

**THE REPORT OF**

**THE STEERING COMMITTEE ON**

**ELEMENTARY EDUCATION &**

**LITERACY**

**FOR**

**THE ELEVENTH FIVE YEAR PLAN**

**(2007-12)**



**PLANNING COMMISSION**

**(EDUCATION DIVISION)**

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## FOREWORD

The role of education in facilitating social and economic progress has long been recognized. Education improves functional and analytical ability and thereby opens up opportunities for individuals and also groups to achieve greater access to labour markets and livelihoods and to claim group entitlements. Yes, education is not only a tool of enhancing efficiency but is also an effective instrument of widening and augmenting democratic participation and upgrading the overall quality of individual and societal life.

Elementary education is the lynch-pin of the entire edifice of education. The Sarva Shiksha Abhiyan (SSA) has brought primary education to the doorstep of millions of children and enrolled them, including first generation learners, through successive fast track initiatives in hitherto unserved and underserved habitations. The Constitution of India was amended in 2002 to make elementary education a justiciable Fundamental Right. Although SSA interventions have brought down the number of out of school children significantly, over 7 million children being out of school and nearly 50% dropping out at elementary level are matters of serious concern. Further, the quality of education is far from satisfactory. SSA would, therefore, be reoriented to meet the challenges of social & gender equity and high quality education as well as to ensure minimum norms and standards for schools (both government and private). It would address access, quality and equity holistically through a systems approach.

Schools are expected to not just impart education in its narrow sense but, more broadly, to mould children's attitudes. Egalitarian values, compassion, tolerance, concern towards others, respect for cultural diversity, gender sensitivity and health education must be integrated in the curriculum at the elementary stage itself to help develop healthy and humanitarian attitudes.

Keeping the above-mentioned perspectives in view, the Steering Committee constituted by the Planning Commission deliberated upon the plans and policies for the Eleventh Plan. The Committee had extensive discussions on all aspects of elementary & adult education with special emphasis on mid day meal scheme, teacher education, curriculum development, revamped plans and policies for Adult Education, and the financial outlays required to achieve the laid down targets. The viewpoints of the Committee, after taking into consideration the recommendations of the Working Group on Elementary & Adult Education, are presented in the Report.

While recognizing that even after completion of fifty six years as a Republic, elementary education could not be universalized, I acknowledge that, given the enormity of challenges inherent in the country's size, the monumental diversity of its people and their problems, the progress of education until now in the country could by no means be said to be unsatisfactory. The inaugural decade of the new millennium is filled with great hope ushered in by the successful implementation of the Sarva Shiksha Abhiyan (SSA), which proved to be a major instrument for universalization of elementary education in the country. Lastly, in a stratified society, we have to also strengthen the role of the State in education, and that would be the cornerstone of the policies in education in the Eleventh Plan.

Sd/-

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Date: 02.04.2009  
New Delhi.

## **CHAPTER – I: INTRODUCTION**

### **ELEMENTARY EDUCATION & LITERACY**

#### **ELEMENTARY EDUCATION**

1. The role of education in facilitating social and economic progress is well recognized. Improvements in the functional and analytical ability of children and youth through education open up opportunities leading to both individual and group entitlements. Education in its broadest sense of development is the most crucial input for empowering people with skills and knowledge and giving them access to productive and gainful employment in future. Improvements in education do not merely enhance efficiency but also augment democratic participation, upgrade health and the overall quality of individual and societal life.

1.2. Elementary education is the foundation of the pyramid of education system, stemming from provisions enshrined in the Directive Principles of State Policy and the 86<sup>th</sup> Amendment in the Constitution of India. The Sarva Shiksha Abhiyan (SSA), a flagship programme for Universalization of Elementary Education, has created a tremendous awareness among the masses regarding the importance of elementary education and the newfound enthusiasm among villagers in school management has no parallels. SSA has achieved provisioning of basic minimum conditions including physical infrastructure and teachers. However, it has yet not been possible to give good quality education at elementary level to a wide cross-section of children. This is because SSA has not yet addressed systemic reforms with a broad based objective of equalizing opportunities and life chances for all children. Besides, it was lacking in rights approach.

1.3. As elementary education is the base of the educational pyramid, it is here that we must ensure access to good quality education for *all* the sections of the population with special attention to the needs of the SC, ST, OBC and minority communities and girls. The 86<sup>th</sup> Constitutional Amendment Act, 2002 led to a new Article 21-A in Part III of the Constitution that made Free and Compulsory Education to all children of 6 to 14 years of age, a Fundamental Right. It is imperative to give good quality elementary education to all children in the age group of 6 to 14 years. The Centre and the States should jointly share the responsibility of providing necessary financial resources for implementing such a guaranteed right to elementary education. It is therefore necessary to pass relevant Central legislation to follow up on the Constitutional amendment. The Constitutional Right to Free and Compulsory Elementary Education to all children in the 6-14 age groups would be meaningful only if the education they receive is of good quality.

1.4 The 11<sup>th</sup> Plan shall evolve the necessary policy, programmes and strategies for specifically improving the quality of elementary education after taking into account the achievements of the SSA so as to rectify some of its major shortcomings. It is also necessary to plan for universalizing Pre-primary Schooling (PPS) for at least one year for children in the age group of 4 to 6 years.

1.5 However, the XI Plan would have to address major challenges including bridging regional, social and gender gaps at all levels of education to meet the MDG deadline.

#### **Millennium Development Goals**

- Achieve Universal Primary Education – to ensure that all boys and girls complete a full course of primary schooling by 2015.
- Promote gender equality and empower women – eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels by 2015.

#### **Six percent GDP on Education:**

2.1 The Government has pledged to raise public spending on education to 6% of GDP. The first crucial step taken in this direction is the Education Cess. In order to finance basic quality education at elementary level by accelerating public expenditure on education, Budget 2004 levied a Cess @ 2% on major central taxes/duties for elementary education and Budget 2007 levied a Cess @ 1% for secondary and higher education. However, it is a shared responsibility between the Centre and States to raise education expenditure to the targeted level. The State Governments would also accord a high priority to education in the sectoral plan priorities/allocation. The scale of investment of Central Government envisaged for education in the XI Plan amounts to 2.5 lakh crore at constant prices, which is a four-fold increase over the 10<sup>th</sup> Plan allocation. The share of expenditure in the total plan would correspondingly increase from 7.7% to 19.4%. This reflects the high priority being given to education sector by the Government and represents a credible progress towards the objective of raising public spending of the Centre and the States to 6% of GDP.

#### **Review of the Tenth Plan:**

3.1 The major schemes of Elementary Education sector during the Tenth Plan included SSA, District Primary Education Programme (DPEP), National Programme of Nutritional Support to Primary Education (NP-NSPE), commonly known as Mid-Day Meal Scheme (MDMS), Teacher Education Scheme and Kasturba Gandhi Balika Vidyalaya Scheme (KGBVS). Lok Jumbish and Shiksha Karmi Projects were completed, but DPEP would extend up to November 2008 owing to GOI's commitment with Development Partners.

#### **Achievements thus far:**

4.1 SSA has ensured universal access to primary education, inasmuch as about 94% of rural India has now a school within 1 Km and remaining rural habitations have alternate schooling arrangements including EGS.

4.2 The sanction of 2.23 lakh schools, 1.88 lakh school buildings and 6.70 lakhs additional class rooms during the 10<sup>th</sup> Plan has already made a big dent in reducing the school infrastructure gaps. The uncovered habitations are only about 20,000. Apart from improving school infrastructure, additional one million teachers have been sanctioned under SSA.

4.3 The SSA has clearly succeeded in bringing a large number of children into school.

The number of out-of-school children declined from 32 million to 7 million indicate that SSA brought an additional 25 million children into the educational system during the X Plan period. Between 2001-02 and 2004-05 the GER for Primary level (Classes I-V) has improved from 96.3% to 107.8 and that for Elementary (Classes I-VIII) from 82.4% to 93.5%. During the same period, the drop-out rate for the Primary schools has declined from 39% to 29%, a drop of 10 percentage points in four years whereas it reduced by only 2.3% in the entire previous decade. However, at the end of the 10<sup>th</sup> Plan, the drop out rate at elementary level remained as high as 50.8%, a decline of only 3.81 percentage points as compared to 2001-02.

## **Quality Issues**

5.1. SSA has to address the question of the quality of elementary education through systemic reforms. In the absence of good quality primary schools children from better-off sections prefer private schools, the number of which is fast increasing all over the country, with diverse characteristics that sometimes do not necessarily respond to the need for a robust public education system providing equal access to all children without discrimination. To ensure this objective:

- SSA needs to ensure minimum norms and standards for a school that must be accessible to all children as a matter of right.
- SSA needs to address access, quality and equity holistically through a system approach.
- There is a need to ensure that private schools also come up to the required minimum norms and standards

## **National Mission for Quality Elementary Education**

6.1. The Sarva Shiksha Abhiyan (SSA), the flagship programme, which has been the culmination of Operation Blackboard, DPEP, Shiksha Karmi Project, etc, for universalizing elementary education has been successful in increasing the access to elementary education through providing the necessary requirements such as physical infrastructure and teachers. Besides, the SSA also enlisted the support and involvement of village community in school management. However, it has not yet succeeded in providing a good quality education to a wide cross section of our children. It is therefore, imperative that the issues of quality education, equity and retention in schools are addressed squarely by restructuring and transforming the SSA into a **National Mission for Quality Elementary Education**.

6.2 In view of the above, the 11<sup>th</sup> Five Year Plan should transform the SSA into a **National Mission for Quality Elementary Education** with the following monitorable targets:

- Universal enrolment of 6-14 age group children.
- Enroll 7.0 million 'hard to reach' children in schools/EGS/AIE by 2008.
- Provide at least one year of ECCE for all children in the age group of 4-6 years.
- Reduce elementary dropout rate from 50.8% to 20% by 2011-12.

6.3. The strategy to achieve the above mentioned targets should consist of the following:

- Cover 3.8 million children with special needs.
- Eliminate all gender, social and regional gaps in enrolment, dropouts and increase retention by 2011-12.
- Ensure substantial improvement in learning levels of children and also bridge regional, social and gender gaps in academic achievements.
- Expand MDM to cover 30 million additional children in upper primary classes in Educationally Backward Blocks (EBB) in 2007-08 and universalize at the elementary level to cover 18 crore children by 2008-09.
- Reorient, transform and restructure the SSA towards quality improvement through comprehensive teacher training and adoption of National Curriculum Framework, 2005 of NCERT.
- All elementary schools should conform to minimum norms and standards.
- Raise the proportion of female teachers to two-thirds for primary classes in additional recruitment of teachers in the states where the proportion of female teachers is less than 75%.
- Special intervention including remedial teaching for children weak in subjects such as mathematics, science etc.
- Close monitoring for educationally fragile districts with high concentration of the SCs, STs and Minorities in ensuring targeted expenditure.

## **Major programmes**

### **7.1 Quality Elementary Education**

7.2 Planned Central investment for elementary education will be channelised to strategic interventions which include the following:

- Qualitative improvements - 1 Cluster Resource Centre for every 10 schools and five resource teachers per block, (a) National Curriculum Framework, 2005 and NCERT Syllabi, (b) Improvement in learning conditions and emphasis on learning basic skills - verbal and quantitative, (c) Special focus on mathematics and science at upper primary level, (d) Universal introduction of English in Class-III, (e) 100% trained teachers by 2011- 12 and also their continuous training, (f) furniture for upper primary schools, (g) ensuring organic linkage among schools, CRCs, BRCs and DIETs, (h) SCERTs and DIETs made fully functional, (i) Universalisation of ICT at Upper Primary level, and (j) free text books and uniforms to the targeted groups.
- The existing pre-school education component of ICDS is very weak and the wastage (repetition rate and dropout) in early primary classes is unacceptably high at 20-21 %. A separate component of at least one year ECCE for 4-6 age groups should be introduced, to be universalised in a phased manner.
- New 500 Kasturba Gandhi Balika Vidyalayas (KGBVs), residential schools for girls with preference to minority concentration blocks.

- Civil works, besides provision of toilets and drinking water facilities for: (a) 20,000 new Primary schools, (b) Upgradation of 70,000 Primary Schools, and (c) 6.87 lakh additional classrooms.
- Appointment of 8.86 lakh teachers.
- Special attention to elementary school education in 51 districts with concentration of SC population, 75 districts with tribal population, and 99 districts with high minority population, additional madararas / makhtabs to be supported under AIE component.
- Special schools for slum children in 35 cities with million plus population. Special interventions for migrating children, urban deprived, working children.
- School based /outside school special incentive component for coaching for SC, ST and Minority children for improving learning levels.
- NET/SET to be conducted by NCERT/SCERT or State Directorate of Education to enable PRIs/ local bodies to recruit quality teachers locally.
- Controlling teacher absenteeism, which is a major weakness of the present system, by making teachers accountable to the local community.
- Skill development of teacher educators and teacher training is a continuous process and a mechanism for comprehensive and continued professional development of teachers and teacher educators must be developed. This is particularly necessary in view of the fact that many teachers recruited under SSA are well below required standards.
- Both monetary and non-monetary incentives for teachers should be introduced. There should be a system of recognizing good teachers with block, district and State awards.

### 8.1 MDM: Mid Day Meal Scheme

8.2. At present, MDM covers 12 crore primary school children. It provides cooked meal with calorie content of 450 calories through at least 100 gms of cereals and 12 gms of protein. The Central Government provides Rs. 1.50/per child/per school day towards cooking cost and Re. 0.50 is provided by the States. Besides, the Central Government also provides transport subsidy for food grains @ Rs. 100/quintal to 11 Special Category States and Rs.75/quintal to other states.

8.3 With a proposed allocation of Rs. 48,000 crore, MDM is to be expanded in the XI Plan to Upper Primary classes (VI-VIII) in 3479 Educationally Backward Blocks in 2007-08, and universalized at elementary level from 2008-09. MDM will thus reach out to an additional 3 crore children at upper primary stage reaching out to a total of about 15 crore children in 2007-08 and about 18.0 crore children by 2008-09.



- The nutrition value of the MDM for upper primary children will be fixed as 700 calories, derived from at least 150 gms of cereals and 20 gms of protein, with Central assistance for cooking cost going up to Rs. 2.00 per child per school day (Re. 0.50 from the States).
- Kitchen sheds to be built in 3.13 lakhs primary and 3.0 lakhs upper primary schools @ Rs.60,000/unit and kitchen devices to be provided@Rs.5,000/unit.
- The programme, not contractor-driven, to be managed and implemented by the local community involving the PRIs and NGOs wherever necessary.
- School health programme to be revived and best practices replicated.

## **ADULT EDUCATION & LITERACY**

1.1 Literacy is the most essential prerequisite for individual empowerment. 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 of adult education, elementary education and non-formal education to eradicate illiteracy. The National Literacy Mission was set up in 1988 with an initial target to make 80 million persons literate by 1995, which was later enhanced to 100 million by 1997 and the revised target is to achieve a threshold level of 75% literacy by 2007. The Tenth Plan target of attaining 75% literacy rate is likely to be achieved by 2007 and the Dakar goal of halving off illiteracy rate by 2015 might also be achieved ahead of time.

1.2 Dominant strategies of the NLM and the Total Literacy Campaigns (TLC) were “area specific, time bound, volunteer based, cost effective and result oriented.” The efforts made by the TLCs and Post Literacy Projects (PLP) to eradicate illiteracy yielded commendable results: rise in literacy from 52.2% in 1991 to 64.8% in 2001. The urban-rural literacy differential has also decreased during the period. The literacy rates for females increased at a faster rate than that for males. However, gender disparity and regional disparity in literacy still continues to persist. About 62.4 million SC (62%) and 36.4 million ST (61%) illiterates are females.

1.4 The national overall literacy rate for Muslims is 59.1% (males 67.6% and females 50.1%). Literacy rate among Muslims is higher than national literacy rate of 64.8% in 17 States/UTs. Female literacy rates among Muslims are particularly low in Haryana (21.5%), Bihar (31.5%), Nagaland (33.3%), J & K (34.9%).

1.5 Review of literacy and adult education schemes and perspective for the 11<sup>th</sup> Plan are given in Chapter VI.

## **Chapter II: Sarva Shiksha Abhiyan**

1.1 The Tenth Plan laid emphasis on Universalization of Elementary Education (UEE) guided by five parameters: (a) Universal Access, (b) Universal Enrolment (c) Universal Retention, (d) Universal Achievement and (e) Equity. SSA, the principal programme for UEE, is the culmination of all previous endeavours and experiences in implementing various education programmes like Operation Black Board (OBB), District Primary Education Programme (DPEP), Non Formal Educational Programme (NFE), Shiksha Karmi (SKP) and Lok Jumbish (LJP) Projects. While each of these programmes and projects had a specific focus - OBB on provision of blackboards, DPEP on primary education, SKP on teachers and LJP on girls' education - SSA has been the single largest holistic programme addressing all aspects of elementary education covering over one million elementary schools and EGS/AIE Centres and 200 million children.

1.2 This has been achieved through a decentralized approach, by enlisting the support of the village community in the shortest time-span and across largest space. Pertinently, SSA dispelled the myth that there was very little demand for education from the rural poor, particularly in educationally fragile states where the child is assumed to be valued more for labour than for education. It nullified the skepticism that the village community and rural local bodies cannot manage schools. This rightly paves the way for greater decentralization of power and eventual transfer of elementary education to the local bodies as articulated in the 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendments.

### **Objective of SSA:**

1.3 The specific goals and objectives of SSA during the Tenth Plan period are as follows:

- (i) All children to be in schools, EGS/AIE Centres, back to school camps by 2003;
- (ii) All children to complete five years of primary schooling by 2007;
- (iii) All children to complete eight years of schooling by 2010;
- (iv) Focus on elementary education of satisfactory quality with emphasis on education for life;
- (v) Bridge gender and social disparities at primary stage by 2007 and at elementary level by 2010;
- (vi) Universal retention by 2010.

1.4 Though SSA was launched towards the end of the Ninth Plan, it took a while to operationalize it and the preparatory work continued during the initial years of the Tenth Plan. The delayed start made it necessary for the enrolment target to be extended to 2005 with consequential revisions in the targets for school retention and completion. SSA objectives were reoriented to (i) provide good quality and relevant elementary education for all 6-14 age-group children by 2010 and (ii) bridge social, regional and gender gaps with active community participation.

### **(a) Universal Access:**

1.5 According to the VII Educational Survey (2002), the number of habitations which had a Primary School (PS) within a distance of 1 KM was 10.71 lakh (87%); the uncovered habitations numbered 1.61 lakh (13%). At Upper Primary School (UPS) level, the number of uncovered

habitations numbered 1.69 lakh. The number of PS increased from 6.64 lakh in 2001-02 to 7.68 lakh in 2004-05, while the number of UPS increased from 2.20 lakh to 2.75 lakh. The sanction of 2.23 lakh new PS/UPS, 1.88 lakh new school buildings and 6.70 lakh additional classrooms considerably reduced the gaps in school infrastructure.

**(b) Universal Enrolment:**

1.6 SSA had a sluggish start as States took time to prepare district perspective plans. By the time States realized the full potential of SSA, two had passed. The urgency called for fast track initiatives, viz. household surveys, school mapping, enrolment campaigns constitution of Village Education Committees (VECs), Mother-Teacher Associations (MTAs), Parent Teacher Associations (PTAs). The second phase of enrolment drive by States/UTs was more systematic with household survey data reflecting improved Gross Enrollment Ratio and reduction in the number of out of school children.

1.7 Between 2001-02 and 2004-05, primary enrolments increased at a compound rate of 4.96% per annum (boys 3.31% and girls 6.97%). Similarly, upper primary enrolments increased at an annual rate of 4.87% (boys 3.23% and girls 7.08%). Consequently, the total enrolment at elementary education increased from 131 million in 2001-02 to 182 million in 2004-05. This included over 25 million out of school children. There was a significant increase in Gross Enrollment Ratio (GERs) during the period. GERs over 100% reflected that SSA made good the time loss in provisioning of access to primary education.

**Table: 1 GER in PS & UPS (2001-02/2004-05)**

Stages	2001-02	2002-03	2003-04	2004-05	%age point increa
<b>Primary (I-V)</b>					
B	105.3	97.5	100.6	110.7	5.4
G	86.9	93.1	95.6	104.7	17.8
A	96.3	95.3	98.2	107.8	11.3
<b>Upper Primary (VI-VIII)</b>					
B	67.8	65.3	66.8	74.3	6.5
G	52.1	56.2	57.6	65.1	13.0
A	60.2	61.0	62.4	69.9	9.7
<b>Elementary (I- VIII)</b>					
B	90.7	85.4	87.9	96.9	6.2
G	73.6	79.3	81.4	89.9	16.3
A	82.4	82.5	84.8	93.5	11.1

B-Boys; G- Girls; A-All

Source: *Selected Educational Statistics, 2004-05, MHRD, '07*

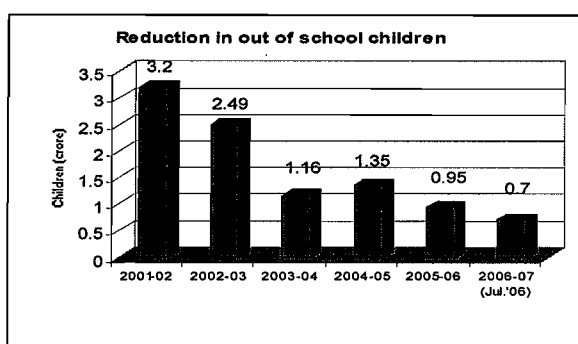
1.8 Across social groups, there has been improvement in gender parity in respect of ST children at both PS and UPS levels between 2003-04 and 2004-05. However, for SC children, an improvement is seen only at the upper primary level. Thus, gender parity, in both primary and upper primary education, continued to be an issue, particularly in States like Bihar, Rajasthan, Jharkhand, M. P., Gujarat and U. P.

**Table: 2 GERs of SCs and STs (2004-05)**

Categories	Primary			Upper Primary		
	Boys	Girls	Total	Boys	Girls	Total
SCs	123.3	106.6	115.4	77.9	61.5	70.2
STs	128.1	115.5	121.9	73.9	59.5	67.0
All	110.7	104.7	107.8	74.3	65.1	69.9

Source: Selected Educational Statistics, 2004-05, MHRD, 2007

1.9 SSA interventions have brought down the number of out of school children from 32 million in 2001-02 to 7.1 million in 2005-06. A total number of 29 districts in 10 States accounted for over 50,000 out of school children, each. The social classification of out of school children indicated that 9.97% Muslim children, 9.54% STs, 8.17% SCs and 6.97% OBCs were out of school and an overwhelming majority (68.7%) was concentrated in five States viz. Bihar (23.6%), U. P. (22.2%), West Bengal (9%), M. P. (8%) and Rajasthan (5.9%).



Source: MHRD

### (c) Universal Retention:

1.10 Retaining children in schools proved far more challenging than merely enrolling them. Several factors other than adverse socio-economic conditions repelled children away from school. A notable reason for poor school retention was the heavy casualty, around 21-22%, in early primary classes (Classes I & II). Children dropping out of school early or failing to acquire basic literacy and numeracy skills partially reflected poor quality of education. Studies revealed that school attendance rate was around 70% of enrollment. In U.P. and Bihar, primary school attendance rates were as low as 57% and 42% respectively. Another cause for poor retention was teacher absenteeism: one-third of teachers in M.P. did not attend schools. This proportion was more than 20% in U. P. and 25% in Bihar<sup>1</sup>. Teacher training and motivation were the weakest links of elementary education schemes. Lack of universal Early Childhood Care Education, poor vocabulary and conceptualization faculties, made ever enrolled children less participative in the class.

1.11 The dropout rate in primary classes decreasing at a very low rate of 0.5% per annum since 1960s showed a steeper decline by 10.03% during the first three years of the 10<sup>th</sup> Plan (29% in 2004-05 as compared to 39.03% in 2001-02). The reduction in dropout rate has been faster for girls (15.06%age points) as compared to that for boys (6.99%age points). The dropout rate at elementary level (I-VIII) remained high at 50.8%. The gap in dropout rates between

<sup>1</sup> MHRD, (2007), PPT Presentation in the Steering Committee meeting held in Planning Commission.

1.15 As a result of SSA interventions between 2001-02 and 2004-05, girls' GER in primary classes increased at a faster rate of 17.8%age points and in upper primary classes at a rate of 13%age points. The gender gap at primary level narrowed down from 18.4%age points in 2001-02 to 6.0%age points in 2004-05 and at upper primary level from 15.75%age points to 9.2%age points for the corresponding period. There was a new-found focus on girls' education by targeting additional resources to Educationally Backward Blocks (EBBs) under National Programme for Education of Girls at Elementary Level (NPEGEL). Moreover, under the Kasturba Gandhi Balika Vidyalaya (KGBV), 2180 Residential Schools for girls belonging to SCs, STs, OBCs, Minorities and for Below Poverty Line (BPL) families were provided.

1.16 The presence of female teachers serves as a role model for girls and positively influences their enrollment and attendance. But in educationally backward States there are a few of them to attract girls to school and retain them. SSA stipulates that 75% of additionally recruited teachers should be women. Given the emphasis on improving girls' enrolment, which is critically dependent upon presence of female teachers, there is a need for a greater proportion in their recruitment particularly at primary level.

#### **Education of Minorities and CWSN:**

1.17 An important thrust area of the SSA was to ensure availability of schools in all minority concentrated districts. During the Tenth Plan, 11,542 PS/UPS and 32,250 EGS/AIE Centres were sanctioned in these districts. EGS/AIE Centres enrolled 120.90 lakh and 11.3 lakh children respectively. A total number of 8309 Madarasas affiliated to State Boards were assisted and 4867 maktab/madarasas were taken up under EGS/AIE. Free textbooks were provided to all minority girls from Classes I-VIII, while Urdu textbooks were provided for Urdu medium schools. 428 KGBVs were sanctioned in minority Blocks. A new thrust was given to Children with Special Needs (CWSN). A multi-option model for educating CWSN is being adopted. Of the 3.8 million CWSN identified, the SSA covered about two-thirds.

#### **North Eastern Region (NER) States:**

1.18 Although SSA was launched in November 2000, only three NER States (Assam, Mizoram, Nagaland) started it in 2001-02. Meghalaya, Sikkim and Tripura took it up in 2002-03/2003-04. Arunachal Pradesh and Manipur began in 2004-05. Lack of capacity to handle various SSA components and default on State share and its effect on flow of GOI funds affected full utilization. A one-time special dispensation was provided to NER states during 2005-06 and 2006-07 whereby the Department of North East Region provided 15% of State share from the Non-lapsable Central Pool of Resources funds and NER States contributed only 10%. Learning achievements of primary class children were low. Children scoring 60% (and above) marks ranged between 12% to 24% as compared to the national average of 42.8%<sup>3</sup>.

#### **SSA Expenditure in the Tenth Plan:**

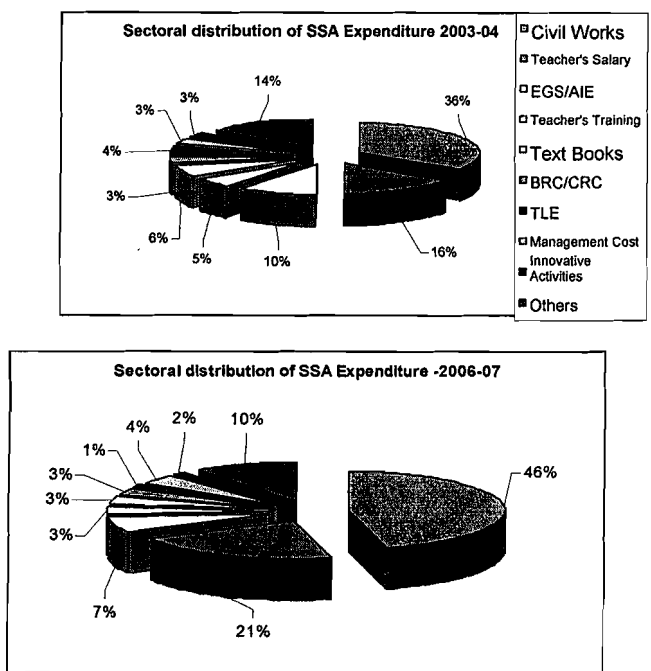
1.19 The Tenth Plan outlay for Elementary Education and Literacy was Rs.30,000 crore. The Plan expenditure was Rs.48,201 crore (including Rs.1,232 crore in the State Sector for MDMS) which exceeded the outlay by 61%. Elementary Education schemes had an outlay of Rs.28,750 crore and the Plan expenditure was Rs.47,043 crore. Education Cess funds are utilized for SSA and MDMS. Prarambhik Shiksha Kosh, a Non-lapsable Fund for crediting Cess proceeds, was

<sup>3</sup> NUEPA, (204-05), DISE, Manipur excluded.

set up in MHRD. About two-thirds of the Cess money goes to SSA and the remaining to MDMS. An expenditure of Rs.28,077 crore on SSA Rs.13,827 crore MDMS accounted for 88% of Tenth Plan funding on Elementary Education.

**Sectoral expenditure under SSA:**

1.20 Towards the end of the Tenth Plan, a decision was taken to relax the civil works ceiling (33%) under SSA to accelerate bridging school infrastructure gaps in selected States. Consequently, the share of expenditure on civil works increased from 34.5% in 2003-04 to 46.2% in 2006-07. Teacher salary component increased from 15.7% to 20.8%. With EGS Centres being converted into regular primary schools, its share has declined from 10.3% in 2003-04 to 6.8% in 2006-07 (pie-charts below).



**Perspective of the Eleventh Plan: Goals, Targets and Strategies:**

2.1 The Constitution of India was amended in 2002 to make elementary education a justiciable Fundamental Right. While great strides were made in providing access to education, the Right itself cannot be said to have been realized for all children with over 7.1 million of them being out of school and over 50% dropping out at elementary level. The first phase of SSA having achieved breakthroughs in provisioning universal access to primary education, the second phase should move towards the goal of extracting maximum value for the money being spent. In the changed circumstances, it is imperative that the issues of quality education and equity are addressed squarely by restructuring the second phase of SSA Mission into a National Mission for Quality Elementary Education. The SSA Mission Statement would be modified to make the right to good elementary education a joint responsibility between the Central and State Governments.

2.2 The SSA would be reoriented to meet the challenges of equity, retention and high quality education during the Eleventh Plan. To realize this objective, SSA needs to ensure minimum norms and standards for a school that is accessible to all children as a matter of right. The norms would include Government and private schools and address access, quality and equity holistically through a systems approach. Although SSA has been successful in ensuring universal access to primary education, there are still gaps in school infrastructure as about 3% of primary schools (PS) and 2.4% of upper primary schools (UPS) did not have any buildings. About 45% of PS and 15% of UPS did not have toilets; drinking water facilities were lacking in 15% of PS and 5% of UPS. It is estimated that the backlog for additional classrooms (PS and UPS) at the end of 2006-07 was 6.87 lakh. About 20,000 new primary schools are required, while 70,000 primary schools require upgradation. These gaps would be filled up in the Eleventh Plan on priority basis.

**Table: 5 Schools without basic facilities (2005-6)**

%age of Schools without facilities	Primary		Upper Primary	
	2004-5	2005-6	2004-5	2005-6
Building	3.5	3.0	2.8	2.4
Toilets	51.4	44.6	16.8	15.3
Drinking water	16.3	15.1	4.7	4.8

Source: DISE data, 2005-06, NUEPA

2.3 The major policy reforms for UEE in the Eleventh Plan would be to influence the education system to sustain and institutionalize the gains made under the SSA. Efforts would be made to address the systemic issues of regular functioning of schools, teacher attendance, school supervision, accountability of educational administrators, transfer of powers to PRIs, reasonable teacher transfer and promotion policies and effective decentralization of school management. What would be more important is giving good quality elementary education of common standards, pedagogy and syllabi to all children in the 6-14 age groups to attain minimum learning levels. The focus would have to be retained on providing quality education to the needy, while ensuring that enrolled children complete elementary schooling with adequate learning and skills as per minimum norms.

2.4 In today's liberalized global economy where there is a pursuit for achieving excellence, the legitimate role of private providers of quality education needs to be recognized and encouraged. Public Private Partnership need not necessarily mean only soliciting private investments to supplement governmental efforts, but also imbibing the spirit of high educational innovation that maximizes impact with minimal investments which, apparently and for various reasons, the government schools lack. Schools under private management (unaided) have been expanding at a faster rate. However, a vast majority of the poor, particularly in rural areas, is solely dependent on government schools and so it is imperative that quality education is imparted in these schools.

#### **Investment priorities and XI Plan Targets:**

2.5 The substantial step-up in XI Plan outlay by the Central sector would increasingly be invested in improving the quality of elementary education, recruiting additional teachers,

particularly for science and maths, upgrading technology including ICT in schools and Technical Assistance to educationally fragile States. The issue of poor performing schools would be addressed by grading schools and teachers through a composite index and by providing Technical Assistance. It has been found that schools where IT is used as a tool to enhance learning, students, who often do not perform well in conventional subject examinations, demonstrate high success levels in the use of IT and IT-enabled learning. The idea is not merely to make children computer literate but also initiate web-based learning through software facilities.

2.6 Keeping the above in view, the following targets have been set for the XI Plan.

#### **XI Plan Targets for Elementary Education**

1. Universal enrolment of 6-14 age group children including hard-to reach segment.
2. Substantial improvement in quality and standards with the ultimate objective to achieve standards of KVs under CBSE pattern.
3. Lay emphasis on full retention in schools with 'nil' dropout rate at primary level.
4. Reduce elementary dropout rate from 50% to 20%.
5. All gender, social and regional gaps in enrolments to be eliminated.
6. One year ECCE for all children in the age group of 4-6 years.
7. Universalize MDMS at Elementary level.
8. Universal coverage of ICT in Upper Primary schools.
9. Bring significant improvement in learning conditions with emphasis on learning basic skills, verbal and quantitative.
10. All EGS centres to be converted into regular primary schools.
11. All States/UTs to adopt NCERT Quality Monitoring Tools. Strengthen BRCs/CRCs setting up one CRC for every 10 schools and 5 resource teachers per block.
- 12.

2.7 The quality of education imparted in primary and upper primary schools would be improved during the XI Plan period through a range of coherent, integrated and comprehensive strategies with clearly defined goals that help in measuring progress.

#### **QUALITY INTERVENTION UNDER SSA**

1. Restructure SSA with a clear goal of providing physical infrastructure and quality of education equivalent to that of Kendriya Vidyalayas under CBSE pattern.
2. 'Improved Quality' to be defined in operational terms through clearly identified outcome indicators, viz. learning levels of students, teacher competence, classroom processes, teaching learning materials etc.
3. Special focus on Maths, Science and English (core) where students tend to be weak and universal introduction of English in Class III.
4. The National Curriculum Framework (NCF) 2005 and the syllabi prepared by NCERT to be the guiding documents for States for revising their curricula/syllabi with SCERTs playing a more active role in ensuring common standard



5. Implement a common Syllabi, curriculum, and pedagogy with consequent textbook revisions.
6. Address fully all teacher related issues like vacancies, absenteeism, non-teaching assignments, and fix accountability for learning outcomes.
7. Achieve 100% training for teachers including para teachers. Revise Pupil Teacher Ratio norms to 30:1 from 40:1.
8. Additional teacher recruitment to deal with single teacher and multi-grade teaching: two-thirds of new primary teachers to be female.
9. Make DIETs/SCERTs fully functional and organically link BRC/CRC and NCERT.
10. Undertake fresh recruitment of teachers on the basis of NET/SET conducted by NCERT/SCERT/CBSE/State Boards. All temporary teachers to qualify NET/SET within 3 years and provide monetary incentives for existing teachers for qualifying NET/SET.
11. Introduce monetary and non-monetary incentives for recognizing good teachers with Block/District and State awards.

2.8 The main thrust of SSA implementation in the 11th Plan would be on quality improvement within an overall framework of equity. This changed role would be reflected in the work of the SSA Societies and structures down the line from the State to the cluster level. The approved SSA programme provided for 75:25 sharing during the X Plan period and 50:50 thereafter. In view of persistent demand from the States and the urgency for filling up infrastructure gaps in educationally fragile States, the funding pattern between Centre and States/UTs would be modified to the ratio of 65:35 for the first two years of the XI Plan, 60:40 for the third, 55:45 for the fourth year and 50:50 thereafter. The funding pattern for NE States would be 90:10 with NE states contributing only 10% of State share.

2.9 Several key educational indicators for SC/ST categories continue to lag considerably behind the national average. Evidence suggests that enrolled children are dropping out due to various factors. Even those who attend schools learn very little. A bulk of the enrolled over-age children mostly drops out, while the ever enrolled children struggle to cope up with studies. The inverse relationship between conceptual knowledge and factual information imparted in schools put them at high risk of dropping out. The XI Plan would lay special focus on disadvantaged social groups and educationally backward areas. The focus would be on higher resource allocation and capacity building for preparation and implementation of strategies based on identified needs.

#### **Special Quality Intervention for Disadvantaged Groups**

1. ECCE would give top priority to habitations of marginalized sections.
2. Set up additional 500 KGBVs in Blocks with higher concentration of SCs, STs and Minority population.
3. Focus on improving the learning levels of SC, ST and minority children through remedial coaching in schools and in habitations through special incentive component for coaching by educated youth of NYKS, NSS, SHGs and local NGOs.
4. Special schools for slum children in 35 cities with million plus population.

5. Special intervention for migrating, urban deprived and working children.
6. Creation of capacity within the school for students lagging in studies, particularly re-enrolled over-age children and ever-enrolled children with learning difficulties.
7. Sensitize teachers for taking special care of weaker sections/SCs/STs and CWSN.
8. Intensive social mobilization for achieving UEE in dalit, tribal and minority habitations through community support.
10. Provide housing for teachers in tribal habitations and remote locations.
11. Setting up 1000 hostels in EBBs with resident PG Teacher as warden to provide supplementary academic support.
12. Monitoring and supervision as well as tracking of progress.

2.10 The repetition rate in early primary classes is quite high and the learning levels are very low. SSA would have a separate component of one-year Early Childhood Care Education (ECCE), which could be universalized in a phased manner during the XI plan period to cover 2.4 crore children in a phased manner. This is critical for school readiness/entry, as it contributes significantly to increased vocabulary and conceptual thinking. Better understanding levels in children help school retention. Besides, one-year ECCE would free the girl child from sibling care. A good number of States including U. P. and Rajasthan have ECCE/Pre-primary Education component in primary schools. There are 6.53 lakh primary schools within the habitations; this situation is ideal for setting up of ECCE/Pre-primary classes in these schools.

2.11 Additional 12,000 madarasas/maktabs would be supported for modernization under AIE component during the XI Plan.

2.12 Education in human values, civic duties, environmental protection and physical education would be built into the system to enable every child to be prepared to face the future and become a responsible citizen. Education would foster and inculcate the cherished values of the spirit of freedom, patriotism, non-violence, tolerance, national unity and integration, cultural harmony, inquisitive reasoning, rationality and scientific temper in young minds. The XI Plan initiatives in education would revive such values. Every school and EGS/AIE centre would receive a special grant to celebrate national festivals, viz. Independence and Republic Days.

## **Chapter III: DPEP & KGBV and Mahila Samakhya**

### **District Primary Education Programme (DPEP)**

1.1 DPEP, the forerunner of SSA, aimed at the holistic development of primary education covering Classes I-V. It had specific objectives of reducing the dropout rate to less than 10%, disparities in enrolment among gender and social groups to less than 5% and improving learning achievement levels. DPEP brought a sea change in the implementation of school education programme with its decentralized approach and wherewithal for headlining ECCE, NFEs, BRCs, CRCs, out of school children and education of girls. An external assistance of about Rs.6938 crore was tied up for DPEP, comprising Rs.5137 crore as IDA credit and Rs.1801 crore from development partners of EC, DFID, UNICEF and Netherlands. At its peak, DPEP covered 273 districts in 17 States. Now it continues in only 17 districts of Orissa and Rajasthan where it would be completed in 2008.

### **Kasturba Gandhi Balika Vidyalaya (KGBV)**

2.1 The KGBV scheme was launched in July 2004 for setting up residential schools at upper primary level for girls belonging to SCs, STs, OBCs and Minorities in Educationally Backward Blocks (EBBs) with female literacy rate lower than the national average and gender gap in literacy higher than the national average. A minimum of 75% enrolment in KGBVs is reserved for girls from target groups and remaining 25% for girls belonging to Below Poverty Line (BPL) families. The Tenth Plan allocation for the scheme was Rs.489 crore. A total number of 750 KGBVs were sanctioned between December 2004 and May 2005. Again, 430 schools and 1000 additional schools were sanctioned in February 2006 and March 2007 respectively, raising the total to 2180 schools. By December 2006, 1039 schools were operational with a total enrolment of 63,921 girls.

### **Perspective of the Eleventh Plan: Goals, Targets and Strategies (DPEP & KGBV)**

2.3 These schemes would be subsumed within SSA in the 11<sup>th</sup> Plan. Expansion of 500 KGBVs in District/Blocks with high concentration of SCs STs, OBCs and Minorities would be taken up along with evaluation of the functioning of the existing KGBVs. DPEP, being implemented in only two States, viz Rajasthan and Orissa, would come to an end in March 2008 and November 2008 respectively and would be subsumed under SSA.

### **Mahila Samakhya (MS)**

3.1 Mahila Samakhya (MS), a programme for women empowerment, was started with Dutch assistance in 1989. Since 2005-06 it is being funded by GOI. The MS programme has been endeavouring to create an environment for women to learn at their own pace, set their own priorities and seek knowledge and information to make informed choices. It has strengthened women's abilities to effectively participate in village level education programmes. The programme is implemented in nine states covering 83 districts, 339 Blocks including 233 EBBs and 20,380 villages. The States of M.P. and Chhattisgarh have registered MS societies through which the programme was initiated. It has specialized inputs for vocational and skill

development and educational development of girls, in general, and adolescent girls, in particular. The MS runs some of the best residential schools/bridge courses in the country, viz. Jagjagi and Mahila Shikshan Kendras.

### **Perspective of the Eleventh Plan: Goals, Targets and Strategies (MS)**

3.2 As the MS programme has been contributing towards the educational empowerment of poor women and girl children, it would be continued and expanded in a phased manner to cover all EBBs and urban/suburban slums. There is a need to operationalise the National Resource Centre of MS to support training, research and proper documentation.

## **Chapter IV: Teacher Education**

1.1 The scheme of Teacher Education was restructured and reorganized during the Tenth Plan period for creating a viable institutional infrastructure and a credible academic and technical resource base for orientation training and upgradation of knowledge, competence and pedagogical skills for elementary schools. The thrust areas were development and strengthening of teacher training institutions (TTIs), quality improvement of pre-service and in-service teacher education, professional development of teacher educators and assessment of students. The performance of teacher education programme has not, however, been satisfactory. There was no evidence of DIETs taking off, although a large infrastructure base was built up with sanction of 571 DIETs/DRCs and 135 CTEs/IASEs. Several DIETs were headless during the Tenth Plan. The structural problems and absence of linkages with higher education isolated DIETs from current trends in research and from the academic community. The quality of teacher training left much to be desired. SCERTs and DIETs could not measure up to expectations. In view of shortage of teachers, States appointed a large number of para-teachers.

### **National Council of Teacher Education (NCTE)**

1.2 The mandate of NCTE, a statutory body vested with the responsibility of maintaining quality standards in teacher education institution, has been to regulate the establishment of TTIs according to specified norms and fulfill the need for qualified teachers. Uncontrolled growth in the number of private TTIs in recent years has led to unevenness in the availability of quality TTIs. While NCTE has been active in southern States and Maharashtra, it is virtually dormant in eastern States. The existing mechanism for regular monitoring has proved inadequate during the Tenth Plan period.

### **Perspective of the Eleventh Plan: Goals, Targets and Strategies (Teacher Education)**

2.1 DIETs have not justified their existence as professional teacher education and training institutions. The XI Plan would ensure that the DIETs, built up over two decades across hundreds of districts, do not languish for want of adequate training programme schedules. They would be made to fulfill their mandate either by outsourcing quality faculty or by adopting PPP mode with reputed institutions taking up useful training activities. All in-service, pre-service and special courses, would be on the itinerary of DIETs. BRCs and CRCs would be organically linked with DIETs. A holistic framework interconnecting various teacher education institutions - ranging from those run by Universities and Research Organisations to SCERTs, DIETs, BRCs and CRCs – would be evolved. A core team drawn from apex agencies and universities would be set up to evolve linkages and draw up standards for teacher education. It would provide detailed plans for recruitment of teacher educators, academic responsibility, affiliation, and accountability.

2.2 The Teacher Education Scheme would be implemented in partnership with States on the funding pattern of SSA and at least 50% of the terminal year's recurring expenditure under the scheme would be taken over by States as committed liabilities. A grading system of DIETs/SCERTs would be evolved through NCERT/NUEPA. All teacher training components of elementary education would be brought under a single major head. The vacant faculty position

would be filled on priority basis in DIETs. A full-fledged teacher training capacity would be built up from CRCs/BRCs through DIETs/SCERTs to NCERT/NUEPA with adequate availability of financial resources. The XI Plan would ensure that at least one residential training is provided for all teachers every two years along with in-service training of para teachers. A special package for improving teacher education in NE States would be initiated. The Regional Centre of IGNOU and the newly created NERIE of NCERT would be entrusted with this task. Special support to NE States would be extended to establish additional teacher education institutions. MHRD would create a teacher education portal with details of all teacher education institutions, calendar of their training programmes as well as training curricula and teaching learning materials.

#### **NCTE, SCERT, CTEs and IASEs:**

2.3 SCERTs have been in existence in practically all States of the country. Though SCERTs were envisaged as apex institutes for educational research and training, the older state-created institutions such as the State Institutes of Education (SIEs) also continue to function in some States. Such SIEs and SCERTs would be merged. New SCERTs would be set up in States which are yet to establish them. Expansion of College of Teacher Education (CTEs) and Institutes of Advanced Studies in Education (IASEs) would be undertaken only on the basis of evaluation by independent bodies.

## **Chapter V: Mid-Day Meals Scheme (MDMS)**

1.1 An innovative and ambitious National Programme of Nutritional Support to Primary Education, commonly known as Mid-day Meal Scheme (MDMS), was launched in 1995. It was aimed at boosting up Universalization of Primary Education (UPE) initiatives by increasing enrolment, retention and attendance. MDMS impacted upon nutritional status of students in primary classes. Foodgrains were supplied to States/UTs free of cost at the rate of 100 grams per child per day, where cooked meals are served, and 3 KGs of dry ration where foodgrains were distributed. A transport subsidy @ Rs.50 per quintal was provided by Central Government. States met the cost of converting foodgrains into cooked meals. A minimum of 15% of the Additional Central Assistance (ACA) to States was permitted under Pradhan Mantri Gramodaya Yojana (PMGY) for partially meeting the conversion cost. The scheme established convergence with Rural Development (RD) schemes for infrastructure support and with Self-Help Groups (SHGs) for conversion of foodgrains into cooked meals in rural areas. Similar arrangements were also attempted with National Slum Development (NSDP)/ Urban Development (UD) programmes.

1.2 MDMS scheme was revised and universalised in September 2004 and central assistance was provided @ Re.1.00 per child/per school day for converting foodgrains into hot cooked meals for children in classes I-V in Govt., Local Body, Govt.-aided schools and EGS/AIE Centres. MDMS provided nutritional support to students in drought-affected areas during summer vacation. Transport subsidy was revised for special category States from Rs.50 to Rs.100 per quintal or actual, whichever was less, and for other States @ Rs.75 per quintal. The scheme was further revised in June, 2006 to enhance the minimum cooking cost to Rs.2.00 per child/per school day and the nutritional norms to 450 calories and 12 grams of protein. In case of NER States the Central Assistance (CA) towards cooking cost was fixed at Rs.1.80 per child/per school day and State Govts. contributed a minimum of Re.0.20 per child/day. In case of other States/UTs the CA towards cooking cost was fixed at Rs.1.50 per child/per school day, provided these States/UTs contributed a minimum of Re.0.50 per child/per school day. CA was also provided for construction of kitchen-cum-stores @ Rs.60,000 per unit in primary schools and procurement of kitchen devices @ Rs.5000 per school.

1.3 The number of children covered under the programme rose from 3.34 crore in 3.22 lakh schools in 1995 to 12 crore in 9.5 lakh primary schools/EGS centres during 2006-07. Foodgrains allocation to States increased to 20.94 lakh MTs. Besides providing free foodgrains, cooking cost, transport subsidy, 94,500 schools were sanctioned kitchen sheds and 2.6 lakh schools were sanctioned kitchen devices. A variety of agencies such as SHGs, Mahila Mandals, PRIs, VECs, MTAs/PTAs and State Management Committees are engaged in implementation of the programme. In Karnataka, 20 NGOs including ISKCON have been serving cooked meals to 1.16 lakh children in 670 schools. A PPP model was evolved in Hyderabad where the Nandi Foundation is managing a centralized kitchen and providing cooked meals to about 2 lakh children. Tamil Nadu has a well-established system of supplying mid-day meals. Puducherry, with high per capita expenditure on MDMS, has been serving mid-day meals through centralized cooking and utilizing the public transport system for delivery of meals to nearby schools. Despite prevalence of good practices, systematic supervision, monitoring and transparency in implementation was lacking during the 10<sup>th</sup> Plan.

### **Best Practices under MDMS**

There have been several instances of best practices 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, all schools have gas-based cooking. In Puducherry, in addition to the mid-day meal, Rajiv Gandhi Breakfast Scheme provides for a glass of hot milk and biscuits. In Bihar, Bal Sansad (Children's Cabinet) is actively involved in orderly distribution of mid-day meals. In Uttaranchal, mothers are appointed as Bhojan Matas and Sahayikas in primary schools. In Gujarat, Chhattisgarh and M. P. children are provided micronutrients and de-worming medicines.

1.4 Review of MDMS has indicated absence of proper management structures. Even the average number of school days reported varied widely. NUEPA has reported 209 days per annum, while MHRD reported 230 days. There are no details on coverage and facilities in EGS/AIE Centres in urban areas. However, the programme had a positive impact on school attendance and nutritional status of children through removal of classroom hunger. The latest NSS (61<sup>st</sup> Round) covered MDMS along with Annapurna, Integrated Child Development Services (ICDS) and Food for Work Programme (FFWP). It was reported that MDMS benefited 8.1% of the rural population and 3.2% of the urban population. The coverage of these four programmes was 11% in rural and 4.1% in urban areas. Of the total coverage, the impact of MDMS was quite significant with 72% share in rural areas and 78% share in urban areas. Classification of beneficiaries has revealed that MDMS catered to the nutritional needs of low income groups in both rural and urban areas. There is also evidence that scheme contributed to improved school attendance, particularly of girls.

### **Perspective of the Eleventh Plan: Goals, Targets and Strategies:**

2.1 The National Programme of Nutritional Support for Primary Education (NP-NSPE) would be renamed as National Programme of Mid-Day Meal in Schools (NP-MDMS). The scheme would be extended to upper primary schools (Govt./Local Body/Govt.-aided Schools and EGS/AIE Centres) in 3479 EBBs from 1.10.2007 to cover additional 17 million children, and to all upper primary schools from April 2008 to cover 54 million children. Thus, MDMS would cover about 18 crore children by 2008-09. The nutrition value of meals for upper primary children would be fixed at 700 calories with 150 grams of cereals and 20 grams of protein.

2.2 Over six lakh kitchen sheds would be provided at a unit cost of Rs.60,000 per kitchen, besides the provision for kitchen utensils stove etc @ Rs.5000 per school. The scheme would not be contractor-driven but managed and implemented by local community involving PRIs and credible NGOs wherever available.

### **MDMS: ACTION POINTS**

- Sensitize teachers and others involved in nutrition, hygiene and safety norms.
- Involve nutrition experts in planning low cost nutrition menu and periodic testing of samples of prepared food.
- Promote local nutritionally rich food items through kitchen gardens in school.



- Revive School Health Programme and disseminate and replicate best practices adopted by States.
- Provide drinking facilities in all schools on urgent basis.
- Status regarding supplies, funds, norms, weekly menu and coverage to be displayed in schools for information of stakeholders/parents/guardians to ensure transparency.
- Promote social audit. Work out administrative and financial arrangements to facilitate PRIs in implementation, monitoring and supervision of the programme.
- Online Monitoring of MDMS.

## **Chapter VI: LITERACY & ADULT EDUCATION**

### **Review of performance in the Tenth Plan:**

1.1 The Tenth Plan had set a target of achieving a sustainable threshold level of 75 percent literacy by 2007, to cover all left-over districts by 2003-2004, to remove residual illiteracy in the existing districts by 2004-05, to complete PLP in all districts and to launch Continuing Education Programmes (CEP) in 100 districts by the end of the Plan period

### **TLC and PLP:**

1.2 The TLC has been the principal strategy of NLM for eradication of illiteracy. The TLCs are implemented through Zilla Saksharata Samitis (District Literacy Societies) and independent and autonomous bodies having due representation of all sections of society. A total of 597 districts are presently covered under various literacy programmes. The Central: State share for TLCs and PLPs is in the ratio of 2:1 for general districts and 4:1 for tribal districts. During the 10<sup>th</sup> Plan period, the total number of districts under TLC and PLP were 95 and 174, respectively. Special project undertaken through these agencies are as follows:

### **Accelerated Female Literacy Programme:**

1.3 As per 2001 Census, 47 districts had a female literacy rate below 30%. These districts are concentrated in U.P., Bihar, Orissa and Jharkhand. Special innovative programmes were taken up in identified districts for improvement of female literacy.

### **Projects for Residual Illiteracy (PRIs):**

1.4 The TLC campaigns languished in many cases due to a number of reasons. Despite the completion of the campaigns, large number of illiterates remained un-reached. Projects for Residual Illiteracy were launched after the conclusion of TLCs for covering the remaining illiterates in the districts of Rajasthan (10), Andhra Pradesh (8), Bihar (4), Jharkhand (3), Madhya Pradesh (9), Karnataka (2), U.P. (13) and West Bengal (4).

### **Special Literacy Drive in 150 Districts:**

1.5 Special literacy drive was launched in 150 districts in April 2005, which had the lowest literacy rates in the country. These districts are mainly in U.P., Bihar, Jharkhand, Rajasthan, M.P., Chhattisgarh and Orissa. The special drive aimed to cover nearly 36 million illiterates during 2005-07. So far, 134 districts have been covered.

### **Continuing Education Programme (CEP):**

1.6 The Continuing Education Scheme provides a learning continuum to the efforts made by TLC/ PLP. The main thrust is on providing further learning opportunities to neo-literates by setting up Continuing Education Centres (CECs) which provide area-specific and 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 total number of districts covered under CEP is 328.

1.7 Major weakness in the implementation of Adult education programmes include poor participation of the State governments, low motivation and training of voluntary teachers/preraks, lack of convergence of programmes under CEP, unimpressive programme contents and weak management and supervision structure for implementation for NLM. Besides, the funding for various components of NLM schemes were also inadequate and the level of community involvement and participation was low.

**Jan Shikshan Sansthan (JSS):**

1.8 The objective of JSS Scheme is educational, vocational and occupational development of 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. By linking literacy with vocational training, JSSs seek to improve the quality of life of the beneficiaries. JSSs offered around 284 different types of vocational courses – from candle and agarbatti making, to computer training and hospital/health care. The total number of JSS is 198.

**Goals, Targets and Strategies for the Eleventh Five Year Plan:**

**Adult Education:**

2.1 The NLM programmes will be revamped in the XI Five year Plan. The targets and special focus areas are given in the Box.

<p><b>XI Plan Targets:</b></p> <ul style="list-style-type: none"> <li>• Achieve 80% literacy rate,</li> <li>• Reduce gender gap in Literacy to 10%,</li> <li>• Reduce regional, social and gender disparities,</li> <li>• Extend coverage of NLM programmes to 35+ age group.</li> </ul>	<p><b>Special Focus Areas:</b></p> <ul style="list-style-type: none"> <li>• SCs, STs, Minorities and rural women to have a special focus.</li> <li>• Focus also on low literacy states, tribal areas, other disadvantaged groups and adolescents.</li> </ul>
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**Revamped strategy of NLM in XI Plan:**

2.2 The main features of the revamped NLM would be:

- Integrating Zilla Saksharata Samitis with the Panchayati Raj Institutions.
- Bringing literacy programmes at various levels under PRI structures at Block/Gram Panchayat levels, through Panchayat Saksharata Samitis.

- Revamping of NLM integrating TLC, PLP and CEP and introducing a broad based Lifelong Education and Awareness Programme (LEAP). The LEAP would offer diverse learning programmes, functional skills, Quality of Life Improvement Programmes, Vocational Skills and Equivalency Programmes.
- Centres for Lifelong Education and Awareness (CLEAR) would be multifunctional and multidimensional seeking to provide a variety of learning programmes to beneficiaries.
- Information & Communication Technologies (ICTs) would be more widely used to spread literacy in the country.
- About 250 new Jan Shikshan Sansthanas would be set up in the XI Plan. The sanction of new JSS would be contingent upon independent evaluation of the existing JSS with regard to their utility.
- To ensure transparency in the functioning of JSS an accreditation process would be evolved in partnership with States and only accredited NGOs with track record would be implementing JSS. The management of dysfunctional JSS would be changed. Quality control of JSS training programme would be built with the help of professional technical institutions of the district and programmes tuned to meet local demand. Placement record of the trainees in self-employment will be maintained.
- A stronger synergy would be ensured between State Resource Centres (SRCs) and the Adult Education Departments in Universities for sound academic and research inputs.
- Existing SRC/DRC would be strengthened as per the assessed needs and new SRCs would be set up only in the states where it does not exist. There would be no more than one SRC per State irrespective of the size of population so that uniform standards are maintained including production of TLMs.
- All NGO-operated schemes would be sanctioned to accredited institutions only. The accreditation process would invariably involve State Governments and the accredited institutions would be listed on the MHRD website.

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

Yojana Bhavan, Sansad Marg  
New Delhi-110 001  
Dated 20<sup>th</sup> April 2006

**ORDER**

**Subject: Formulation of the Eleventh Five Year Plan 2007-12 - Constitution of Steering Committee for Basic Education and Literacy**

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 Steering Committee for Basic Education and Literacy.

2. The Composition of the Steering Committee is at Annexure –I.
3. The Terms of Reference are as follows:-
  - a) To review the current status, formulate the strategy and to identify the priority areas for providing quality basic education up to Class X, including through EGS/AIE centres to all children in the relevant age group.
  - b) To formulate strategies for reducing illiteracy in the country with special focus on the 35+ age group of population.
  - c) To oversee and provide all necessary guidance to the Working Groups/Task Force.
  - d) To work out the financial requirements for various schemes and programmes for providing quality basic education up to Class X including EGS/AIE Centres, ECCE and literacy programmes and outlays for the Eleventh Five Year Plan.
4. The expenses towards TA/DA of the official members will be met by the respective Governments/Departments/Institutions to which they belong. TA/DA to non-official members will be paid by the Planning Commission as admissible to Grade I officers of the Government of India.
5. The Chairperson of the Steering Committee, if deemed necessary, may constitute Sub-Groups/Task Force and/or may co-opt additional members.
6. The Steering Committee should submit their report within six months.

(Bimla Bajaj)  
Under Secretary to the Government of India

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2. PS to Deputy Chairman, Planning Commission
3. PS to MOS (P&PI)
4. PS 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
9. Pr. Advisers/Sr. Consultants/Advisers/JS (Admn)/Heads of Division
10. I.F. Cell, PC Division, Planning Commission
11. Admn.I/Accts.I/Genl. I & II Sections, Planning Commission
12. Information Officer, Planning Commission
13. Library, Planning Commission.

**List of Members of Steering Committee on Elementary Education and Literacy**

1. Shri Bhalchandra Mungekar  
Member (Education),  
Planning Commission  
New Delhi
2. Shri Champak Chatterjee  
Secretary  
Department of School Education & Literacy  
Ministry of Human Resources Development  
Shastri Bhavan, New Delhi
3. Secretary,  
Ministry of Woman & Child Development  
Shastri Bhavan, New Delhi
4. Secretary,  
Ministry of Youth Affairs & Sports  
C Wing, Shastri Bhavan, New Delhi
5. Secretary  
Ministry of Youth Affairs & Sports  
C Wing, Shastri Bhavan, New Delhi
6. Shri K.M. Acharya  
Additional Secretary  
Deptt. of Secondary & Higher Education  
Ministry of Human Resources Development
7. Member Secretary  
National Commission for Minorities  
5<sup>th</sup> Floor, Lok Nayak Bhavan, Khan Market  
New Delhi-110003
8. Member Secretary  
National Commission for Women  
4, Deen Dayal Upadhyay Marg,  
New Delhi-110002
9. Member Secretary  
National Commission for Scheduled Castes  
5<sup>th</sup> Floor, Lok Nayak Bhavan, Khan Market,  
New Delhi-110003

10. Member Secretary  
National Commission for Scheduled Tribes  
6<sup>th</sup> Floor, Lok Nayak Bhavan, Khan Market,  
New Delhi-110003
11. Joint Secretary (SSA)  
Department of School Education & Literacy  
Ministry of Human Resources Development  
Shastri Bhavan, New Delhi
12. Joint Secretary (AE)  
Department of School Education & Literacy  
Ministry of Human Resources Development  
Shastri Bhavan, New Delhi
13. Joint Secretary (MDM)  
Department of School Education & Literacy  
Ministry of Human Resources Development  
C- Wing, Shastri Bhavan, New Delhi
14. Director General  
National Information Centre  
A-Block, CGO Complex  
Lodhi Road, New Delhi
15. Chairman,  
Central Board of Secondary Education  
2, Community Centre,  
Preet Vihar, Delhi-92
16. Chairman  
National Council of Teacher Education  
Hans Bhavan, Wing II,  
1, Bahadur Shah Zafar Marg,  
New Delhi
17. Chairman,  
National Institute of Open School (NIOS)  
B 31 B Kailash Colony, New Delhi-110048
18. Smt. Kumud Bansal,  
Former Secretary EE&L,  
7, S Maharishi Karve Marg,  
Mumbai-21



19. Shri J.M. Abhanyankar,  
Former SPD (SSA), Maharashtra  
Flat No. A-14, Building No.13,  
Haji Ali, Mumbai-34
20. Prof. Govnida,  
Senior Fellow, NIEPA  
Sri Aurobindo Marg, New Delhi-110016
21. Prof. Jean Dreze  
Visiting Professor,  
Delhi School of Economic,  
Delhi-110016
22. Ms. Vimala Ramachandran,  
YA-6, Sah Vikas, 68, IP Extension, Delhi-110092
23. Dr. Radha Herzburger  
Director, Rishi Valley School  
P.O. Madanpalli, District Chittoor, Andhra Pradesh
24. Shri. Subhir Sukla  
3.108, Kirti Apartments,  
16 Mayur Vihar Extension, Delhi-110091
25. Shri. Jacob Taru  
CIEFL  
A/27/2,DFOCHS,  
1<sup>st</sup> Crescent Road, Sainik Puri,  
Secundrabad-500094
26. Secretary,  
Adult Education  
Govt. of Kerala, Trivandrum
27. Secretary.  
School Education  
Govt. of Karnataka, Bangalore
28. Secretary.  
School Education  
Govt. of Gujarat, Gandhi Nagar
29. Secretary.  
School Education  
Govt. of Chhattisgarh, Raipur

30. Secretary.  
School Education  
Govt. of Uttar Pradesh, Lucknow
31. Secretary.  
Education Department,  
Govt. of Bihar, Patna
32. Secretary, Education  
Govt. of Haryana, Chandigarh
33. Secretary, Education  
Govt. of Assam, Dispur
34. Chairperson  
State Resource Centre (SRC)  
No.: 20, I Street, Venkataratnam Nagar Extn.  
Adayar, Chennai- 600020
35. Director, JSS  
New Transit Camp, Behind New Police Station  
Dharavi, Mumbai-400017
36. Pr. Adviser/Sr. Consultant (Edn.)  
Planning Commission

**First Meeting of the Steering Committee on Elementary Education & Literacy**

**Date: 6.7.2006**

**Time: 11.00 AM**

**Members Present:**

1. Shri Bhalchandra Mungekar  
Member (Education)
2. Shri Champak Chatterjee  
Secretary  
Department of Elementary Education & Literacy
3. Shri Sailesh  
Joint Secretary  
Ministry of Youth Affairs & Sports
4. Shri S. N. Meena  
Under Secretary  
National Commission for Scheduled Castes
5. Ms. Vrinda Swarup  
Joint Secretary (SSA)  
Department of Elementary Education & Literacy
6. Ms. Vandana Jena  
Joint Secretary (AE & MDMS)  
Department of Elementary Education & Literacy
7. Shri R. K. Gupta  
Deputy Director General  
National Informatics Centre
8. Acting Chairman,  
National Council of Teacher Education
9. Chairman,  
National Institute of Open School (NIOS)
10. Prof. Avtar Singh,  
Head, ES&DP, NCERT

11. Prof. Govinda  
Senior Fellow, NIEPA
12. Shri Subir Shukla,  
3108, Kirti Apartment
13. Shri Jacob Tharu.  
CIEFL
14. Secretary,  
School Education  
Govt. of Chhatisgarh
15. Secretary,  
Education Department  
Govt. of Bihar
16. Secretary,  
Education  
Govt. of Haryana
17. Director,  
State Resource Centre  
Government of Tamil Nadu
18. Member Secretary  
NCTE
19. Shri P. K. Mohanty  
Deputy Education Adviser  
Department of elementary Education & Literacy  
MHRD.
20. Ms. Simmi Chaudhary  
Deputy Secretary  
Department of elementary Education & Literacy  
MHRD.
21. Shri K. Ravi Ramchandran  
Deputy Secretary  
Department of elementary Education & Literacy  
MHRD.

Planning Commission:

22. Shri K. L. Datta

Adviser, Education

23. Ms. Shakila T. Shamsu  
Joint Adviser (Education)
24. Dr. Shashi Kochar  
Deputy Adviser (Education)
25. Dr. R. P. Singh  
Senior Research Officer (Education)
26. Ms. Renu Sobti  
Senior Research Officer (Education)
27. N. Venkateshwarlu  
Research Officer (Education)
28. Shri B. Ganeshram  
Economic Officer (Education).

**Minutes of the first meeting of the Steering Committee on Elementary Education and Literacy constituted for the formulation of the Eleventh Plan, held on 6.7.2006 at 1100 A.M.**

**The first meeting** of the members of the Steering Committee was held under the Chairmanship of Prof. Bhalchandra Mungekar, Member (Education) on 6.7.2006 to discuss the Terms of Reference in the context of the formulation of the Eleventh Five Year Plan (2007-'12) for the Education Sector. The **Terms of Reference** are as follows:-

- (a) To review the current status, formulate the strategy and to identify the priority areas for providing quality elementary education up to Class VIII, including through EGS/AIE centres to all children in the relevant age group;
- (b) To formulate strategies for reducing illiteracy in the country with special focus on the 35+ age group of population;
- (c) To oversee and provide all necessary guidance to the Working Groups/Task Force;
- (d) To work out the financial requirements for various schemes and programmes for providing quality elementary education upto Class VIII including EGS/AIE Centres, ECCE and literacy programmes and outlays for the Eleventh Five Year Plan.

The list of participants is given in Annexure.

2. Initiating the proceedings of the first Steering Committee meeting **Shri K.L. Datta, Adviser (Education), Planning Commission**, welcomed the Steering Committee members to the roundtable and requested Hon'ble Member (Education), Planning Commission, to inaugurate the discussions.

3. **Prof. Bhalchandra Mungekar, Member (Education), Planning Commission**, welcomed the participants and exhorted them to contribute significantly in the process of formulating the Eleventh Five Year Plan by candidly expressing their views on the Education Sector. While recognizing that even after completion of fifty six years as a Republic, elementary education could not be universalized. However, he expressed that, given the challenges inherent in the enormity of a country of India's size, the monumental diversity of its people and their problems, the progress of education until now in the country could by no means be said to be unsatisfactory. The beginning of the new millennium is filled with great hope ushered in by the successful implementation of the Sarva Shiksha Abhiyan (SSA), which is a major instrument for universalization of elementary education in the country.

4. Member (Education) further noted another major problem area in achieving universal elementary education, namely, the mechanics and pace of implementation of Central Sector and Centrally Sponsored Schemes at the grassroots which need considerable streamlining. Analyzing the deficiencies in the implementation of the Mid-Day Meal Scheme (MDMS), he noted that in some areas, notably in Chhatisgarh, the cooks employed to prepare the meals are paid as little as Rs.15/- per day, which is much lower than the minimum wages prescribed for

unskilled labour. The ignorance among the masses regarding “Government Initiatives” has to be tackled so as to enable them to conceive of Central Schemes as “People’s Initiatives” rather than merely as “Government Initiatives.”

5. The sense of ownership could bring about a world of change in the attitude of the community in regard to elementary education sector schemes and lead to their eventual success. Such attitudinal change could ultimately make the people accept the Government initiatives as their own programmes. It was mainly because of this that the Planning Commission initiated Regional Consultations with stakeholders with a view to eliciting responses on the needs and priorities for the formulation of the Eleventh Five Year Plan. In this context, Member (Education) also threw open for debate, the scope and possibility of Private Public Partnership in elementary education. He dwelt, in particular, upon the need to find policy solutions to teacher absenteeism and accountability of educational functionaries in general.

6. **Shri Subir Shukla**, educationist, spoke at length about the expansion of educational opportunities, the introduction of new curricula and latest innovations in pedagogy at the elementary level. He lamented, however, the inadequacy of prevalent Teaching Learning (TL) processes which did not take into account the ground realities in regard to latest educational programmes and incentives. He felt that considering diverse groups of population getting enrolled into schools consequent upon the enhancement of access to elementary education, there was a need to change over to model pedagogies instead of monotonous teacher-oriented TL processes. This could significantly improve school retention and quality related aspects of elementary education. He also expressed concern regarding the lack of uniform performance standards of Cluster Resource Centres (CRCs), Block Resource Centres (BRCs), District Institutes of Education & Training (DIETs) and State Councils of Educational Research & Training (SCERTs) and emphasized the need to devise a strategy for institutional reform.

7. **Prof. R. Govinda, Senior Fellow, National Institute of Educational Planning and Administration (NIEPA)** noted the enormous expansion of educational facilities in the course of planned development. Noting the overall advancement of educational opportunities for a diverse cross-section of the population, he emphasized the need to have a re-look at inequities which refused to disappear despite attempts to remove these. There was thus a need to shift the focus in the Eleventh Plan, he opined, on reducing the gender and social inequalities by creation of facilities of many kinds as well as by consolidating the gains of growth.

8. Further, Prof. Govinda emphasized that there was an urgent and felt need to have a look at social and regional inequities. Some States that were educationally backward some twenty years ago still remained where they were in spite of overall development. A special focus was required to turn around their performance. There was also a need to take the planning process right down to the block and the village levels in order to find out the local aspirations and resources, needs and priorities. Massive mapping exercises are needed to determine the gaps in the areas of intervention and the nature and extent of the problem in regard to out of school children and the illiterate population. In this context, he mentioned the need to bolster the district level planning support systems by making the District Planning

Board functional. This necessitated a detailed examination of the role and functions of DIETS, BRCs and CRCs. He emphasized the need to tone up the processes and mechanisms related to District Information on School Education (DISE) and Educational Management Information System (EMIS) inasmuch as they could pinpoint the gaps in resources and facilities.

9. Prof. Govinda then pointed out the inadequacy of plan funds for teacher education programmes considering that the variety of teachers and their training needs were quite diverse throughout the country. He indicated that the disbandment of inspection and monitoring did not serve the cause of education, as the previous system was able, in no small measure, to keep teacher absenteeism at bay. The diverse structure of the elementary education across the country needs to be examined. For example, the I-V primary education and VI-VIII upper primary education patterns were not uniform throughout the country. Many States and UTs were following different primary and upper primary education structural patterns, such as I-IV, V-VIII, I-VIII, I-X et al. There was a need to set up a National School Quality Assessment Organization in view of the success of such an attempt in Karnataka. Such an institutional arrangement could bring into concretion the idea of a school as a unit with obvious gains in accountability of teachers and in enhancement of the quality aspect of education.

10. Discussing the performance of literacy programmes in the Tenth Plan, Prof. Govinda highlighted the need to link these with other Government programmes administered by various Ministries/Departments such as health, woman and child development, rural development, environment & forests etc. As for Early Childhood Care & Education (ECCE), he felt there was no clarity on age-groups (0-3, 0-6, 3-6) for this important component of pre-school education. Also, the mandate for ECCE had now shifted from the Department of Elementary Education & Literacy to the Department of Woman and Child Development. It would be better if a policy framework for 4-6 years age-group could be formulated on the pattern of National Policy on Adolescents. On Public-Private Partnership in elementary education, there appeared to be an ideological divide. However, the non-state sector in elementary education was an important sector and could not be wished away.

11. **Shri Madan Mohan Jha, Education Secretary, Government of Bihar**, espoused the cause of Mahatma Gandhi's idea of basic education and highlighted the equity-related aspects of the common school system. He mentioned the decision of the Bihar Government to revive 391 dysfunctional basic schools that had been set up after Independence. He also mentioned that the Council of Advisory Boards of Education (CABE) advocated the cause of the Common School System. Opposing the idea of Public-Private Partnership in elementary education, Shri Jha remarked that such a move is likely to be in contravention of the 86<sup>th</sup> Amendment which made the Right to Education as a fundamental right. He stated that inviting Public-Private Partnership in elementary education could dilute the responsibility of the State for providing free and compulsory education to all children of the age of 6 to 14 years.

12. Shri Jha stated that research studies reveal heterogeneous groups and categories ensured higher performance and thereby had obvious advantages in terms of removing



inequities in schooling. Highlighting the need for course correction in national planning priorities, he said that SSA framework and guidelines did not address systemic issues and clubbed educationally developed and educationally backward States together for the purpose of funding without considering region-specific needs and resources. He was critical about the SSA norms, especially those relating to ceiling on civil works, which instead of assisting actually hampered the expansion of schooling infrastructure in educationally backward States. The discrimination in payment of salary/remuneration between regular teachers and contractual teachers (Shikshamitras) was also not conducive to advancement of quality education as low wages to the qualified Shikshamitras acted as a de-motivational factor in teacher performance. He mentioned the decision of Bihar Government to launch an Integrated School Development Programme and create 60,000 additional posts of teachers in addition to the posts of contractual teachers already available under SSA.

**13. Education Secretary, Government of Haryana,** expressed concern over the politicization of teachers and the consequent falling teaching-learning standards. He highlighted the problems of out of school children as well as of lack of adequate number of science education teachers and physical infrastructure in schools. He stated that teacher availability is important for improving retention and quality of education and those contractual teachers were better placed than ordinary teachers to improve performance standards inasmuch as their continuity in job depended on their consistent performance. The system of appointing teachers on contract for a limited period seemed a better option. He suggested beefing up of the old system of inspection and monitoring in order to contain teacher absenteeism. He was appreciative of the infrastructure created under DIET, but lamented that the motivation and capacity building ingredients were missing in teacher training. The involvement of people as stakeholders and the proactive and representative role of the Gram Panchayats can help in improving elementary education system.

**14. Chairman, National Institute of Open School,** emphasized the need to integrate the Right to Information with Panchayati Raj Institutions for enhanced participation of the people in the education development process. He observed that with the success of Sarva Shiksha Abhiyan (SSA), access to schooling no longer remained a problem. However, quality of education and accountability were the real issues, which need to be ensured. The distance mode of education, he advocated, came in handy at this juncture. There was an urgent need to expand the EDUSAT network further in the Eleventh Plan.

**15. Chairman (Acting), National Council of Teacher Education (NCTE),** observed that the Council had a non-academic structure and its function was largely confined to its work as a regulatory mechanism for recognition of teacher training institutions. He highlighted the significant differences in regard to student behaviour, values, accountability, and teacher skills between the Government schools and private schools. He emphasized the need to find out the factors that impeded the creation of congenial environment in government schools and stressed on examination reforms and vocationalization in the Eleventh Plan.

**16. Deputy Director General, National Informatics Centre (NIC),** expressed the commitment of NIC in partnering the national educational development scenario by continuing to design and make available user-friendly packages for supporting elementary

education, technologically. NIC has been associated with the conduct of the latest All-India Educational Survey (AIES).

**17. Education Secretary, Chhatisgarh**, while appreciating the advances made in elementary education since the inception of SSA, pleaded for special funding pattern beyond the hitherto prevalent 75:25 for the state of Chhatisgarh in view of its social and cultural backwardness. Advocating for relaxation of norms under National Programme for Education of Girls at Elementary level (NPEGEL) component of SSA and for the revision of norms under the Kasturba Gandhi Balika Vidyalaya (KGBV) Scheme, he expressed his desire to distribute free textbooks to all, and not only to SC/ST/OBC/Girls/Minorities.

**18. Prof. Avtar Singh, National Council of Educational Research & Training (NCERT)**, expressed concern over quality assessment and supervision of elementary education. He suggested that a mechanism should be developed for certification of the level of achievement in the Eleventh Plan to ensure better quality assessment. He observed that the new curriculum framework developed by the NCERT provided ample scope to pupils to make queries and fully participate in the teaching-learning process. He underlined the need to launch the Scheme for the Universalization of Secondary Education on the pattern of SSA in the Eleventh Plan.

**19. Prof. Jacob Tharu, Central Institute of English & Foreign Languages (CIEFL)**, made an impassioned plea for 'seeing' primary education as 'differently' from other levels of education as well as for 'seeing' the family as a point of reference for elementary education. He felt that issues such as, inspection, accountability of teachers, assignment of election and census duties to teachers etc needed to be viewed from the angle of diversity of development. He observed that teacher education remained quite old-fashioned and did not take into account the diverse groups of population accessing elementary education. The autonomy of teacher, therefore, was of paramount importance. Regretting that the primary teacher had come to be seen as the root of all problems in elementary education, he insisted that most teachers were not absentees and that there was very little recognition of their work in the society, which resulted in low self-esteem and consequent de-motivation of teachers in general. Noting the creation of the physical infrastructure in the Tenth Plan, he advocated a greater role for the Block Resource Centre (BRC) so that it can act as a buffer between the teacher and the inspector. He pointed out that the efficacy of adequate village infrastructure, such as availability of *pucca* roads offering improved connectivity, in the increase in enrolment in schools and success of literacy programmes, than rise in a village's per capita income.

**20. Representative, Ministry of Youth Affairs & Sports, GOI**, noted the commitment of the M/o Youth Affairs & Sports to the elementary education and literacy sector through their indirect intervention in school enrolment campaigns and literacy programmes involving 21 million youth representatives. There were about two lakh Youth Clubs under the Nehru Yuva Kendra Sangathan (NYKS), spread across the country, which had been carrying out above programmes to aid the cause of elementary education and literacy. These activities could be further bolstered with renewed emphasis on the component of Physical Education in the Eleventh Plan.

21. **Ms. Vandana Jena, Joint Secretary (Adult Education), D/o Elementary Education & Literacy, MHRD, GOI**, stressed the importance of literacy programmes as one-third of world's adult illiterate population lived in India. Adult Education programmes, she said, were a motley bunch with an abundance of different models for different regions and languages and for different age group categories, viz. 15+, 25+, 35+. This multiplicity of focus on different literacy packages need to be linked in the Eleventh Plan with issues and programmes related to livelihoods, governance, empowerment, equivalence etc. She emphasized tackling the problem of low awareness about programme guidelines and relevant details of literacy and social schemes by toning up District Resource Units (DRUs) under the National Literacy Mission (NLM). The demand for literacy should ideally come up directly from the Panchayati Raj Institutions (PRIs) as it could then truly reflect local realities and aspirations.

22. **Ms. Vrinda Swarup, Joint Secretary (Elementary Education), D/o Elementary Education & Literacy, MHRD, GOI**, stated the Ministry's commitment to consolidate what had worked successfully in the Tenth Plan in the elementary education sector. The greatest gain of SSA was that its success had made the issue of access into a non-issue because of the enormous expansion of enrolment across the length and breadth of the country. Now the challenge, she said, lay in the issue of quality education. The upsurge of educational facilities and opportunities has led to a shift in the order of expectations and to an opening up of new areas. The Universalization of Elementary Education (UEE) programme needed to adapt itself in the Eleventh Plan to a higher order of expectations. She suggested for maintaining the existing funding pattern of SSA, which is 75:25 for Centre and States.

23. She noted that the approach in the Eleventh Plan should change from pedagogy to processes and outcomes. Performance and assessment should be the new watchwords in elementary education. She also spoke on the paradigm shift in relations between the Centre and the States. Issues like school autonomy, public-private partnership and accountability were to be part of outcome orientation.

24. **Shri Champak Chatterjee, Secretary, D/o Elementary Education and Literacy, MHRD, GOI**, while summarizing the governmental perspective in regard to the formulation of the Eleventh Plan, thanked the members of the Steering Committee for frankly expressing their views on the issues and challenges facing the elementary education & literacy sector. He assured that the issues raised in the Steering Committee would be discussed in the Working Group meetings to be held later in the Department of Elementary Education & Literacy.

25. Shri Chatterjee felt that normative discussions like the common school system and public-private partnership could perhaps be avoided. In all development programmes, he said, the "last mile" problems in access always remained, not in terms of degree but in terms of approach. He informed that the Department of Elementary Education & Literacy were devising a special strategy for 270 low performance districts and that upon its successful implementation the situation could improve significantly in the near future.

26. Shri Chatterjee underlined the need to set up short-term mechanisms for obtaining feedback on most programmes as well as to tone up the system of educational data/statistics

and calibrate it to international standards for getting a clear picture of the educational scenario. He also impressed upon the need for premiere national organizations like NCERT, NIEPA and NCTE to address the problem of building their own capacities. He pleaded for reviving, with required changes, the old-fashioned, yet effective, inspectorial mechanism in order to curb the menace of absenteeism and non-accountability by creating a new post to be called the Chief Education Officer in the district to be manned by an IAS official next only in seniority to the District Magistrate.

27. He indicated the estimates of the financing associated with the successful implementation of the programme of Elementary Education and Literacy mainly in SSA, MDMS, and Adult Education Programmes. He proposed a ten-year education plan with a five-year funding pattern. These will be dealt elaborately in the working group set up for elementary education.

28. Member (Education) in his concluding remarks stated that in a country of India's size, with a stratified society, we have to strengthen the role of the State in education, and this should be the cornerstone of the policies in education in the Eleventh Plan.

The meeting ended with a vote of thanks to the Chair.

No.M-12015/6/2006-Edn  
Planning Commission  
(Education Division)

✓ *attached*  
Yojana Bhavan, Sansad Marg  
New Delhi-110001  
Dated: 20<sup>th</sup> April, 2006

- 2/0 -

*21 4.06*

SO (PC) ORDER

Subject: Constitution of Working Group on Basic Education and Literacy for the formulation of Eleventh Five Year Plan 2007-12.

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 Basic 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 Chairperson 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 within six months.

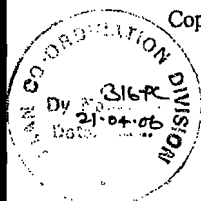
The expenditure on TA/DA etc. of official members in connection with the meetings of the Working Group will be borne by the parent Department/Ministry/Organization to which the member belongs. Non-official members will be entitled to TA/DA as admissible to Grade I officers of the Government of India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

*B.B.J.*  
(Bimla Bajaj)

Under Secretary to the Government of India

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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
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13. Library, Planning Commission



**Annexure-I**

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

- |     |  |                         |
|-----|--|-------------------------|
| 1)  | Smt. Kumud Bansal<br>Secretary,<br>Department of Elementary Education & Literacy,<br>Ministry of HRD, C-Wing, Shastri Bhavan,<br>New Delhi | <b>Chairperson</b>      |
| 2)  | Joint Secretary(EE-I)<br>Department of Elementary Education & Literacy<br>Ministry of HRD, C-Wing, Shastri Bhavan,<br>New Delhi            | <b>Member -Convener</b> |
| 3)  | Joint Secretary (AE)<br>Department of Elementary Education & Literacy,<br>Ministry of HRD, C-Wing, Shastri Bhavan,<br>New Delhi            | <b>Member-Convener</b>  |
| 4)  | Joint Secretary<br>( Secondary Education)<br>Department of Secondary Education<br>Ministry of HRD, C-Wing, Shastri Bhavan,<br>New Delhi    | Member                  |
| 5.) | Joint Secretary<br>(in-charge, NYKS/NSS)<br>Ministry of Youth Affairs & Sports<br>C-Wing, Shastri Bhavan,New Delhi                         | Member                  |
| 6)  | Joint Secretary,<br>(in-charge of ECCE)<br>Ministry of Women and Child Development<br>C-Wing, Shastri Bhavan,New Delhi                     | Member                  |
| 7)  | Dr.Madhav Chavan,<br>Pratham,<br>101, Royal Crest,<br>Lokmanya Basant Road-3,<br>Dadar, Mumbai-400014.                                     | Member                  |
| 8)  | Ms.Shanta Sinha,<br>M V Foundation,<br>28, Manedepally West,<br>Road No.1, Secunderabad-500026.  | Member                  |
| 9)  | Shri Denzil Saldhana<br>Member, TISS,<br>Post Box No. 8313, V.N. Purav Marg,<br>DEONAR, Mumbai-400088                                      | member                  |
| 10) | Dr(Mrs). B. Akthar,<br>Department of Adult Education<br>University of Madras.Chennai   | Member                  |

- |  |        |
|--|--------|
| 11) Shri Dilip Ranjekar,<br>Azim Premji Foundation,<br>No.5,Papanna Street, ST. Marks Road Cross<br>Bangalore-560001           | Member |
| 12) Dr. Papchuri<br>H.N.B Garhwal University<br>Srinagar , Garhwal-246174, Uttranchal  | Member |
| 13). Dr. S. Mohan<br>Department of Education<br>Alagappa University, Sivaganga<br>Tamil Nadu- 630003                           | Member |
| 14) Dr. Geeta Menon<br>Director(Girl's Education), Care India<br>27, Hauz Khas Village, New Delhi -110016                      | Member |
| 15) Ms. Sudha Murthy,<br>Infosys Technology Limited,<br>Registered Office Electronic City,<br>Hosur Road,Bangalore-561229      | Member |
| 16) Dr. Raiza Patel<br>Indian Institute of Education<br>Pune- 411029, Maharashtra.   | Member |
| 17) Shri. Anil Bordia,<br>Foundation for Education & Development<br>C-113, Shivaji Marg, Vijay Park,<br>Jaipur-302004          | Member |
| 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 |

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| 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>Maharashtra                             | 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 |

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Annexure-II

**Subject: Constitution of Working Group on Basic Education and Literacy for the formulation of Eleventh Five Year Plan 2007-12 - Terms of Reference -Regd.**

**TERMS OF REFERENCE OF THE WORKING GROUP ON BASIC 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 basic education upto Class X, including through EGS/AIE Centres, to all children in the age group of 6-16 years and to suggest improvements 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 terms 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 basic 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 suggests measures for improvements 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.

**Sub Groups of the Working Group on Elementary Education and Literacy:**

**1. Sub Group on Sarva Shiksha Abhiyan (SSA) – including minorities and other socially disadvantaged groups**

Terms of Reference:

1. To look into the gaps in access to schooling, retention of children in schools and quality of education;
2. To reexamine 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;
3. To examine SSA strategies to promote public-private partnership, management and supervision arrangements in elementary education;
4. Delineate areas of convergence for achieving SSA goals, in respect of other government programmes e.g. ECCE, Urban Development, tribal Affairs, SJ&E, Drinking Water Mission & TSC etc.
5. To examine the financial requirements and goal setting for the XI Plan.

**2. Sub Group on Girls Education**

Terms of Reference:

1. To recommend measures for enhancing enrolment, retention and completion of elementary education of girls in light of SSA goals;
2. 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;
3. To make recommendations for XI Plan in respect of the Mahila Samakhya Programme.

**3. Sub Group on Adult Education**

Terms of Reference:

1. 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.
2. 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.

3. To review the criteria and indicators for evaluation and quality of adult literacy programmes.
4. Suggest strategies for specific categories and group such as:
  - Panchayati Raj representatives
  - Self Help Groups
  - Women group etc.
5. New interventions required in respect of
  - public private partnerships
  - educationally backward blocks
  - women literacy
  - fishermen, nomads, tribals, miners, minorities etc.
6. To review the present CEP Scheme and recommend a more broad-based Continuing & Lifelong Education Programme.
7. To address issues of socially disadvantaged group – SC/ST, women, and minorities/ regional/ sub-district disparity.
8. To delineate areas of convergence for CLEP with PRIs and other developmental departments.
9. To suggest structure for the implementation of learning of Continuing Education & Life-long Learning.
10. To address issues relating to providing academic and technical resource support by the State Resource Centres, Jan Shikshan Sansthan and other NGOs.
11. 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.
12. To re-examine financial norms and goal setting for the XI Plan and suggest the financial implications.

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

##### Terms of Reference:

1. To review the existing plans and programmes for adolescents with particular emphasis on the efficacy of their coverage and relevance of the programmes.
2. To suggest specific goals and objectives, which is in consonance with the EFA and Millennium Development Goals of this group.

3. To recommend measures for introducing appropriate Life Skills, Vocational Skills and Entrepreneurial Skills in their curriculum at various levels.
4. To formulate alternate methods for mainstreaming the drop outs in this age group through Equivalency Programme.
5. To make recommendations regarding priority to be given to education of adolescents in the 11<sup>th</sup> Five Year Plan and estimate the financial requirements for this age group.

#### **5. Sub Group on Mid Day Meal Scheme**

##### Terms of Reference:

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

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

##### Terms of Reference:

1. To review the existing programmes under Teacher Education, including the functioning of DIET, CTEs/ IASEs, SCERTs.
2. To suggest ways and means to enhance effectiveness of the Scheme with a view to improving quality education and learner achievements.
3. 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.
4. To estimate financial requirements under Teacher Education for existing programme and for new interventions in the XI Plan.

**Working Group Report on Elementary Education and Literacy  
XI Five Year Plan (2007-'12)**

The first meeting of the Working Group on Elementary Education & Literacy was held on 3<sup>rd</sup> August 2006 for formulation of Eleventh Five Year Plan 2007-2012. The Department of School Education and Literacy, MHRD submitted the Report of the Working Group on Elementary Education and Literacy constituted for the formulation of Eleventh Five Year Plan (2007-'12). The Report is divided into six sections, viz. (I) Introduction, (II) SSA and Girls' Education, (III) Mid-day Meal Scheme, (IV) Teacher Education, (V) Adolescent Education and (VI) Adult Education.

**Summary of the Working Group Report on Elementary Education and Literacy for the XI Five Year Plan (2007-'12)**

**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 mobilization 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 institutionalized. 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 mobilization.

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 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 right-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 provisions 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 Department 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/PRI, 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 recommendations 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 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. Expenditure 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 requirement of the elementary education sector in ample measure.

### **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 crore 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 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
2. Addressing the needs of ALL children
3. Quality should be all-pervasive
4. Specific Issues and Strategies:

(a) Basic learning conditions should be available in each school.

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

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

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
- (e) Teacher Training
- (f) Student Assessment

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 areas.

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
- (h) Focus on Upper Primary
- (i) Language in Education
- (j) Changes in Curriculum
- (k) Involvement of parents and community in outcomes of children learning
- (l) School Libraries

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

## Recommendations for Mid-day Meal Scheme

### 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 every day. 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 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 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 provide kitchen devices in the first two years of the 11<sup>th</sup> 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 11<sup>th</sup> 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 norms 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 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-

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 11<sup>th</sup> 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.