for one-fifth of the world's population, and their numbers are rising. In India, they constitute 22.8% of the population (according to the Planning Commission's Population projections). This means that approximately 245 million Indians belong to this age group. Out of these 21.16% are literate with incomplete primary education and 19.37% are not literate.

With respect to the mandate of NLM the group falling within the age group of 15-19 can be taken care of, with the age group between 10-14 being looked after through a focused approach of SSA. NLM envisages to address the changing psychology and needs of this very sensitive group of society through education as well as counseling and tailored vocational courses. The programmes envisaged for lifelong learning and awareness Equivalency, income generation and quality of life improvement are of particular relevance to the adolescents. The adolescents would be the major clientele group for the Equivalency Programmes. The JSS already have a bulk of the beneficiaries from this age group. The strategy of convergence of NLM with Ministry of Sports and Youth Affairs, as described earlier, would further strengthen the usefulness of the respective schemes for addressing the adolescents. Hence the basic premise of NLM of functional literacy would be honed more for the development and empowerment of adolescents, particularly from the economically and socially neglected/backward sections of society.

## **7. THE DISABLED**

The illiterate disabled persons have been neglected in the past for want of innovative strategies to meet their special requirements either in terms of specific approaches dovetailed exclusively for them or in developing learning materials for them. Recently the SRC, Kerala had prepared primers in Braille for the benefit of the blind illiterate persons. For the orthopaedically disabled who cannot come to the literacy classes, a strategy of 'each one teach one' can be adopted with the instructors teaching in the privacy of the learners' house. The SRCs need to innovate and develop special teaching material adapted to the specific requirements of the different types of disabled learners.

## **Revamped Strategy of NLM**

NLM is at the crossroads in the XI Plan. With the assigned target of 85% it must cover double the ground it was covering so far. It also has to cater to the life long learning needs of the 120 million neo-literates who have emerged as



beneficiaries of the literacy programmes. There is a need to revisit the old strategies and forge new ones.

The Department had prepared a detailed Working Paper for adopting a new focus for NLM in consultation with other Ministries/Departments, eminent educationists, NGOs, etc. This paper was approved by the Council of the NLMA. The Working Group entirely endorses the strategies presented in this paper for adoption during the XI Plan, as elaborated below:

The literacy campaigns, the dominant strategy of the NLM after the Ernakulum campaign, saw an unprecedented mobilization of the society and community for imparting functional literacy to the non-literates Ernakulum and Kottayam in Kerala, Pudukottai in Tamil Nadu, Nellore and West Godavari in Andhra Pradesh, Birbhum, Burdwan and Midnapore in West Bengal, Durg in Madhya Pradesh, Ajmer, Jhunjhunu, and Sikar in Rajasthan, Roopnagar in Punjab, Dumka in Jharkhand and Begusarai in Bihar were examples of successful literacy districts. The focus of NLM was not merely the learning of the three R's, but on functional literacy, which included "knowing the causes of one's deprivation and taking steps for their amelioration," and emphasized the values of national integration and small family norms. The literacy rates saw impressive gains on the whole, having risen from 52% in 1991 to 64.8% in 2001, though regional variations and disparities are still a matter of concern.

The mission mode of the early 90's, made way for a programme based approach when the PLPs were sanctioned. While TLCs threw up many interesting and innovative models, unfortunately the Post Literacy Programmes did not. PLP began to be viewed as a transitional phase during which a district was being readied for Continuing Education Programme. The political and administrative will to implement literacy programmes was also reduced in many states of the country. The CECs, were envisaged as centres of lifelong learning, but they functioned merely as reading rooms and recreational centres, where occasionally some residual illiterates were imparted literacy skills. No funds were provided for the target specific programmes viz the Equivalency, A number of reasons were responsible for the lukewarm response to the Scheme of Continuing Education. This included a extremely low, inadequate budget provision, delay in the operationalization of the CECs by the districts, non implementation of the target specific programmes viz the equivalency programme, the income generation programme, the quality of life improvement programme and the individual interest promotion programme; inadequate motivation and training of Voluntary Teachers/Preraks, inadequate payment made to literacy functionaries; lack of dedicated functionaries for the adult education programmes; lack of convergence with other developmental programmes, low levels of community participation. The CE Programme, in effect, was not able to realize its full potential. These drawbacks/gaps would be addressed in a more focused manner

In the meanwhile the literacy scenario underwent a sea change. The literacy map of India changed. 105 districts in India are in basic literacy phase, 171 in post literacy phase and 321 in the Continuing Education phase. There are 120 million neo-literates which have been covered under literacy programmes so far for whom lifelong opportunity need to be provided. There is also need to amalgamate the three phases of literacy, basic literacy, post literacy and continuing education into one so that the gains of skill development, quality of life improvement, self reliance and empowerment, the basic tenets of literacy as defined by the NLM are reached to all districts, especially those difficult districts in the Hindi speaking belt which are still in the basic literacy phase.

The revamped strategy of the NLM includes an integrated comprehensive learning programme called **Lifelong Education & Awareness Programme**

### **LIFELONG EDUCATION & AWARENESS PROGRAMME (LEAP)**

Under the scheme proposed for the XI Plan, an amalgamation of TLC, PLP and CE is envisaged together with an expansion of the scope of Continuing Education Centres (CECs) into Centres for Lifelong Education and Awareness (CLEAR) as a focal point for providing learning opportunities such as library, reading room, learning centre, training centres, information centre, charcha mandal, development centre, cultural centre, sports centre and other individual interest promotion programme centre. One CLEAR is envisaged to be set up for a population of approximately 5000. For a group of about 10-15 CLEAR there would be a Nodal CLEAR to monitor and oversee the activities of that cluster of CLEAR. Besides the provisions of setting up of CLEAR, LEAP would also provide opportunities to undertake diverse activities involving alternative and innovative approaches to cater to the needs of the learners. Taking into account local conditions and the resources available, various target specific activities such as Equivalency Programmes (EPs), Quality of Life Improvement Programmes (QLIPs), Income Generating Programmes (IGPs) and Individual Interest Promotion Programmes (IIPPs) would be organized for specific groups of beneficiaries.

### **Centers for Lifelong Education and Awareness (CLEAR)**

CLEAR would be sanctioned to all districts irrespective of the fact that the district is implementing basic literacy, post literacy or continuing education programme. If a district is implementing a basic literacy programme, the activities of the CE centres would be dovetailed to activities for imparting functional literacy and like wise for districts implementing post literacy programmes.

## **Objectives**

The twin objective of the LEAP is to make literate all the adult illiterates in an area and to provide a variety of learning opportunities to neo-literates, drop-outs and other educationally deprived sections of population through the target specific programmes in order to help them to enhance the quality of their life. This process is conceived as being continuous and lifelong.

## **Functions of CLEAR**

The CLEAR would be a multifunctional center, the activities of which would be determined by the community, based on a needs assessment made by them. The activities would depend on the needs and demands of the community. The activities of a CLEAR centre would be largely inclined towards the primary mode of occupation in that area viz agriculture, animal husbandry or small-scale industry, so that it has relevance and meaning for the people of that area. The CLEAR would provide facilities for a variety of wide ranging educational activities outside the formal system for all categories of people including out of school children, women, youth and older age groups.

CLEAR would focus on the neo-literates emerging out of the literacy campaigns, at the same time being open to the entire village. CLEAR would be characterized by flexibility in the choice of programmes depending of the needs of the people. The CLEAR will also focus on providing basic literacy to the non-literates. It would be intimately concerned with issues concerned with the livelihoods of the people. It would educate people about the other schemes and programmes of the Government. It would provide a forum for discussion on development and governance issues. It would initiate collective action. It would be a hub of all activities for the neo-literates, who, being in the productive and reproductive age group, are the main focus of all the development schemes of the government. It would try to inculcate a scientific temper amongst the people by trying to remove superstitions and outdated practices from the society. Some of the types of basic literacy programme, which would be taken up in a CLEAR are:

### **Basic literacy programmes**

The primary function of the CLEAR would be to impart basic literacy and life skills in order to achieve a literacy rate of 85% literacy by the end of the 11<sup>th</sup> Plan period. There are still a number of backward states and districts where basic literacy needs to be the primary aim before graduating to life skills and lifelong learning. A number of strategies can be undertaken to impart basic literacy.

### **Camp based literacy for women**

The camp based literacy programme would provide a 15-21 day non residential full day camp in which women would transacted a portion of the literacy syllabus, the remaining of which will be transacted under the LEAP centre or elsewhere. The idea is to kick start the process of literacy and life skills in order to enthuse the learner to come forward to become literate. Besides literacy, the learners would be imparted some income generating skills. The camp would hone the communication skills of the learners and provide a discussion forum as well, besides taking up short term individual interest promotion programme.

### **Residential/ non-residential camp based literacy for Panchayati Raj representatives**

These may be held in collaboration with Panchayati Raj Department and focus on basic literacy through use of ICT, life skills and communication skills.

### **Camp based /Residential camp based literacy for adolescents**

Residential camps/non residential camps may be held for adolescents wherein basic literacy, life skills, vocational skills may be imparted to adolescents and issues related to adolescent and reproductive health as well as HIV/AIDS may be discussed.

### **Literacy for the disabled**

This may be implemented by providing for Braille literacy for the blind, as has been successfully experimented upon in Mallapuram district in Kerala. Similarly paid volunteers may be provided to teach an orthopaedically disabled / other disabled in the learners house.

Other such groups specific strategies would be:

- **Literacy for fishermen.** Self-learning kits for fishermen may be provided for fishermen who are out at sea for days on end, through the use of audio cassettes as well as books.
- **Literacy for the nomads.** Volunteer teachers would be engaged who would travel with nomads during their stay away from home.
- **Literacy for self help groups.** Earn and learn strategies for self help groups may be devised. Emphasis would also be on numeracy and the maintenance of accounts, which would be of special relevance to self-help groups.
- **Literacy for young mothers.** Literacy strategies for young mothers may focus on learning packages for young mothers, which would help them to address the learning needs of their children in school. Parent-teacher

associations and Village Education Committees may be used for motivation and supervision.

This is purely suggestive and states would target groups depending on their specific needs.

- A number of strategies can be used to impart basic literacy including instituting a system of paid volunteers, providing computer enabled literacy programme to reinforce literacy skills, Special primers for young mother to enable them to guide their school going children/ self help groups/panchayat members, Use of school students (class 9/ class 11) as volunteers, by giving them incentives in the form of marks, providing innovative educational aids/ games to make adult learning joyful and mobile libraries to access tribals in the jungles

These strategies are only illustrative. States, districts, communities would be free to develop their own innovative strategies for different groups of people.

## **(ii) Target Specific Programmes for the Neo-iterates**

### **(a) Learning Programmes**

The learning programmes under CLEAR would be flexible in terms of content, structure and methodology. The learners would have the right as well as opportunity to choose learning programmes according to their local specific learning needs. Efforts would be made to develop local specific, context specific and culture specific learning programmes. Core learning programmes would be developed by concerned Departments in collaboration with NLM. Some of the courses which can be designed in collaboration with other Ministries/ Departments are: Gender issues and women rights (with Department of Women & Child Development) Citizens Constitution of India (with Law Department) Environment and People (with the Ministry of Environment and Forests) Human Rights for All (with National Human Rights Commission) Rural Health and Sanitation (with National Rural Health Mission) New Curriculum Framework and Parents (with NCERT) Rural Development (with the Ministries of Rural Development and Labour) People, Panchayats and Nation (with the Ministry of Panchayati Raj) Programmes for the adolescents (with the Ministry of Youth Affairs and Sports, especially the Nehru Yuva Kendras) Right to Information (with Central Information Commission and state counterparts) Functional Farmer Literacy and Water Literacy (with the Ministry of Agriculture)

Learning programmes would not be restricted to government programmes. A variety of learning programmes would be designed around crafts, sports, culture and literature with civil society and centres of excellence. As an

illustration, modules could be designed around the following: History of our freedom struggle, Popular Indian music, Traditional knowledge systems, Crafts of India, Different aspects of Indian literature, Introduction to computers and information technology, Astronomy for neo-literates

The topics are illustrative, not exhaustive. Hence, it is evident that emphasis would be given to cover all aspects of human development like livelihood, culture, attitude, rights, life skills etc. to make way for improvement in quality of life and empowerment of the rural people, especially women and the marginalized sections of the society.

A good number of expert facilitators would be required with a proven capacity to identify the learning needs/requirements of the learners/community and to develop a basket of learning programmes to satisfy a wide range of learning needs. Such facilitators have to be made available close to the learning centres and they have to be constantly trained and re-trained. Local resource centres at District/Block levels may have to be set up for this purpose like the now dysfunctional DRUs/BRUs. It would be necessary to develop appropriate linkages between LEAP and various levels of formal education (Elementary, Secondary, Higher, Technical etc.).

### **(b) Life Skills/Foundation Skills**

The CLEAR may be entrusted to impart foundation skills to the neo-literates in order to make them socially productive and economically employable. These skills include psycho-social skills Communication skills, self learning skills, Healthy living skills, including first aid, Observational skills, Problem solving and decision making skills, Cooperation and team work related skills, Recreational skills, Computer related skills, Work related skills, Disaster management skills, and Entrepreneurial skills etc.

### **(c) Vocational Training Programmes**

The JSS would provide vocational skills in conjunction with the CLEAR on trades and skills, which the villagers decide upon. Subsequently courses would be designed on subjects like weaving, fabric painting etc with help of various departments and directorates. Vocational linked primers would be developed for beneficiaries. Accreditation would also be sought, if required, with NIOS/ other academic institutions for vocational courses. The NGOs working in the sector of rural technology would provide good resource support for imparting livelihood and life skills to the beneficiaries. A tie up with the ITIs, polytechnics and rural polytechnics may be worked out. The CLEAR would organize sale of the products made by self-help groups / trainees under vocational training to attain self-sustainability of the SHGs.

#### **(d) Equivalency Programmes**

The continuing education centres need to diversify their approach by evolving target specific programmes. The target specific programmes have much relevance for the disadvantaged groups, as learning opportunities and learning programmes suited to the particular requirement of the group or group of individuals can be formulated. Such programmes go a long way in sustaining the motivation of these groups as every individual finds something of relevance to their day-to-day lives. Of particular importance to many of the drop out and left out youth of these groups is the Equivalency Programme which is a bridge for mainstreaming them with the formal system and opening the doors of higher learning. This programme essentially aims to take the learners to the level of 3<sup>rd</sup>, 5<sup>th</sup> and 8<sup>th</sup> Class levels. Students from SC or ST or minority community who have either dropped out of school or from the non-formal stream can take advantage of this programme.

The Equivalency Programme is an alternative programme equivalent to existing formal education. The objective of the equivalency programme is to reach out to the disadvantaged groups outside the school system aspiring for continuation of education and certification, equivalent to the formal system. Equivalency Programme for neo-literates visualizes three levels i.e. level-1 equivalent to class 3 /4, level 2 equivalent to class V/VI and level-3 equivalent to class VII/VIII of the formal system. The implementation strategy is based on existing available infrastructure and partnerships for sharing of responsibilities and resources. Programme implementation is through NLM and NIOS at the national level, and at the state level by an appropriate implementing agency and at district level by ZSS in partnership with NIOS. The certification is being done by the designated Boards of Examinations. Alternate partnership models exist at the national level and in different States.

At present no additional resources have been allocated for EPs. They are being run in a few states at their own initiative at CEC level by ZSS through the Preraks with technical and academic support from NIOS/SOSs/ SRCs. If the programme has to be conducted more effectively, then funds have to be provided for Equivalency and infrastructure support has to be positioned.

The Equivalency Programme is already running in some states like Andhra Pradesh, Karnataka, Kerala, Madhya Pradesh, Rajasthan, Tamil Nadu, in collaboration with National and State level Open Schools. In Rajasthan alone, 1.18 lakhs neo-literates appeared in level A and B examinations between 2003-05. In view of its potential to sustain the interest of neo-literates and its emerging popularity, the NLM would set up a target of 5% of (120 million) neo-literates to be covered under EP during Eleventh Plan.

Some strategies that can be conceived for strengthening EPs are as follows:

ZSS in consultation with its CE Centres should have full freedom in selecting relevant Equivalency Programmes that are already on offer by academic and technical/professional institutions like NIOS/SOSs, IGNOU and other Open and Distance Learning (ODL) Institutions in the country, as well as SRCs and JSSs. CECs should function like study centres offering a "bouquet" of all locally relevant and required courses, covering all range of activities linked with convergence at C.E Centres. The Courses should be offered in two categories - credit and non-credit courses. While the former could be certified by existing boards of academic and technical education, the latter would be purely for life enrichment purposes.

### **(e) Sports and Leisure Activities**

The CLEAR would serve as a venue for undertaking rural sports, cultural and leisure time activities. Facilities for games, board games and musical instruments would be made available. Leisure time activities like painting music etc would be taught in these centres. According to the statistics of the University Grants Commission, out of the 650-700 million people up to 35 years of age, only 50 million have access to organized sports, 30 million through schools and the remaining through sports clubs. Almost 450 million youth live in rural areas that lack sports infrastructure.

The rural sports infrastructure scheme of the Ministry of Youth Affairs and Sports "Panchayat Yuva Khel Abhiyan" is being revitalized and aims at synergising sports with primary education schemes including the Sarva Shiksha Abhiyan and at Navodaya Vidyalaya. Synergy between NLM and Yuva Khel Abhiyan, the 2.5 lakhs youth clubs and Nehru Yuva Kendras is also proposed.

### **(f) Rural Library**

The CLEAR would function as a rural library for the village and would have provision for books and newspaper for both neo-literates and the literate. The NLM would also converge with other libraries to create a network of rural libraries. The Peoples Rural Library cum Information Movement may be integrated with the LEAP. A large number of books and other software to suit this programme have to be generated and the existing library system will have to be updated using new opportunities that are made available by the Modern Information and Communication Technologies. Neo-literate corners would be opened up in the libraries run by Raja Ram Mohan Roy Library Foundation.



### **(g) Early Childhood Education and Care**

The CLEAR would have provision for crèche facilities for the children in the area. The CLEAR would be a venue for health check up for women and children. The Ministry for Women and Child Development is working towards Universalisation of anganwadis. Hence convergence with the schemes of MWCD viz. ECCE and Kishori Shakti Yojana are proposed.

### **(h) Information Window & Convergence Centre**

CLEAR would serve as an information window for the villagers for all schemes and programmes of different development departments. It will also be the nodal point for initiating all the development activities in that area like health, sanitation, environment protection, rural development, agriculture and animal husbandry, women's empowerment etc. The CLEAR functionary or the Prerak would work in collaboration with the development functionaries.

The CLEAR would serve as a forum for awareness camp/ discussions on issues like the Right to Information Act, the Rural Employment Guarantee Act, and the National Rural Health Mission. It would educate them on the means of exercising the rights and benefits under the schemes. It would serve as a forum for discourse on legal rights. It would provide a venue for discussion on HIV/AIDS. Further convergence would also be related to issues like immunization, foeticide, malnutrition, environmental degradation, child development, etc. Convergence can be effective if all agencies and institutions own literacy as their own programme and are able to visualize its resultant benefits in improving the efficacy of their own programmes. Efforts would be made to ensure that the convergence is organic. Computers would be provided in the CLEAR with Internet connectivity. It would be used both for reinforcing literacy skills through IT and for accessing information on various development programmes

### **(i) Scientific Literacy**

The CLEAR would try to inculcate a scientific temper among the people by eradication of superstitions and unscientific practices being followed, by explaining scientific phenomenon like and solar and lunar eclipse and also by removing superstitions related to diseases and illness, superstitions leading to witch branding etc.

### **(j) Computer Literacy**

Computer based learning programmes have been developed by NLM in consultation with TCS and C-DAC. These would be expanded and strengthened further in the XI Plan.

In the growing era of computer technology and e governance, it is important that computer literacy is emphasized. As more and more districts are maintaining e records, a knowledge of basics of computers would greatly enhance the ability of the communities to access information and contribute to a more transparent system of working. ICT has been playing a vital role in the recent past with the expansion of knowledge to the remote areas. This can be further speeded up through the use of satellite-based communication. The Broad Band facility has also become quite popular in the field of ICT. The concept of e-choupal introduced by the ITC company to promote market opportunities in the rural areas has been reported to be a big hit in the rural market promotion endeavour even for illiterate farmers. Perhaps, it may be possible to use computers / TVs to generate interest in learning in the non-literate population. Web-based knowledge and models of teaching and learning and using the CDs could also be thought of, in order to generate and retrain interest in the new learners.

### **Infrastructural and other Needs**

In order to prioritize and re-focus the activities of the Continuing and Lifelong Education Centre on these lines, there would be need to augment their infrastructure and provide adequate manpower facilities along with requisite financial support. Some of the measures proposed in this direction are enumerated below:

The ZSS should take initiative to create permanent physical infrastructure for housing CLEAR from the financial resources available with Government schemes for construction of infrastructures and also explore the possibilities to utilize NLMA / MPLAD / MLALAD funds for construction of basic infrastructure for the CLEARs.

### **Convergence**

The State Resource Centres (SRCs) which provide academic and technical resource support for the literacy programme, the Jan Shikshan Sansthan (JSS) that conduct vocational training programmes for neo-literates and others and the Zilla Saksharata Samitis (ZSS) which implement the literacy programmes often tend to work in isolation. There is no coordination of efforts and resources amongst these institutions, all of which work for achieving the overall objectives of NLM. There has to be synergy between the ZSS, SRC and JSS so that optimum results could be achieved as the goals, objectives, targets and clientele are the same.

Similarly convergence needs to be forged within the Ministry of HRD between Sarva Shiksha Abhiyan, Mahila Samakhya and NLM. The clientele of NLM should not be treated as separate entities, but rather supplement and complement the other schemes of the Ministry.

Convergence is also sought with the developmental schemes of other Ministries / Departments – an exchange of financial and technical inputs. Some of the illustrative areas of collaboration are National Rural Employment Guarantee Scheme, National Rural Health Mission, National Afforestation Programme, Nehru Yuva Kendras, etc.

### **Orientation, Training and Capacity Building**

The orientation and training of the stakeholders is crucial to the success of the programme. A nation wide dialogue with the state, collectors, Panchayati Raj institutions literacy functionaries, NGOs and other departments would need to be organized. A series of workshops, orientation programmes and trainings for officials involved in literacy at the national and state level, for officers of the different development departments who would be major partners in the new NLM strategy, social activists, media persons, writers, NGOs the SRCs, JSS, Adult Education Department of Universities, Evaluation agencies would need to be organized. The LEAP functionaries would be given comprehensive training for managing the CLEAR and to organize trainings.

New and participatory systems of monitoring and evaluation of the CLEAR would need to be evolved. It is envisaged that the following Workshops /Trainings would be held National Level workshop of all stakeholders, State level meetings, District level workshops, National level meetings of participating collectors, Rigorous training of KRPs or Resource Persons of ZSS, Proper training of Preraks and Assistant Preraks of CECs and Nodal CECs, Training of structural staff of ZSS (District Task Force, Block Task Force, Panchayat Coordinators etc) and SLMA- Programme Management training, Training of supporting agencies – Panchayati Raj Institutions, NGOs, Department of Social Welfare, Health, Education, Rural Development etc; Training of DMs, NDOs, CDPOs and concerned District administration, Training on Monitoring and Management of the Programmes.

### **Mass Mobilization**

The LEAP would not be sustainable until the community at large owns it. Mass mobilization would be required for running the LEAP and setting up the CLEAR. The idea is not to disseminate a blue print for implementation but to mobilize the community and all stakeholders in the process of evolving their own

models within the given parameters. For this purpose a mobilization campaign and environment building activities are required to be taken up throughout the country. The campaign would link the issues relating to livelihoods, governance etc. The focus would thus be not on literacy alone but on awareness and knowledge of all issues critical to the lives of the people. To revive the literacy agenda and make it more pertinent and meaningful to the neo-literates it would be necessary to link it with issues relating to Right to Information, National Rural Health Mission, National Afforestation Programme, National Rural Employment Guarantee Scheme, etc. State specific issues would also be taken up in the concerned states during the campaign for example issues relating to first aid, female foeticide in Haryana, Punjab, Gujarat, Delhi and Chandigarh, prevalence of HIV/AIDS in highly vulnerable states and cerebral malaria and filariasis in coastal states like Orissa.

The community would be mobilized for all activities of the LEAP, which would be done in a participatory mode. At the district and sub district level PRA exercises, village mapping exercise including land resource water resource mapping, charcha mandals, will be held with the aim of ensuring participation of all sections of the society as well as orientation of the panchayat members. People would participate in social audit of government programmes. Traditional modes of environment building like wall writing, slogan righting, plays, nukkad natak, padyatras and all other forms of environment building would be used to generate awareness and ensure public participation.

A media plan for the use of mass media would need to be developed. Jingles, radio spots, would be used to generate publicity and awareness. The print media and the radio channels would also be used.

### **Zilla Saksharta Samitis**

The Zilla Saksharata Samitis or the District Literacy Societies have been the main implementing agencies of the literacy campaigns. Many of the ZSS under the leadership of the respective District Collectors have done exemplary work in mobilizing the community in the effort. However, experience has shown that this mobilization has not been up to the expectation in many parts of the country. Wherever the ZSS has been set up with people's participation and with due representation of all the stakeholders in the society, including NGOs and CBOs, it has been vibrant and functional. The Continuing Education Programme was decentralized and the onus of its implementation now rested with the State Literacy Mission Authorities. In the Continuing Education Phase, which is not implemented in a campaign mode, even those ZSS, which were active, started languishing

Whatever be the shape of the future strategy of NLM, it is obvious that the ZSSs, which are registered societies and functioning at present under the Chairmanship of the District Collector needs to be given a more permanent identity. The ZSSs were set up in many districts before the 73<sup>rd</sup> and 74<sup>th</sup> amendment came into operation evolving the three tier Panchayati Raj system in the country. These need to be revamped and be fully integrated with the other development activities in the area. The ZSS has to be made accountable to the community, which must own the programmes of the ZSS. Downward linkages with the Panchayati Raj system are also envisaged. A professionally competent person may be assigned the task to manage the affairs of the ZSS. The collector would continue to act as the mission leader.

There are advantages of integrating the ZSS with the Panchayati Raj System. Firstly, the vagaries from which the literacy programme suffered due to the frequent transfer of the District Collectors would end. Secondly, the programme would come under the purview of the PR Institutions. The elected representatives would be answerable to the community. At present, Kerala, has entrusted the implementation of the CE programme exclusively to the Zilla Parishads. In West Bengal, the Sabhadipathi is the Chairman of the Zilla Saksharata Samiti, though the implementation has been handed over to the Panchayats only in a few districts.

The responsibility for actual implementation and monitoring should be given at the Gram Panchayat level. For this purpose, a Standing Sub Committee of the Gram Panchayat, named the Gram Panchayat Saksharata Samiti (GPSS), could be constituted by co-opting members from the community. The GPSS should be permitted to outsource its requirements for accountants and other administrative related services.

It is essential to maintain resource centres at the Block Level, which could provide all types of academic, technical, administrative inputs and services, which the Panchayats usually lack. The possibility of using the Block Resource Centres (BRCs) and Circle Resource Centres (CRCs) under Sarva Shiksha Abhiyan for academic support may be explored.

For the selection of the district under LEAP, the practice of pre appraisal needs to be revived. Unless and until a district has made the preparatory work and is in a state of readiness, the project should not be sanctioned. The process of pre appraisal would facilitate prior scrutiny so that the chances of success are increased. The opening of the CLEAR in these areas would be preceded by mass mobilization. The project would have the following features:

- At the district level, the ZSS would, as far as possible, be integrated with the Zilla Parishad.

- The project would be implemented at the Gram Panchayat level. The implementing agency could be the Gram Panchayat Saksharata Samiti (based on the Kerala model) with the President of the Gram Panchayat as its Chairman and the funds would be placed at its disposal. There would be a CLEAR in every Gram Panchayat of the Block selected.
- The main person in-charge of the CLEAR could be appropriately designated as the Centre Coordinator/Prerak etc.
- The actual number of persons proposed to be engaged and the remuneration to be paid would be as per the local requirements and need felt within the prescribed range of the scheme.
- In addition, the provision of honorarium may be kept for the Panchayat Secretary for coordinating the activities of the centre.
- There would be utmost flexibility in the utilization of funds within the norms of the scheme. It would also have the freedom to adopt the programmes to be run keeping in view local requirements. However, it would have to deliver quantified agreed outcomes such as; number of persons to be made literate, life skills and other related activities. Release of funds would be contingent to the achievement of stipulated targets.
- The primary function of the CLEAR would be to:
  - impart basic literacy
  - focus on lifelong learning, skill development, life skills, quality of life improvement and governance issues.

## **Synergy between NLM and Panchayati Raj Institutions**

With the 73<sup>rd</sup> and the 74<sup>th</sup> Amendment of the Constitution the structure of governance in the country has undergone a major change and, thereafter, local governments have come in to more prominence. The Eleventh Schedule of the Constitution lists all subjects, which the States may devolve on the Panchayats and Adult and non-formal education is included as one of the subjects (Item 19). It is, therefore, quite natural that the activities related to adult and non-formal education, which need to be taken up at the district or below that level, should be devolved to the local bodies. Such devolution will help the Panchayats to own the task of bringing their entire population out of illiteracy through local initiatives.

### **Activity Mapping for Devolving Responsibilities**

For effective involvement of the Panchayats there could be clear responsibilities entrusted with each level of local government. The Zilla Parishad could be responsible for coordination of all activities at the district level and provide necessary guidance and support to the programme. The middle tier of the Panchayat could be entrusted with a similar role within respective areas together with supervision of the functioning of all Block level functionaries

associated with the programme, channelise fund and other supplies. The Gram Panchayats would be the actual implementing body for organizing all ground level activities and mobilizing the community for their participation in Continuing and Lifelong Education. In the municipal areas that responsibility may be discharged by the Municipality concerned.

Within the broad framework mentioned above, the State Government would be required to devolve specific responsibilities depending on the characteristics of the Panchayati Raj of the State. To ensure role clarity of respective tiers of the Panchayati Raj, devolution of specific functions would be made by the State Governments to assign responsibilities without any ambiguity.

### **Building capacities of the Panchayat Bodies**

One essential requirement for successful partnership between NLM and Panchayati Raj is building the capacities of the Panchayati Raj representatives, at both institutional as well as individual levels. The individual level capacity building will include not only improving literacy levels of the elected members with limited literary skills, but more so in improving their capacities in managing the programmes as the key functionaries. They should be made capable of planning, monitoring and evaluating the programme within their jurisdiction and take necessary corrective steps without any external intervention. Building up institutional capacities would have long-term implications and should aim at empowering the Panchayats as institutions to integrate all the components for convergence in ensuring Continuing and Lifelong Education for its citizen. The same has to be integrated with the decentralized planning process, which the Eleventh Plan envisages.

### **Restructuring of the National Literacy Mission**

The NLM structure itself would need to undergo a change in order to make it more broad based and representative. It would need to meet more often to deliberate on issues and strategies for implementing the programmes. The NLM secretariat itself would need to be enlarged and strengthened in order to implement a programme of the dimension envisaged. The existing NLM structure of the NLMA Council, Executive Committee and Project Approval Committee would need to be expanded.

### **State Resource Centres (SRCs)**

SRCs provide academic and technical resource support in the form of teaching-learning and training material preparation, training of trainers, extension activities, innovative projects, research studies and evaluation, etc. At

present, there are 25 SRCs providing techno-pedagogic support to the programmes of NLM. The SRCs have taken up several innovative projects, such as SRC Kolkata's Action Research on Life Skills Education for the benefit of commercial sex workers and their adolescent girls, SRC Tamil Nadu's collaboration with Chennai Municipal Corporation in setting up schools for street children and re-enrolling in formal schools and SRC Kerala's collaboration with Kerala Federation of the Blind in developing literacy primers in Braille for the benefit of visually impaired adult non-literates.

The functions of SRCs range from T-L materials preparation, training, monitoring and evaluation, research, etc., but in most cases, they are grossly understaffed, operating with less than the minimum infrastructure required for optimum delivery of the mandate assigned. A comparison with the formal school education and SSA, reveals a support structure comprising of the NCERT, its regional and state counterparts like Regional Colleges of Education, SCERTs/SIEs, the District Institutes of Education and Training (DIETs) and District Resource Units (DRUs), more than 600 Block and over 6000 Cluster Resource Centres. These institutions and resource networks meet the academic needs of formal school education. The size and scope of literacy, Post Literacy and Continuing Education are very similar to school education, but with no support system other than the 25 SRCs, with an average of 4-5 coordinators, appointed on annual contractual basis. What is urgently needed is the resource support to be made available closer to the district levels like DIETs/ DRUs and below the district like BRCs and CRCs. This could be met partly by a district level sub-centre of SRCs in every district. And wherever the DRUs are functional, they need to be revitalized together with capacity enhancement to meet the diverse goals and objectives of NLM programmes. There is an urgent need for convergence of literacy and education, especially in terms of sharing of resources, at the district and grassroots levels.

In view of the LEAP and the diverse target specific programmes, the SRCs are required to become more than mere techno-pedagogic support structures. 25 more SRCs are proposed to be set up in the XI Plan to arrive to a total of 50. However these additional SRCs would have to be justified strictly on the basis of need, related to number of illiterates and hence requirements of the State. At least 5 leading SRCs need to be upgraded to Regional Resource Centres (RRC). A National Resource Centre needs to be identified for coordination of the activities of all the SRCs and RRCs. There is a widespread perception across the spectrum that SRCs should be renamed as State Centres for People's Knowledge and Lifelong Education, considerably strengthened in its staff strength and infrastructure. A stronger synergy between the SRCs and the Adult Education departments in Universities for sound academic and research inputs is envisaged.



At present there are 25 SRCs in the country. The total number of SRCs envisaged to be set up by the end of the XI Plan period is 50, with 5 SRCs being established each year. Since the Ninth Five Year Plan, the annual grant of SRCs has not increased. This is proposed to be increased in view of expected heightened role of the SRCs. The financial outlay required for the SRCs is given at Annexure. The assumptions are as follows:

- The 25 existing SRCs at the beginning of the Plan period will be provided one time infrastructural grant.
- All of them are being treated as Grade A for the entire Plan period (actual upgradation to be done only after due evaluation and on merit purely).
- All new SRCs set up during the Plan period will be treated as grade B for the entire Plan period
- All new SRCs will also be provided one time infrastructural grant in the first year
- Five Regional Resource Centre – one each for North, South, East, West and North East is proposed (upgradation of leading existing SRCs)

### **Jan Shikshan Sansthan**

Jan Shikshan Sansthans are primarily non-formal vocational educational institutions for adults. By linking literacy with vocational training, JSSs seek to improve the quality of life of the beneficiaries. The objective of the Scheme of Jan Shikshan Sansthan is educational, vocational and occupational development of the socio-economically backward and educationally disadvantaged groups of urban/rural population particularly neo-literates, semi-literates, SCs, STs, women and girls, slum dwellers, migrant workers etc.

The objectives include improving the occupational skills and technical knowledge of the neo-literates and other disadvantaged groups; providing academic and technical resource support to Zilla Saksharata Samities in Literacy, Post Literacy and Continuing Education Programmes; serving as nodal continuing education centres and to coordinate, supervise and monitor 10-15 continuing education centres/nodal centers; undertaking innovative programmes and organizing training and orientation courses for key resource persons, master trainers under the Scheme of Continuing Education.

The JSSs offer around 284 different types of vocational courses – from candle and agarbatti making, sewing and embroidery to computer and hospital and health care. The first Jan Shikshan Sansthan in the country was established at Worli, Mumbai in the year 1967 and today the total number of JSS is 194. With the emergence of millions of neo-literates through the Total Literacy Campaigns launched across the length and breadth of the country and the transformation

that has taken place in the economic and social set up over the years, the role and scope of these polyvalent vocational institutes has widened manifold. In the changed scenario, the focus of Jan Shikshan Sansthan has shifted from industrial workers in urban areas to the numerous neo-literates and unskilled and unemployed youth throughout the country. Now these Sansthans act as district level resource support agencies especially in regard to organization of vocational training and skill development programmes for the neo-literates and other target groups of the continuing education programme. The operational areas of the Sansthans earlier restricted to urban, semi-urban and industrial areas have now been extended to entire districts including rural areas. As per the revised guidelines issued by the Govt. of India, at least 25% of the beneficiaries of the Jan Shikshan Sansthan should be neo-literates. About 65% of the beneficiaries of JSS are women.

250 New Jan Shikshan Sansthans are proposed to be set up during the XI Plan. Priority will be given to setting up Jan Shikshan Sansthans in 88 Muslim concentration districts. It is proposed that there will be three categories of Jan Shikshan Sansthans A, B and C. Category A JSS will receive a grant of Rs. 50 lakhs, category B JSS will receive a grant of Rs. 45 lakhs and category C JSS will be given a grant of Rs. 35 lakhs.

A convention of the Chairpersons of the Jan Shikshan Sansthans was held in New Delhi on 21<sup>st</sup> July, 2006. Subsequently Minister for Human Resource Development constituted a Committee under the Chairmanship of Smt. Purandeswari Devi, MOS (HRD) to revise, inter-alia the guidelines of the JSS.

During the 10<sup>th</sup> Plan period, an allocation of Rs.130 crore has been made for the Scheme of JSS.

### **Non-Governmental Organizations**

The National Literacy Mission (NLM) fully recognizes the vast potential of NGOs in furthering its objectives and has taken measures to strengthen its partnership with NGOs and has assigned them an active promotional role in the literacy movement. Apart from imparting literacy, the NGOs provide academic and technical resource support through experimental and innovative programmes and also conducting evaluation and impact studies; organization of workshops and seminars, creation of literacy-positive climate through Environment Building activities, et c.

### **Directorate of Adult Education**

The Directorate of Adult Education (DAE), a subordinate office of NLM, provides academic and technical resource support to National Literacy Mission.

It has been playing an important role in the development of a network of resource support, particularly production of prototype teaching-learning materials/media software and harnessing of all kinds of media towards the achievement of the NLM objectives. The Directorate also provides current information available in the area of teaching methodology research & evaluation and other aspects of literacy. The DAE is also responsible for coordination, collaboration and networking with all the State Resource Centres, Jan Shikshan Sansthan and other institutions / agencies for continuous improvement of content and process of adult education programmes on behalf of the NLM.

Monitoring and Evaluation has been recognized as essential tools the identification of the strengths and weaknesses of the adult education programme and design to make the objectives operationally more realistic and to ensure its effective implementation. There is an urgent need to strengthen the database and MIS. It is essential that the monitoring format right from the CEC level to National level is revised, standardized, field tested and used. User-friendly computer software needs to be developed through a professional agency. An Executive Management Information System is proposed to be developed, giving universal access to information about the literacy programmes. The Research & Evaluation Unit would assume an increased role of monitoring the process of the literacy programmes being implemented in the districts and suggest short-term and long-term remedial measures as required.

Media is recognized as a major tool for environment building for community participation in LEAP. Proposals to produce area specific and context specific audio/video programmes to promote literacy in low literacy districts and educationally backward areas, LEAP with greater emphasis on target specific programmes, convergence, sustainability, etc are mooted. The process of development of teaching learning material would also be revamped and strengthened further, in keeping with the reforms proposed in the schemes and to cater to the larger canvas of issues to be addressed. Population and Development Education units of State Resource Centres are functioning as an integral part of Adult Education since 1987. The funds for implementing Population and Development Education were provided by UNFPA from 1987 to 2001. After discontinuation of the UNFPA fund, NLM decided to continue the Population and Development Education programme from its regular budget.

The Population & Development Education Unit organizes training/orientation programmes and periodical review meetings of SRCs on PEDP issues. It also releases a lump sum amount to SRCs for implementing HIV/AIDS programmes. The progress of the implementation of the project is assessed through progress review meetings. It is proposed that in the XI Plan the orientation programmes on HIV/AIDS, female foeticide and adolescent issues may be focused. Materials produced by the PDE units of SRCs will be reviewed

and consolidated. The thrust areas of the PDE may also be extended to Jan Shikshan Sansthan for in order to address the target group.

For the 10<sup>th</sup> Plan, an allocation of Rs.78.00 crore has been made for the Directorate of Adult Education (including Population Education).

### **Academic Needs of Adult Education Programmes.**

#### **(a) Research and Role of Academic Institutions**

There has been a paradigm shift from TLC, which was characterized by mass mobilization, volunteer based and time bound with focus on basic literacy, to Continuing Education marked by institutionalization, paid workers and opportunities for life long learning for all sections of community. Consequently, the technical and academic needs of NLM have also changed in this context. Developments in ICT and Open Distance Learning, Dakar and Literacy Decade also call for relook at the academic needs of the NLM.

Some of the important academic needs of NLM include the strengthening of the training of functionaries, improving material preparation, promotion of research, innovations and strengthening the institutions promoting adult education. The approach and strategies envisaged in this regard for XI Plan are described here.

#### **(b) Strengthening Training of Preraks as a Professional Development Programme**

The launching of Continuing Education (CE) Programme has led to a paradigm shift in the field of adult education in India. While the Total Literacy Campaigns (TLC) were of limited duration and implemented with the support of volunteers, the Continuing Education Programme is a centre based programme aimed at lifelong learning and implemented by paid volunteers (Preraks). The CE Programme aims at providing an array of lifelong learning opportunities to all sections of community thereby creating a literate society. As on December 2006, the CE programme has been in sanctioned in 321 districts in the country, comprising 2.18 lakh CE Centers and employing 3, 72,040 Preraks.

The effectiveness of the CE programme depends largely on the professional competence of Preraks. However evaluation studies have revealed that the quality of Preraks' training is very weak and needs improvement. Imparting quality training to lakhs of Preraks throughout the country, in a cost effective manner and within a short duration is the challenging task facing the NLM during the XI th Plan. This assumes significance as the LEAP programme is to be introduced in the remaining districts during the XI Plan, which would result

in engaging about 5-6 lakh Preraks. One possible way to reach out to the Preraks is through the use of ICT for their training. In view of the revamped strategy being proposed in the eleventh plan wherein a programme for Lifelong Education and Awareness would be initiated the quality and duration of training should be enhanced and training should be developed as a Professional Development Programme (PDP) of adult education functionaries. Such a programme should be of 3-4 months duration and planned and executed with the co-operation of University Departments of Adult Education and other academic institutions; either as a full time or part time programme or through ODL/ E-Learning platform with proper accreditation from universities.

To begin with, the NLM would enter into dialogue with UGC and constitute a National Curriculum Committee to design an appropriate Professional Development Programme for the grass roots level functionaries of the existing Continuing Education Centers.

### **(c) Reading Materials for Neo-literates**

There is a dearth of reading materials for the neo-literates in the country. Although the 25 SRCs have prepared a range of materials for the neo-literates the 25 SRCs, National Book Trust and NGOs cannot meet the growing learning needs of the 120 million neo-literates. Writing for neo-literates is a specialized skill and unless large number of people are trained through short term courses offered by Open Schools and Universities, the increasing demand for reading materials, both for equivalency and for other courses cannot be met. Neo-literate literature too needs to be developed. Creative writing viz short stories, novellas, plays, poetry, folk tales as well as non fiction like biographies, travel writing should be made available for the neo-literates in order to sustain their interests and to ensure lifelong learning opportunities. During the XI Plan, NLM would to explore the possibilities of developing special courses on "Literacy journalism" through NIOS or Open Universities with a view to preparing a cadre of writers of neo-iterate materials.

With a view to encouraging the writers of neo-literate materials, NLM would institute awards for the best publications in different languages and work out a mechanism for such publications to be printed and distributed through the National Book Trust or other agencies. The collaboration between NLM and NBT can go a long way in the preparation and promotion of reading materials for neo-literates. Collaboration would also be sought with agencies like the Raja Ram Mohan Roy Library foundation to start a neo-literate corner in the existing libraries.

#### **(d) Research, Evaluation, Documentation and Networking**

In respect of its programmes like TLC, PLP and CEP, the NLM has adopted the system of Concurrent and External Evaluations. Concurrent Evaluations are conducted by empanelled agencies within the State and External Evaluations are conducted by agencies from outside the State. The State Resource Centres and the Jan Shikshan Sansthan are also periodically evaluated by external evaluation agencies. The main focus of the Concurrent and External Evaluations of TLCs and External Evaluations of PLPs and CEPs have been the programme outcomes and in case of the TLCs the literacy achievements. PLPs and CEPs are also assessed in respect of their other objectives. However, NLM sponsored evaluations rarely go beyond this, and look at other dimensions like the social impact assessment of the programmes. These evaluations are being carried out by the 95 empanelled agencies, but there is seldom any discussion on or dissemination of the findings of these studies. During the Eleventh Plan, regular annual meetings of all the empanelled agencies would be convened by the NLM to discuss the findings of evaluation and the recommendations made, as well as their policy implications. The evaluation reports, especially those of good quality, would be put on the NLM website.

Thus, research on NLM's literacy interventions has been one of the weakest areas and needs to pick up in momentum. The system of the documentation of innovation and the dissemination of best practices must become institutionalized. Possibility of convergence with other development programmes and their impact needs to be studied. Action Research would be undertaken. The support of NLM, universities and other research institutions needs to pick up a great deal, and this agenda would be accorded priority during Eleventh Plan.

All the State Resource Centres will be encouraged to build capacity to become empanelled agencies of the NLM. The possibilities of creating an evaluation cell in SRCs to undertake and monitor evaluations pertaining to their respective state would be explored during the next Plan.

Documentation is an area totally neglected in India's adult education programmes. Although the SRCs produce as well as receive a large number of publications, there is no professional Librarian or Documentation Officer and the publications remain un-accessed and scattered with the result its rich documents and literature remain practically un-explored and used for any research or programme innovation purposes. One of staff members of the SRC could be given training on documentation. The software developed by UNESCO, viz., WINISIS would be used for training on documentation so that all the SRCs could follow a uniform classification, which may help in networking them with national and even international organizations. It would be mandatory for all the SRCs to

develop and maintain a website which would provide the state level information pertaining to adult education in their respective state.

### **(e) Innovations and Publications**

There is a need to infuse new ideas and vitality into adult and continuing education by encouraging innovations, experiments and publications. At present, UNESCO-NLM awards are given annually to SRCs, JSS and Universities based on their overall performance. These awards would instead be given for specific innovations, experiments and outstanding publications by these organizations, with a view to encouraging such activities during the Eleventh Plan.

### **(f) Strengthening Institutional Infrastructure**

Adult Education, as a sub-sector of Education is much neglected both in terms of resources and academic support. While School Education could bank upon the academic expertise of a large organization like NCERT, its state level counterparts like SCERTs, district level institutions like DIETs and Block and Cluster level academic support set ups like the BRCs and CRCs, there is no comparable structure for adult education. The National Institute of Adult Education was set up as a think tank for the NLM but it was never made fully functional, and even the limited support its faculty of four-five members could provide, ceased once the NIAE closed down. The NIAE was not replaced by any other structure, nor was a wing for adult education opened in institutions like National Institute of Educational Planning and Administration (NIEPA.) After the closure of the NIAE and the depletion of staff, on account of attrition, in DAE, there is no institution at national level that could provide academic and research support to NLM and the literacy programmes in India. The twenty five SRCs with their limited staff and funds are pre-occupied with their material preparation, training and evaluation activities and do not, at present, have the capacity to take on the task of providing support to the NLM in the areas of research studies and evaluation. The 86 University Departments of Adult Education implement the programmes as prescribed under the UGC Guidelines but there is little synergy between the NLM and the University Departments of Adult Education although many of them are empanelled as evaluation agencies with the NLM. Therefore during the Eleventh Plan, the NLM would strive to work out collaborative programmes with UGC and NIOS and improve its networking with international and national organizations.

**National University for Continuing and Lifelong Education:** Adult Literacy is closely related to people's knowledge based on production, culture, health systems and so on. Knowledge related to agriculture crafts, artisanship, local medicinal practices, folk cultures etc is a vast area and is not reflected in formal

education. Such knowledge needs to be recognized and legitimized into regular courses, from school to Masters level, and research. A National University for Continuing Education is being proposed for this purpose. The Existing SRCs & JSSs shall act as its local centres all over the country.

**NLM-University Collaborations:** The future collaboration between NLM and the Universities lies in management of Programmes for Lifelong Education and Awareness in the areas of needs assessment; curriculum designing; identification and training of trainers, their assessment, certification, training programme evaluation and use of training infrastructure; pilot innovative projects; and in providing policy and planning research support.

The absence of a national level institution can be partly overcome by creating a Department of Continuing and Lifelong Education in the National University of Educational Planning and Administration (formerly known as NIEPA), which can provide academic support to NLM and leadership in the field. Of the 25 SRCs, five SRCs, one in each region would be upgraded into Regional Institute for Adult Education with sufficient autonomy and funds. The designations of the staff having the requisite qualifications would also be changed into Lecturer, Reader and Professor, as in the case of SCERTs/SIEs, and they would be given similar pay. At present most of the SRCs have 4-5 professional staff to carry out material preparation, training, research, and evaluation activities in the entire state, which is grossly inadequate. The strength of professional staff in all SRCs would be doubled during the Eleventh plan.

The Directorate of Adult Education would be strengthened by filling up vacant positions and increasing the posts of Consultants and creating the posts of Research Fellows in order to make it a vibrant organization at national level.

## **FINANCIAL OUTLAY**

### **Tenth Plan Allocation and Expenditure**

As stated earlier, one of the major constraints in preventing NLM to make the required headway was a severe resource crunch. The Working Group on Adult Education had recommended a budget allocation of Rs.6339.50 for Adult Education during the 10<sup>th</sup> Plan. However, as against this, the budget outlay was Rs 1250 crore and allocation only Rs.1241.50 crores.

A budget proposal for Rs 34,946.20 crore has been proposed to enable NLM to support both the literacy programmes in the States as well the field organizations in a more meaningful way. Out of this the Central share in the Lifelong Education and Awareness Programme is Rs 20932.50 crore. Assistance to the States to effectively deal with the remaining illiteracy is to the tune of Rs



6240 crore. Keeping in view the constraints felt in the implementation in the states of North East India, Rs 43.70 crore is proposed as 100% Central assistance. The roles and responsibilities of SRC and JSS are envisaged to increase manifold times. Hence, Rs 1034.75 crore and Rs 725.25 crore are proposed for SRC and JSS respectively. JSS should be encouraged to attain self-sustainability in due course of time. Budget of Rs 95 crore and Rs 70 crore are proposed for DAE and NLMA respectively.

The Planning Commission has advised an additional target population of 35+ to be taken up under NLM. Hence an additional amount would have to be allocated in order to address the issues pertaining to this group. 100% Central assistance to the tune of Rs 5750 crore is proposed for literacy for the 35+ population. Hence a total allocation of Rs 34,946.20 crore is proposed if the target of NLM is enlarged to 15+.

The scheme-wise break up of budget estimates may be seen in the Annexure.

## ADULT EDUCATION

### SCHEMEWISE AND YEAR WISE FINANCIAL ESTIMATES FOR XI PLAN

(Rs. Crores)

S. No.	Name of scheme	2007-08	2008-09	2009-10	2010-11	2011-12	Total
1	Life long Education & Awareness Programme <i>(Central share 100%)</i>	3922.50	4882.50	4327.50	3900.00	3900.00	<b>20932.50</b>
2.	Projects for Removal of Illiteracy <i>(Central share 80%)</i>	1872.00	1872.00	1248.00	624.00	624.00	<b>6240.00</b>
3	Literacy for 35+ age group	1750.00	1500.00	1250.00	750.00	500.00	<b>5750.00</b>
4.	Special Support for the NE States	16.10	6.90	6.90	6.90	6.90	<b>43.70</b>
5	Grants for NGOs (i) State Resource Centres	195.90	166.80	181.45	196.10	210.75	951.00
	(ii) Field & Innovative projects	10.75	13.50	16.50	19.50	23.50	83.75
	Total	206.65	180.30	197.95	215.60	234.25	<b>1034.75</b>
6	National University for Continuing and Lifelong Education	15.00	10.00	10.00	10.00	10.00	<b>55.00</b>
7	Jan Shikshan Sansthan	103.55	124.30	145.05	165.80	186.55	<b>725.25</b>
8	Directorate of Adult Education	15.00	17.00	19.00	21.00	23.00	<b>95.00</b>
9	National Literacy Mission Authority	30.00	10.00	10.00	10.00	10.00	<b>70.00</b>
<b>Total</b>		<b>7930.80</b>	<b>8603.00</b>	<b>7214.40</b>	<b>5703.30</b>	<b>5494.70</b>	<b>34946.20</b>

### FINANCIAL ESTIMATES FOR LIFELONG EDUCATION & AWARENESS PROGRAMME (LEAP)

Se. No.	Item	2007-08	2008-09	2009-10	2010-11	2011-12	Total
<b>1 Non Recurring</b>							
	i) Existing districts (345). @ 2.50 crore in first 2 yrs	862.5	862.5	0	0	0	1725
	(ii) New districts (255). @Rs 1.25 crore in 1st yr @Rs 3.75 crore for 100 distt in yr 2 @Rs 3.75 crore for 155 distt in 3rd year	318.75	375	562.5	0	0	1256.25
	<b>TOTAL(100% Central Share)</b>	1181.25	1237.5	562.5	0	0	2981.25
<b>2 Recurring</b>							
	i) Existing districts (345). @ Rs 6.50 crore	2242.5	2242.5	2242.5	2242.5	2242.5	11212.5
	(ii) New districts (255). @Rs 2.75 crore to 120 PLP distt in 1st yr/ 5.50 crore in 2nd yr and 6.50 crore thereafter @Rs 1.25 crore for 135 TLC distt in 1st year. @Rs 5.50 crore for 135 TLC distt in 2nd and 3rd year. @ Rs 6.50 crore in 4th and 5th year	498.75	1402.5	1522.5	1657.5	1657.5	6738.75
	<b>Total (100% central share)</b>	<b>2741.25</b>	<b>3645</b>	<b>3765</b>	<b>3900</b>	<b>3900</b>	<b>17951.25</b>
	<b>Grand Total</b>	<b>3922.5</b>	<b>4882.5</b>	<b>4327.5</b>	<b>3900</b>	<b>3900</b>	<b>20932.50</b>

## FINANCIAL ESTIMATES FOR PROJECT FOR RESIDUAL ILLITERACY

It is proposed that Project for Residual Illiteracy is renamed as Project for Removal of Illiteracy

### Assumptions

- (i) The tentative estimates of the residual illiterates to be covered is taken as 100 million during 11<sup>th</sup> plan.
- (ii) The PRI will be a major component of LEAP. The plan for PRI will have to be made separately.

- (iii) 20% of these persons will be covered under the camp method followed by the campaign approach.
- (iv) All illiterates will be covered under the campaign approach
- (v) Cost under camp based literacy programme is taken as Rs. 1400 per learner.
- (vi) Cost under campaign approach is taken a Rs. 500/- per learner
- (vii) Funding will be in the ratio of 2:1 to be shared between the central and state governments respectively.

#### COVERAGE OF RESIDUAL ILLITERATES

Year	No. of Persons to be covered (in millions)			Cost Estimates (Rs. in crores)	Central Share (80%)
	Total	Camp based (20%)	Campaign method		
2007-08	30	6	30	2340.00	1872.00
2008-09	30	6	30	2340.00	1872.00
2009-10	20	4	20	1560.00	1248.00
2010-11	10	2	10	780.00	624.00
2011-12	10	2	10	780.00	624.00
<b>Total</b>	<b>100</b>	<b>20</b>	<b>100</b>	<b>7800.00</b>	<b>6240.00</b>

#### YEAR WISE FINANCIAL ESTIMATES FOR PRI

Year	Camp based programme	Campaign approach	Total (Rs. in crores)	Central Share (80%)
2007-08	6m x Rs. 1400= Rs. 840 cr	30m x Rs. 500=Rs1500 cr	2340.00	1872.00
2008-09	6m x Rs. 1400=Rs. 840 cr	30m x Rs 500= Rs1500 cr	2340.00	1872.00
2009-10	4m x 1400= Rs. 560 cr	20m x Rs. 500=Rs1000 cr	1560.00	1248.00
2010-11	2m x 1400=Rs. 280 cr	10m x Rs. 500=Rs. 500 cr	780.00	624.00
2011-12	2m x 1400=Rs. 280 cr	10m x Rs. 500= Rs 500 cr	780.00	624.00
<b>Total</b>			<b>7800.00</b>	<b>6240.00</b>

## FINANCIAL ESTIMATES FOR COVERING 35+AGE GROUP

### Assumption

1. The total number of illiterates in 35+ age group is take at 115 million.
2. The cost per learner has been kept at Rs.500/- per learner.
3. Funding will be on 100% basis to all states.

### ***YEAR WISE COVERAGE OF ILLITERATES & FINANCIAL ESTIMATES***

<i>Year</i>	<b>Total number of persons to be covered (in millions)</b>	<b>Cost estimate (Rs. in crore)</b>
2007-08	35.00	1750.00
2008-09	30.00	1500.00
2009-10	25.00	1250.00
2010-11	15.00	750.00
2011-12	10.00	500.00
<b>Total</b>	<b>115.00</b>	<b>5750.00</b>

### **SPECIAL SUPPORT FOR NORTH EASTERN AND HILLY STATES**

1. Special support in the form of providing adequate infrastructure and other facilities is proposed for the north eastern states including Sikkim and Jammu & Kashmir.
2. This amount would be utilised for purchase of vehicles, POL, TA/DA to functionaries, accommodation, furniture, equipment, computers, office expenses, engagement of resource persons and core staff, training programmes, monitoring and supervision etc.
3. The grant for each district would comprise of non-recurring grant of Rs.10.00 lakhs for purchase of vehicles and other equipment.
4. The recurring grant would be of Rs. 7.5 lakhs per annum.
5. The funding will be on 100% basis for the 92 districts in these states

YEAR WISE FINANCIAL ESTIMATES

(Rs. in crores)

S. No.	Recurring/Non Recurring	2007-08	2008-09	2009-10	2010-11	2011-12	Total
1	Non Recurring	92 x 0.10 = 9.20	-	-	-	-	9.20
2.	Recurring	92 x 0.075 = 6.90	92 x 0.075 = 6.90	92 x 0.075 = 6.90	92 x 0.075 = 6.90	92 x 0.075 = 6.90	34.50
<b>Total</b>		<b>16.10</b>	<b>6.90</b>	<b>6.90</b>	<b>6.90</b>	<b>6.90</b>	<b>43.70</b>

FINANCIAL PATTERN FOR STATE RESOURCE CENTRES (SRCs) FOR THE XI PLAN.

(Rs. in crores)

Item of Expenditure	Grade A	Grade B
<b>Non Recurring</b>		
One time infrastructure grant	0.75	0.50
<b>Recurring</b>		
<b>(a) State level</b>		
(i) Salary	0.70	0.45
(ii) Office Expenses	0.15	0.10
(iii) Programme	0.35	0.23
<b>Total (A)</b>	<b>1.20</b>	<b>0.78</b>
<b>(b) Population &amp; Development Education (B)</b>	<b>0.20</b>	<b>0.15</b>
<b>(c) District Level Resource Centres</b>		
(i) District Coordinators (Training/Monitoring/Admn. etc.)	4.80 lakh	4.80 lakh
(ii) Office Expenses & Contingencies	1.50 lakh	1.50 lakh
(iii) Programme expenses	3.70 lakh	3.70 lakh
<b>Total</b>	10.00 lakh	10.00 lakh
<b>Total for 20 District Centres in a State (C)</b>	<b>2.00 crore</b>	<b>2.00 crore</b>
<b>Total Recurring Grant for each SRC (A) + (B) + (C)</b>	<b>3.40 crore</b>	<b>2.93 crore</b>

**NO. OF SRCs TO BE SET UP DURING 11<sup>TH</sup> PLAN**

Year	Existing	New	Total
2007-08	25	5	30
2008-09	30	5	35
2009-10	35	5	40
2010-11	40	5	45
2011-12	45	5	<b>50</b>

**Total number of SRCs by the end of Plan period = 50**

**FINANCIAL ESTIMATES FOR STATE RESOURCE CENTRES DURING 11<sup>TH</sup> PLAN**

(Rs. in crores)

S. No.	Item	2007-08	2008-09	2009-10	2010-11	2011-12	Total
1.	<i>(i) No. of SRCs (Existing + New)</i>	25+5	30+5	35+5	40+5	45+5	50
	<i>(ii) No. of Regional Resource Centres to be set up</i>	5 <i>(New)</i>	5 + 0	5 + 0	5 + 0	5 + 0	5
2.	<b>Non Recurring</b>						
	<i>(a) Infrastructural grant</i>						
	<i>(i) Existing</i>	25 x 0.75 = 18.75	-	-	-	-	18.75
	<i>(ii) New</i>	5 x 0.50 = 2.50	5 x 0.50 = 2.50	5 x 0.50 =2.50	5 x 0.50 = 2.50	5 x 0.50 = 2.50	<u>12.50</u> <b>31.25</b>

3.	<b>Recurring grant</b>						
	(i) Grade A (25)	25 $\times 3.40 =$	85.00	85.00	85.00	85.00	425.00
	(ii) Grade B	85.00 $5 \times$ $2.93 =$ 14.65	10 $\times$ $2.93 =$ 29.30	15 $\times$ $2.93 =$ 43.95	20 $\times$ $2.93 =$ 58.60	25 $\times$ $2.93 =$ 73.25	<u>219.75</u> <b>644.75</b>
4.	Regional Resource Centres (5)						
	(i) Infrastructure grant @ Rs.5.00 crore per centre	5 x 5 = 25.00  10 x 5 = 50.00	-  50.00	-  50.00	-  50.00	-  50.00	25.00  250.00
	(ii) Annual grant @ Rs.10.00 crore per year						
<b>5.</b>	<b>Total</b>	<b>195.90</b>	<b>166.80</b>	<b>181.45</b>	<b>196.10</b>	<b>210.75</b>	<b>951.00</b>

Notes:

1. 25 new SRCs will be set up each year
2. For the purpose of estimating the finances following assumptions are made:
  - (a) The 25 existing SRCs at the beginning of the Plan period will be provided one time infrastructural grant
  - (b) All of them are being treated as Grade 'A' SRCs for the entire Plan Period.
  - (c) All new SRCs set up during the Plan period will be treated as grade B SRCs for the entire Plan period.
  - (d) All new SRCs will also be provided one time infrastructural grant in the first year.
  - (e) Five Regional Resource Centre – one each for North, South, East West and North East is proposed @ Rs. 10.00 crores per year and one time infrastructure grant of Rs. 5.00 crore in the first year.



## FINANCIAL PATTERN FOR JAN SHIKSHAN SANSTHAN FOR XI PLAN

(Rs. in lakhs)

### RECURRING

No.	Budget Head	Categories		
		A	B	C
1.	Emoluments	18.00	16.00	14.00
2.	Office Expenditure	7.00	6.00	5.00
3.	Programme Expenditure	25.00	23.00	16.00
<b>Total</b>		<b>50.00</b>	<b>45.00</b>	<b>35.00</b>

### NON-RECURRING

No.	Item	Amount
1.	Vehicle	6.00
2.	Office furniture & equipments including computers with printers, fax machine, audio-visual equipments, photocopier, etc.	8.00
3.	Course related materials and equipments	5.00
4.	Books and other materials for Library	0.50
5.	Miscellaneous	0.50
<b>Total</b>		<b>20.00</b>

### NUMBER OF JSS TO BE SET UP DURING THE XI PLAN

Year	Existing	New	Total
2007-08	197*	50	247
2008-09	247	50	297
2009-2010	297	50	347
2010-11	347	50	397
2011-12	397	50	447

\* 172 sanctioned so far plus 25 are likely to be sanctioned in 2006-07

## FINANCIAL ESTIMATES FOR JAN SHIKSHAN SANSTHAN FOR XI PLAN

(Rs. in crores)

S. No.	Item	2007-08	2008-09	2009-10	2010-11	2011-12	Total
1	No. of JSS (Existing + New)	197+50	247+50	297+50	347+50	397+50	<b>447</b>
2	<b>Non recurring grant @</b> Rs.0.20 crores for each new JSS	10.00	10.00	10.00	10.00	10.00	<b>50.00</b>
3	<b>Recurring grant</b>						
	(i) Grade A @ Rs 0.50 cr	6.00	8.50	11.00	13.50	16.00	55.00
	(ii) Grade B@ Rs 0.45 cr	23.85	35.10	46.35	57.60	68.85	231.75
	(iii) Grade C @ Rs 0.35cr	63.70	70.70	77.70	84.70	91.70	388.50
	<b>TOTAL</b>	93.55	114.30	135.05	155.80	176.55	<b>675.25</b>
<b>TOTAL ( 2+3)</b>		<b>103.55</b>	<b>124.30</b>	<b>145.05</b>	<b>165.80</b>	<b>186.55</b>	<b>725.25</b>

### Assumptions:

- (i) 5 Grade B JSSs are expected to be upgraded to Grade A each year
- (ii) 30 Grade C JSSs are expected to be upgraded to Grade B each year
- (iii) The 50 new JSS created each year will be categorized as Grade C.

## SUMMARY & RECOMMENDATIONS

The Tenth Five Year Plan recognized education as a critical input in human resource development and in the country's economic growth. It also reiterated the fact that though the major indicators of socio-economic development - growth rate of the economy, birth rate, death rate, infant and maternal mortality rates and literacy rate are interlinked, the literacy rate is a major determinant of the rise and fall of other indicators. It was in recognition of this that three of the 11 monitorable targets of the Tenth Plan focused on elementary education and literacy: All children in schools by 2003; All children to complete five years of schooling by 2007; Reduction in the gender gap in literacy by at least 50 per cent by 2007; and Increase in literacy rates to 75 per cent within the Plan period.

Source: Mid Term Appraisal of the X Plan – Planning Commission

It was on September 8, 1965 that a concerted global effort was started to tackle the problem of illiteracy. On this day, for the first time, the World Congress of Education Ministers met in Teheran to discuss ways and means to eradicate illiteracy at an international level. A year later, UNESCO declared it as the International Literacy Day, marking it as the beginning of an effort that has met with many successes over the years. In keeping with India's international commitments and the recognition of the relevance and imperativeness of literacy in the country's development, the National Literacy Mission, as envisioned by Hon'ble Prime Minister of India, Late Shri Rajiv Gandhi was launched in 1988 as one of the technology missions of the dynamic leader of India.

The Mission was operationalised all over the country and implemented with lot of zeal by the field functionaries, getting the whole hearted support of the Government, both at the Centre and the States. Tremendous headway was made through the recognition of the programme as a major tool for achieving the goals of the young democracy of the country. NLM changed the literacy scenario of the country by mobilizing the masses and the community and paving the way towards a fully literate India. The meaning of literacy was enlarged to encompass functionality, i.e prepared the neo literates to win over the challenges of life by imparting, in addition to reading, writing and numeracy, the wisdom of life skills, self reliance through vocational skills leading to empowerment especially of the disadvantaged and the weaker sections, etc.

However the zeal shown in the initial phases of the literacy campaigns under the National Literacy Mission has since waned. The need for lifelong learning, of the neo-literates emerging out of the literacy campaigns could not be adequately addressed. The NLM has also suffered from a resource crunch. While the NLM had

been given an outlay of Rs.1400 crores during the VIII Plan (actual allocation Rs.970.47 crore), the outlay was reduced to Rs 630.39 crore (actual allocation Rs.650.97 crore) during IX Plan and Rs.1250 crore (actual allocation Rs.1241.50 crore) during X Plan.

Hence the endeavor of the working group set up for preparing the approach paper for Adult Education for the XI Plan has been to rethink the old strategies, encourage innovations, convergence with other developmental programmes and think anew on all aspects, including the proposed budgetary allocations

As per the 2001 census, the number of illiterates (7+) stands at an overwhelmingly large figure of 304 million. Out of these 100 million are in the present target age group of NLM i.e. 15-35. The literacy map of the country shows a wide variation. The west coast, southern peninsula and north-eastern states like Mizoram are areas of high literacy. The real problem of illiteracy is in the low literacy districts of the Northern belt in the country, especially in the States of Bihar, M.P, and Rajasthan and UP which has almost 50% of India's non-literates. There are 62.4 million SC illiterates out of which 62% (38.7 million) are females. There are 36.4 million ST illiterates in India, out of which 21.2 million are female forming 61% of the total ST illiterates. In respect of literacy among the minorities, 16 States / UTs have a rate lower than the overall national Muslim literacy rate of 59.1 %.

Due to a number of significant programmes taken up since Independence to eradicate illiteracy among adults, the increase in the literacy rate viz. 12.63% during the period 1991-2001 is the highest increase in any decade. Urban-rural literacy differential has also decreased during the period. All States have registered an increase in literacy rates and 60% male literacy has been achieved in all the States and Union Territories, except in Bihar (59.68%). Inter-state and intra-state disparities still continue, although the gap between the educationally advanced and backward states has been narrowing over the years. However, gender disparity and regional disparity in literacy still continue to persist and are envisaged to be the prime foci of NLM in the XI Plan.

Achievement of 85% literacy is the target set for the XI Plan. The current goal of NLM is to attain a sustainable threshold level of 75% literacy by 2007. Goal 4 of Education For All (EFA), improvement in literacy levels by 50% by 2015, especially for women, and equitable access to basic and continuing education for all adults.

The Total Literacy Campaign (TLC) and Post Literacy Programme (PLP) have been the principal strategies of NLM for eradication of illiteracy. They are implemented through Zilla Saksharata Samities (District Literacy Societies) functioning as independent and autonomous bodies, having due representation of all sections of society. During the 10<sup>th</sup> Plan period, 36 new districts were covered under TLC

bringing the total number of districts covered under TLC to 597 and 102 new districts under PLP bringing the total districts covered under PLP to 487. About 28.82 million persons were made literate under these programmes during the 10<sup>th</sup> Plan period. TLC and PLP have been supplemented by other special focus programmes namely Accelerated Female Literacy Programme (AFLP), Projects for Residual Illiteracy (PRIs) and Special Literacy Drive. The Continuing Education Scheme provides a learning continuum to the efforts of Total Literacy and Post Literacy Programmes in the country. The new districts covered under CEP in the X Plan is 211 bringing the total districts covered under CEP to 321. Thus 597 districts of the country have now been covered under TLC or other center based programmes of NLM.

The growth rate for literacy during the past decade has been 12.63%. While the male literacy has grown by 11.13%, the female literacy has grown by 14.38%. In order to achieve a target of 85% overall literacy rate, it is imperative that the rate of growth of male literacy is raised to 1.4% during the XI Plan by changing strategy and introducing innovations, so that the male literacy grows to 90% by 2011. As regards the average female literacy target, this would have to be raised to at least 80% by the end of the Plan period so that the gender gap is minimized to 10%. A detailed scenario in the context of female literacy for the age group 7+ is discussed below

### **Female Literacy (Age group 7+)**

A review of the present state-wise position shows that 8 States/UTs have female literacy rate of more than 70%; 9 States/UTs have female literacy rate between 60%-70%; 11 States/UTs have female literacy rate between 40%-50% and 2 States have female literacy rates of less than 40%. It is also seen that in districts, which have attained a comparatively high literacy rate, as well as in those that have a very low rate literacy rates, the interventions required to progress ahead are much greater. Special interventions will have to be made for the different categories of states if the overall target of over 80% has to be achieved. Moreover the growth rate may have to be calculated and fixed differently for different states and districts.

The present growth rate for female (7+) literacy is 1.44% and it is visualized that at this growth rate over the Plan period, or with effort a little above, states whose present female literacy rates are around 62-63% should be able to achieve 80% female literacy. However other states whose rates are more than 50% but less than 62% or below 50% would need growth targets on a realistic scale, though all efforts would have to be made to go beyond set targets.

### **SPECIAL FOCUS AREAS**

- a) Low Literacy Areas - special projects have to be taken up in low literacy states and districts to be supplemented by special grants including honoraria to the

volunteers to motivate them to stay in the village and complete the course. Campaign approach, center based approach, linking literacy with life skills, etc., have to be adopted depending on socio-economic context of the area. Literacy programme has to be integrated with the other development programmes being implemented in that area. In case of migrant communities, a separate strategy of keeping the volunteer with the community in the migrated /work place may be adopted. Teaching and learning material should be relevant to the social and cultural context of the people. Environment building activities have to be taken up in large scale to motivate the learners and volunteers. Per-learner cost should be increased since the present norms are not sufficient to take up any motivational or skill development activities. It has to be increased to Rs. 500/- to Rs.1400/- depending on the approach being followed for literacy instruction.

- b)** Scheduled Castes And Scheduled Tribes, Females And Other Disadvantaged Groups - The National Policy on Education emphasized that education must play a positive and interventionist role in correcting social and regional imbalances, empowering women and in securing a rightful place for the disadvantaged, linguistic groups and minorities. The literacy rate of SC and ST is much behind those of other castes. Hence, the task in terms of numbers is quite enormous and the strategies should be not only to reduce the number of illiterates SC and ST persons in this age group but also focused to bridging the gap with other castes. Each of the disadvantaged groups has their own unique socio-economic and cultural characteristics and cannot be taken as a homogenous entity for developing the strategy for combating illiteracy amongst them. Various strategies need to be developed so that the problem is addressed from several dimensions and a multi pronged approach is adopted for each category.
- c)** Minorities - The national overall literacy rate for Muslims is 59.1% (males 67.6% and females 50.1%). The States with low literacy level, with special emphasis on the low female literacy areas are proposed to be given special focus in the XI Plan by chalking out a different strategy and by adopting an area specific and a functional approach.

To cater to the socio-religious communities of the society, the NLM needs to create awareness about literacy and education among these sections, including Muslims. For this purpose, strategies and number of activities need to be evolved for mobilizing the learner among the minority group. Some of the suggested activities are as under:

- Workshops/Seminars with participation of eminent educationists, Muslims clerics from reputed Islamic Institutions, eminent social workers from minority, opinion molder;

- Mobilization activities including Jathas & Kala Jatha activities, door-to-door contact, exhibition/promotional drive at major Dargahs at the time of annual Urs;
  - Media campaign;
  - Vocational training activities through JSS by way of providing additional funds to Muslim concentrated JSS districts for imparting special training to Muslim beneficiaries and setting up of more JSS in Muslim concentrated no-JSS districts as a special package within the existing scheme of JSS.
  - Implementation of special literacy drive for minorities particularly for Muslims in all 103 districts, meetings with other stakeholders including Panchayati Raj functionaries; and
  - Provision of teaching/learning material – preparation of literacy primers in Urdu and other languages predominantly used by Muslims and preparation of course material for Equivalency Programmes in Urdu and other languages predominantly used by Muslims equivalent to Class III, V and VIII.
- d) Adolescents** - The age group of 10 to 19 years is taken to represent the adolescents. In India, they constitute 22.8% of the population (according to the Planning Commission's Population projections). This means that approximately 245 million Indians belong to this age group. Out of these 21.16% are literate with incomplete primary education and 19.37% are not literate. With respect to the mandate of NLM the group falling within the age group of 15-19 can be taken care of, with the age group between 10-14 being looked after through a focused approach of SSA. NLM envisages to address the changing psychology and needs of this very sensitive group of society through education as well as counseling and tailored vocational courses. The programmes envisaged for lifelong learning and awareness Equivalency, income generation and quality of life improvement are of particular relevance to the adolescents. The adolescents would be the major clientele group for the Equivalency Programmes. The JSS already have a bulk of the beneficiaries from this age group. The strategy of convergence of NLM with Ministry of Sports and Youth Affairs, as described earlier, would further strengthen the usefulness of the respective schemes for addressing the adolescents. Hence the basic premise of NLM of functional literacy would be honed more for the development and empowerment of adolescents, particularly from the economically and socially neglected/backward sections of society.

- e) Tribal Areas - India has the second largest tribal population in the world. According to 2001 census the total population of scheduled tribes in India is around 90 million. In all, there are about 613 tribes living across the country. The tribal population is characterized by a heterogeneous cultural pattern with variegated economic conditions and activities depending largely on natural resources. There are also wide variations in psychological, cultural, social, economic and political background of various tribal groups. Special literacy programmes have to be taken up for tribal groups as a part of Integrated Tribal Development in each of the tribal sub-plan areas. The curriculum, content and the teaching-learning methods should be re-organized, reflecting and drawing on their environment and knowledge base, for better response. The primers printed in their dialects and its use as medium of instruction would improve their achievement. Subsequently, the neo literates may be brought into the main stream by imparting knowledge of the State language or the main language of communication.
- f) North East India - The experience in implementing the literacy programmes in the north-eastern states has revealed several bottlenecks and constraints. Due to the low density of population, it is first of all extremely difficult to do the kind of matching- batching which is normally done in plain areas in the ratio of one volunteer instructor living in the same locality/village for 10 illiterates. Generally, in the northeastern areas, the population is scattered in small hamlets and it is not possible to find an instructor from the same area. In the meager per learner cost, it is not possible to make any such payment to the instructors. The poor transport network and difficult terrain makes it absolutely difficult for the block level officers to make periodic visits to the centers and hence appropriate provision for enhancement of norms for evaluation and provision of transport facilities, including Traveling Allowance to project staff, for regular monitoring of works as well as teaching, should be considered. Many of the northeastern states, are facing financial crisis as a result of which, they are not able to allocate the state share for the project. The result is that unless the state government releases a matching share, the subsequent installments of the central grant are held up. The stalemate has now been continuing for the last ten years with no solution in sight. Unless, a relaxation is made, no further progress can be made on the literacy front. Necessary provision may made, if required, to release the state share from the non lapsable central pool of resources (NLCPR). SRCs are present only in Assam, Tripura and Meghalaya. The remaining States should be sanctioned SRCs, if required, in the respective state/central universities.



## *REVAMPED STRATEGY OF THE NLM*

The foremost reasons which led to the mixed success of literacy programmes in the X Plan include extremely low and inadequate budget provision, CE centres essentially remained focused on the reading room and library activities, inadequate motivation and training of Voluntary Teachers/Preraks, lack of convergence of the programmes under the Continuing Education project with the other developmental programmes at the district level, low level of community involvement and participation and lack of dedicated functional structure for the implementation of Adult education programme at the field level. It is attempted to address these issues in the XI Plan.

The NLM structure itself would need to undergo a change in order to make it more broad based and representative. It would need to meet more often to deliberate on issues and strategies for implementing the programmes. The NLM secretariat itself would need to be enlarged and strengthened in order to implement a programme of the dimension envisaged. The existing NLM structure of the NLMA Council, Executive Committee and Project Approval Committee would need to be expanded.

The main features of the revamped NLM would be:

- Restructuring of the Zilla Saksharata Samiti by integrating them with the Panchayati Raj system.
- Literacy programmes at various levels may be brought under the control of Panchayat structure at block/gram Panchayat levels, where Panchayat Saksharata Samitis may be set up which would include not only the elected representatives but also other stake holders.
- The present Continuing Education Programme may be replaced by a more broad based Lifelong Education and Awareness Programme (LEAP), which will bring under its ambit the existing Total Literacy, Post Literacy and Continuing Education Programme.
- The LEAP would offer diverse learning programmes, functional skills, Quality of Life Improvement Programmes, Vocational Skills and Equivalency Programmes.
- LEAP would try to integrate issues relating to information, livelihood and governance with the literacy programmes.
- LEAP would serve as an Information Window on all the development programmes and synergise convergence with the various Departments implementing these programmes at grass-root level.

- Centres for Lifelong Education and Awareness (CLEAR) would be a multifunctional and multidimensional center seeking to provide a variety of learning programmes to beneficiaries.
- A nation wide mass mobilization campaign may be taken up to seek the involvement of all sections of the community.

Under the scheme proposed for the XI Plan, an amalgamation of TLC and PLP is envisaged together with an expansion of the scope of the present Continuing Education Centres (CECs) as a focal point for providing learning opportunities such as library, reading room, learning centre, training centres, information centre, charcha mandal, development centre, cultural centre, sports centre and other individual interest promotion programme centre. Besides this LEAP would also provide opportunities to undertake diverse activities involving alternative and innovative approaches to cater to the needs of the learners. Taking into account local conditions and the resources available, special learning packages for the people, various target specific activities such as Equivalency Programmes (EPs), Quality of Life Improvement Programmes (QLIPs), Income Generating Programmes (IGPs) and Individual Interest Promotion Programmes (IIPPs) could be organized for the beneficiaries.

The present literacy and post literacy programmes need to be transformed into an effective Continuing and Lifelong Education, otherwise much of the efforts are likely to get lost. Moreover it will provide us with several opportunities to develop a very useful linkage between education and nation development. Hence it is proposed that the existing Continuing Education Centres be replaced by CLEAR. CLEAR would be sanctioned to all districts irrespective of the fact whether the district is implementing basic literacy, post literacy or continuing education programme. The CLEAR would be a multifunctional center, the activities of which would be determined by the community, based on a needs assessment made by them. It would be a hub of all activities of the neo-literates, who, being in the productive and reproductive age group, are the main focus of all the development schemes of the government. Efforts would be made to develop local specific, context specific and culture specific learning programmes. The CLEARs would function as a rural library for the village and would have provision for books and newspaper for both neo-literates and the literate. The CLEAR would serve as a venue for undertaking rural sports, cultural and leisure time activities. Synergy between NLM and Yuva Khel Abhiyan, the 2.5 lakhs youth clubs and Nehru Yuva Kendras is also proposed. In short, the CLEAR is proposed to function as an Information Window & Convergence Centre for the holistic development of the community. The component of life skill education would continue to be the basic thrust of LEAP.

In the growing era of computer technology and e governance, it is important that computer literacy is emphasized. As more and more districts are maintaining e records, knowledge of basics of computers would greatly enhance the ability of the communities to access information and contribute to a more transparent system of working. NLM as well as a number of states have developed appropriate software for learning which reduces the time required as well as is a more appealing media of instruction for the beneficiaries.

The ZSS should be provided with permanent physical infrastructure for housing CLEAR from the financial resources available with Government schemes for construction of infrastructures and also explore the possibilities to utilize NLMA / Funds under RD/MPLAD/MLALAD for construction of basic infrastructure for the CLEAR.

To ensure better employment opportunities as skilled/semi skilled workers, the number of JSS needs to be increased as well as the institution strengthened to meet the varied and increased requirements of the neo-literates. The State Literacy Mission Authorities may also be adequately strengthened by increasing their annual recurring grants.

Convergence, both intra and inter sectoral, is of paramount importance in today's growing world and literacy is no exception to this rule. The State Resource Centres (SRCs) which provide academic and technical resource support for the literacy programme, the Jan Shikshan Sansthan (JSS) which conduct vocational training programmes for neo-literates and others and the Zilla Saksharata Samitis (ZSS) which implement the literacy programmes need to coordinate efforts and resources for achieving the overall objectives of NLM. There has to be synergy between the ZSS, SRC and JSS so that optimum results could be achieved as the goals, objectives, targets and clientele are the same. Similarly convergence needs to be developed within MHRD between Sarva Shiksha Abhiyan, Mahila Samakhya and NLM. The clientele of NLM should not be treated as a separate entity, but must supplement and complement the other schemes of the Ministry.

Convergence is also sought with the developmental schemes of other Ministries/Departments – an exchange of financial and technical inputs since literacy and the knowledge systems being aimed would boost the efforts of other sectors. Some of the illustrative areas of collaboration are National Rural Employment Guarantee Scheme, National Rural Health Mission, National Afforestation Programme, Nehru Yuva Kendras, etc.

Synergy between NLM and Panchayati Raj Institutions is an important focus for the XI Plan. The synergy would make it easier to mobilize the entire community within the jurisdiction of the Panchayats towards achieving a society free from illiteracy. Convergence with other programmes for socio-economic development,

which are implemented by the Panchayats would be easier to achieve for increased functional use of the acquired literacy. It would ensure bottom up planning for all activities related to CLEAR and the same will be more effective to suit the local need. If the Panchayats own the literacy programmes, it would encourage all the development and welfare agencies to utilize all their resources for further enriching the programme. All corrective measures could be taken more quickly and precisely based on local needs. The implementing machinery would become directly accountable to the community through the local bodies. This would improve the quality of implementation and help in achieving locally determined targets. Within the broad framework prescribed by GOI, the State Government would be required to devolve specific responsibilities depending on the characteristics of the Panchayati Raj of the State. One essential requirement for successful partnership between NLM and PR is building the capacities of the Panchayati Raj representatives, at both institutional as well as individual levels.

The ZSSs, the key bodies in the field for all literacy programmes, functioning at present under the Chairmanship of the District Collector, need to be given a more permanent identity. These need to be revamped and be fully integrated with the other development activities in the area. The ZSS has to be made accountable to the community, which must own the programmes of the ZSS. The Collector would continue to be the Mission Leader.

In view of the LEAP and the diverse target specific programmes, the State Resource Centres (SRC) are required to become more than mere techno-pedagogic support structures. 25 more SRCs are proposed to be set up in the XI Plan to arrive to a total of 50. However these additional SRCs would have to be justified strictly on the basis of need, related to number of illiterates and hence requirements of the State. At least 5 leading SRCs need to be upgraded to Regional Resource Centres (RRC). SRCs could also be renamed as State Centres for People's Knowledge and Lifelong Education, considerably strengthened in its staff strength and infrastructure. A stronger synergy between the SRCs and the Adult Education departments in Universities for sound academic and research inputs is envisaged.

Adult Literacy is closely related to people's knowledge based on production, culture, health systems and so on. Knowledge related to agriculture crafts, artisanship, local medicinal practices, folk cultures etc is a vast area and is not reflected in formal education. Such knowledge needs to be recognized and legitimized into regular courses, from school to Masters level and research. A National University for Continuing Education is being proposed for this purpose. The Existing SRCs & JSSs shall act as its local centres all over the country.

The National Literacy Mission (NLM) fully recognizes the vast potential of NGOs in furthering its objectives and has taken measures to strengthen its partnership with NGOs and has assigned them an active promotional role in the literacy movement.

Apart from imparting literacy, the NGOs provide academic and technical resource support through experimental and innovative programmes and also conducting evaluation and impact studies; organization of workshops and seminars, creation of literacy-positive climate through Environment Building activities, etc. The role of NGOs in view of the changed face of field responsibilities, implementation and enlarged focus becomes all the more vital.

LEAP would not be sustainable until the community at large owned it. Mass mobilization would be required for running the programme and setting up the CLEAR. The idea is not to disseminate a blue print for implementation but to mobilize the community and all stakeholders in the process of evolving their own models within the given parameters. For this purpose a mobilization campaign and environment building activities are required to be taken up throughout the country. The campaign would link the issues relating to livelihoods, governance etc. The focus would thus be not on literacy alone but on awareness and knowledge of all issues critical to the lives of the people. People would participate in social audit of government programmes. Traditional modes of environment building like wall writing, slogan righting, plays, nukkad nataks, padyatras and all other forms of environment building would be used to generate awareness and ensure public participation. The capacity of the Preraks and grass root level functionaries officers of other departments are to be strengthened and a synergic working relation be developed for the betterment of the tribal communities.

Crucial to the success of the programme is the orientation and training of the stakeholders. A nation wide dialogue with the state, collectors, panchayati raj institutions literacy functionaries, NGOs and other departments would need to be organized. A series of workshops, orientation programmes and trainings for officials involved in literacy at the national and state level, for officers of the different development departments who would be major partners in the new NLM strategy, social activists, media persons, writers, NGOs the SRCs, JSS, Adult Education Department of Universities, Evaluation agencies would need to be organized. The LEAP functionaries would be given comprehensive training for managing the CLEAR and to organize trainings.

Equivalency programmes endeavour to promote lifelong learning by creating opportunities that would help persons to acquire knowledge and skills that would make them more useful members of the community. The Equivalency Programme is already running in some states like Andhra Pradesh, Karnataka, Kerala, Madhya Pradesh, Rajasthan, Tamil Nadu, etc., as a part of CEP in collaboration with National and State level Open Schools. The system needs to be further developed and strengthened. In view of its potential to sustain the interest of neo-literates and its emerging popularity, the NLM would set up a target of 5-10% of (120 million) neo-literates to be covered under EP during Eleventh Plan. Courses should be offered in two categories -- credit and non-credit courses. While the former could be certified by

existing boards of academic and technical education, the latter would be purely for life enrichment purposes. Special areas in EPs meriting immediate attention and resource support are highlighted in the paper.

Some of the important academic needs of NLM include:

- (i) A professional development programme through ODL method to strengthen the managerial capabilities of the Preraks, who manage the CECs. They number 3.72 lakhs in 2.18 CECs/NCECs now in 321 districts which will become more than 5-6 lakhs when all districts transit to the CE phase;
- (ii) Regular meetings with evaluation agencies to discuss and disseminate the evaluation findings;
- (iii) NLM support for action research on impact of convergence;
- (iv) Strengthening the academic and research support to NLM by creating a suitable arrangement with institutions like NUEPA, University Departments of Adult & CE etc.

## **Financial Outlay**

As stated earlier, one of the major constraints in preventing NLM to make the required headway was severe resource crunch.

The Planning Commission has advised an additional target population of 35+ to be taken up under NLM. Hence an additional amount would have to be allocated in order to address the issues pertaining to this group. It is estimated that an allocation of over Rs.35,000/- crores would be required for the XI Plan.

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