

**Report of  
The Working Group on Early Childhood Education  
and  
Elementary Education  
Set up  
for Formulation of Eighth Five Year Plan**

NIEPA DC



D06060

**GOVERNMENT OF INDIA  
MINISTRY OF HUMAN RESOURCE DEVELOPMENT  
DEPARTMENT OF EDUCATION  
1989**

Publicataion No. 1666

## Contents

Page No.

### **Review of Past Performance**

1. Growth since 1950	1
2. The Seventh Plan Period	2
3. Centrally sponsored schemes	3
4. Shortfalls in the 7th Plan outlay	5
5. The Unfulfilled task	6
6. Difficult and backward groups	7
7. Backward areas	8
8. Girls	8
9. Working children	9
10. Scheduled Castes/Scheduled Tribes	10
1. Handicapped	10

### **II. The Eighth Plan—Strategies & Programmes**

1. Targets	11
2. Content & Process of Elementary Education	12
3. Micro-level Planning	12
4. Testing & Evaluation	17
5. Monitoring of UEE	18
6. Expansion of Facilities	19
7. Improvement of Existing Schools	20
8. Upper Primary Schools	21
— Five and three structure of Elementary Education	21
— Upgradation of facilities	21
— Work experience and Yoga	22
9. Target group oriented strategies	22
— Women's Education	22
— Working Children	24
10. Incentives	25
11. Non formal Education	26
— New NEE strategy	27
— Improvements required in NFE Scheme of Innovative and Experimental Programme	27
12. Common School System	29
13. Management of Elementary Education	29

### **II. Early Childhood Education**

1. Review of past growth	31
2. Objectives in the VIII Plan	32
3. Content	32
4. Target groups	32
5. Programmes	33
6. Strategies—models and approaches	33
7. Training	34

<b>IV. Teacher Education</b>	
Background	35
Centrally sponsored scheme of Teacher	36
Teacher Training component in Centrally sponsored scheme	38
Teacher Education in Eighth Plan : Objectives	41
National Council of Teacher Education (NCTE)	41
Teacher Education in the VIII Plan: Strategy	
(1) Left-over Targets of the Teacher Education Scheme from the VII Plan	43
(2) Continuing support to DIETs, CTEs and IASEs established during VII Plan	43
(3) Continuing education of teachers	43
(4) Programme for preparation and production of teaching learning material of high quality for Teacher Education Programme	47
(5) Liquidation of backlog of underqualified and untrained teachers	50
(6) Programme of support for construction of teacher houses in remote areas	50
<b>V. Financial Requirements at a glance</b>	
— Elementary Education	51
— Teacher Education	52
<b>VI. Annexes</b>	56

## I. REVIEW OF PAST PERFORMANCE

### 1. Growth Since 1950

1.1 It has come to be accepted now that planning in the Elementary Education sector has to focus on universalisation as the target. This objective is laid down in the Constitution itself :

“The State shall endeavour to provide within a period of 10 years from the commencement of the constitution free and compulsory education for all children until they complete the age of 14 years.”

It has guided our policies since then, and planning since the Sixth Plan (1975-80). The Sixth Plan document makes a serious reference to the desirability of a time-bound plan to achieve universal enrolment. The Seventh Plan conveys a sense of urgency about the need to achieve this objective. Midway through the Seventh Plan the National Policy on Education 1986 (NPE) reinforces that urgency, elaborating and restating that target as follows :

“It shall be ensured that all children who attain the age of about 11 years by 1990 will have had 5 years of schooling or its equivalent through the non-formal stream. Likewise, by 1995 all children will be provided free and compulsory education upto 14 years of age.”

By this definition, the National Policy on Education decides also the target of the Eighth Plan. Before we proceed however, to draw up the perspective and requirements for the coming years with Universalisation of Elementary Education (UEE) as the goal by 1995, we may take stock of our progress since the commencement of planned development after independence.

1.2 This progress has not been inconsiderable. Between 1950-51 and 1986-87 the number of primary schools increased from 2.1 lakh to 5.29 lakh and upper primary schools from 0.14 lakh to 1.39 lakh.

YEAR	Primary Schools	Upper Primary Schools
1950-51	2,09,671	13,596
1955-56	2,78,135	21,730
1960-61	3,30,399	49,663
1965-66	3,91,064	75,798
1970-71	4,08,378	90,621
1975-76	4,54,270	1,06,571
1978	4,74,636	1,12,404
1986	5,29,392	1,38,687

1.3 With this, about 94% of the rural population was served by a primary school/section within walking distance of 1 Km., and 85.39% by an upper primary school/section within a walking distance of 3 Kms. Enrolments have

increased phenomenally, at the primary level (Classes I-V) from about 192 lakh to about 867 lakh, and at the upper primary level (Classes VI-VIII) from about 31 lakh to about 272 lakh :

YEAR	Primary (I-V)	Upper Primary (VI-VIII)
1950-51	191.55	31.20
1955-56	251.67	42.93
1960-61	349.94	67.04
1965-66	488.35	102.44
1970-71	570.45	133.15
1975-76	656.60	160.24
1978	686.02	179.58
1986	866.83	272.00

(in lakhs)

1.4 The gross enrolment ratio increased from 42.6 in 1950 to 93.6 in 1986 for Classes I to V and from 12.9 to 48.5 for Classes VI to VIII in the same period.

YEAR	Primary (I-V) in %age	Upper Primary (VI-VIII) in %age
1950-51	42.6	12.9
1955-56	52.8	16.5
1960-61	62.4	22.5
1965-66	76.7	30.9
1970-71	76.4	34.2
1975-76	79.3	35.6
1978	81.7	37.9
1986	93.6	48.5

## 2. The 7th Plan Period :

2.1 The period of Seventh Plan has been one of steady growth. The accent has been on universal provision of facilities, qualitative improvement of the education system and increasing enrolment of children from the educationally backward and disadvantaged groups and areas.

2.2 In the last three years from 1985-86 till 1987-88 (latest figures are not available), the number of Primary Schools increased by 2.8% and the number of teachers by 8.08%. The growth in enrolments was significant (6.29% in Classes I-V and 9.53% in Classes VI-VIII).

YEAR	No. of children (6-11 Years)		GER	No. of children (11-14 Years)		GER
1985-86	52246774	B	111.08	17736098	B	61.82
	35193740	G	79.24	9573757	G	34.34
	87440514	T	95.62	27309855	T	48.96
1986-87	53850028	B	111.83	18543453	B	66.50
	36143018	G	79.21	10236646	G	38.95
	89993046	T	95.96	28780099	T	53.14
1987-88	55168885	B	113.13	19208445	B	68.87
	37774671	G	81.75	10706054	G	40.62
	92943556	T	97.86	29914499	T	55.15

**B—Boys, G—Girls, T—Total**

**2.3** The most significant activity during the Seventh Plan, however, was in areas in which the centre shared responsibility with the State Governments through schemes aimed at qualitative improvement of Elementary Education although their real impact will be felt only in the coming years, in terms of growth and development.

We may pause here to discuss the progress achieved under these three major schemes, of Operation Black-board, Teacher Education and Non-Formal Education. The first two schemes were introduced in the third year of the Plan (1987-88) in consequence of the National Policy on Education, 1986; the third the centrally sponsored Scheme of Non-Formal Education, had been taken up in the Sixth Plan and initially continued on the same pattern in the Seventh; it was substantially revised and the outlay in it enhanced from 1987-88.

### **3. The Centrally Sponsored Schemes :**

#### **3.1 The Scheme of Operation Blackboard :**

**3.1.2** The Scheme of Operation Blackboard was formulated to bring about a qualitative improvement in the Primary School system in the country. Launched during 1987-88, it aims to provide at least two all weather rooms to schools in buildings; a second teacher, preferably a woman, in single teacher schools, and essential teaching and learning equipment in all primary schools in the country. This is to be done in a phased manner beginning with 20% of the blocks and municipal areas in 1987-88, 30% in 1988-89 and 50% in 1989-90.

**3.1.3** During 1987-88, 24 States and 3 Union Territories submitted their proposals to implement the first phase of the Scheme and received central assistance amounting to Rs. 110.61 crores. The coverage of first phase of the Scheme extended to 113417 primary schools (21.4%) in 1724 blocks and 304 municipal areas. The amount released comprised Rs. 29.48 crores for salary of 36891 additional teachers to be appointed in single teacher schools in the selected blocks/municipal areas and Rs. 81.13 crores for essential equipment.

**3.1.4** On their part, the State Governments committed nearly Rs. 300 crores for construction of buildings or additional classrooms in nearly 40% of the selected schools.

**3.1.5** The implementation of the first phase of the Scheme really took off in 1988-89, since the State Governments took some time in recruiting the additional teachers and streamlining the machinery for procurement. All along the emphasis has been on the purchase of equipment of good quality for which NCERT developed norms and specifications, for the various items to be supplied to schools. According to the information received, so far 32777 teachers have been appointed and there is considerable degree of progress in purchase of equipment.

**3.1.6** During 1988-89, Rs. 151.91 crores was sanctioned and Rs. 135.73 crores released to 20 States and 2 UTs in the second phase of the Scheme. The sanctioned amount include Rs. 28.30 crores for continuing salary of teachers appointed for the first phase; Rs. 22.10 crores for salary of 36327 teachers to be appointed for the second phase and Rs. 97.66 crores for the provision of equipment to 139862 Primary schools in 1795 blocks and 319 municipal areas in the country. The States would be required to spend about Rs. 340 crores to take up the construction programme in nearly 41.46% of the schools.

#### **3.2 Non-Formal Education**

**3.2.1.** To achieve the goal of UEE in fulfilment of the Constitutional objectives, Non formal Education Programme for the elementary age-group children has been developed as an alternative system to formal schooling. The scheme of non-formal education (NFE), introduced during the Sixth Five Year Plan as a Centrally assisted Scheme in the educationally backward States of Assam, Andhra Pradesh, Uttar Pradesh, Rajasthan, Jammu & Kashmir, West Bengal, Bihar, Madhya Pradesh and Orissa was reorganised and expanded in 1987 to cover, in addition, Arunachal

Pradesh as also urban slums, hilly, desert and tribal areas and projects for working children in all the other States. Assistance is being given under the Scheme to State Governments in the ratio 50 : 50 and 90 : 10 for running general NFE centres and girls' NFE centres respectively. Hundred per cent Central assistance is being given to voluntary agencies.

3.2.2 In 1985-86, there were about 1.5 lakh centres running, at an expenditure of Rs.5-27 lakhs in the first 4 years of the 7th Plan. The revision to the norms of the Scheme entailed a more realistic pattern of expenditure, with a view to bringing about qualitative improvements, and a larger supervisory structure. The programme is now being implemented on a project basis, with a project being generally co-terminous with a CD block and comprising about 100 NFE centres. The essential features of the revised Scheme are organisational flexibility, relevance of curriculum and diversity in learning activities to relate them to the learners' needs.

3.2.3. Positive measures are now being taken to involve as many voluntary agencies and Panchayat Institutions as possible in the programme. The Scheme for assistance to voluntary agencies was revised in January 1987 to streamline procedure for sanction and disbursement of grants and provide the required flexibility. The budget of the programme, estimated at about Rs.12629 lakhs in the beginning of the 7th Plan, was enhanced in FY to Rs.23044.74 lakhs for 1989-90.

3.2.4 In 1987-88, against a target of 2 lakh centres, 193463 centres (184716 centres to 15 States, UTs and 87 centres to 104 voluntary agencies) were sanctioned. In addition, 8 Experimental and Innovative Projects were also sanctioned. The total expenditure in 1987-88 was Rs.38.07 crores which exceeded the revised estimate by Rs.1.1 crores.

3.2.5 In 1988-89, Rs.35.92 crores were released for running 240164 centres (220102 by 16 States, UTs and 200 by 275 voluntary agencies) and 25 Experimental and Innovative Projects. Admittedly, the State Governments were constrained by a lack of resources in being able to raise the additional resources required for their share for expansion of the NFE programme on the new "projectised" basis. For developing an extensive computerised management information system (MIS) for the Non formal Education Programme, the Ministry has launched project 'Computerised Planning for Education' (COPE) with assistance from the Department of Electronics and NIEPA. Formats and Software prepared for Instructors and Project Officers have already been field tested and finalised. In the first phase, the MIS is being proposed to be introduced in 4 States viz. Uttar Pradesh, Haryana, Madhya Pradesh and Rajasthan with the help of electronic corporations to train the NFE personnel in the use of MIS registers and data input and output on Computers.

### 3.3 Centrally Sponsored Scheme for Teacher Education :

#### Progress so far :

3.3.1 Pursuant to the adoption of the NPE, 1986, a Centrally sponsored Scheme of Teacher Education was approved in 1987-88 having the following 5 components :—

- (i) Orientation of about 5 lakh teachers every year, in 10 day camps, to increase their motivation and competence for implementation of the new policy (This component was started in 1986 itself, immediately after the adoption of the new policy, and much before the approval of the larger Centrally Sponsored Scheme);
- (ii) Setting up of about 400 District Institutes of Education and Training (DIETs);
- (iii) Strengthening of about 250 Secondary Teacher Education Institutions (STEIs) and development of about 50 of them as Institutions of Advanced Study in Education (IASEs);



(iv) Strengthening of SCERTs; and

(v) Establishment and strengthening of University Departments of Education (by the UGC).

3.3.2- About 13.48 lakh school teachers have been covered under the programme of Mass Orientation, during the years 1986, 1987 and 1988 (Figures of the last year being provisional). Of these, 9.31 lakh were Primary Teachers and the remaining 4.17 lakh were Upper Primary and Secondary Teachers. In the first year, the accent was on explaining to the teachers the new Policy and its implications. With each successive year, emphasis has been shifting from Policy to upgradation of professional competence. Efforts are made to further orient the programme in 1989 for primary school teachers working in blocks already covered under Operation Blackboard, specially to the use of materials provided under the Scheme, and generally, to adoption of child-centred approach.

3.3.3 It is expected that, by the end of the Seventh Plan period, some 18 lakh or more teachers would have been covered under this programme.

3.3.4 During 1987-88, Central assistance was released for setting up 101 DIETs and for strengthening 15 STEIs in the country (In addition, one DIET was sanctioned under Border Area Development Programme). State Governments concerned are taking steps to utilise the first instalment of Central assistance so released and to set up/strengthen these institutions. Necessary posts for DIETs have been created almost every where, and recruitment procedures are being finalised. Construction of buildings has started in some States, while in others it is expected to start soon. Action to procure necessary equipment and design some basic in-service training programmes is also in progress. During 1988-89, some 100 additional DIETs are expected to be sanctioned, together with the strengthening of 30 STEIs.

3.3.5 As envisaged in the NPE, phasing out of sub-standard, surplus and malpractising teacher education institutions has been a precondition for sanction of any Central assistance to State Governments under the Centrally sponsored scheme. Since setting up of DIETs and strengthening of STEIs involves construction of additional buildings, procurement of a variety of equipment and recruitment of specialised staff in considerable numbers, it is expected that nearly all of these institutions sanctioned during the Seventh Plan period, would become fully operational only during the Eighth Plan. Details of the remaining two components of the Schemes, viz., strengthening of SCERTs and of University Departments of Education are being worked out by the Ministry/NCERT and the UGC respectively.

3.3.6 Action is being taken to prepare a Bill for conferring statutory status on the National Council of Teacher Education as envisaged in the NPE.

3.3.7 Allocation for the Teacher Education Scheme for 1989-90 is going to be set at the same level as for the previous two years, i.e. Rs.50 crores as against the projected requirements of Rs.219 crores. The extent by which more DIET/CTE/IASE projects would get approved during 1989-90 would depend on the extent to which claims are received from States for release of second instalment for projects sanctioned in the earlier two years. At present, however, it appears that this entire allocation would be used up in meeting claims for second instalments, and probably no new projects would be sanctioned in 1989-90. Thus, we are likely to end the VII plan period with the establishment of 200 DIETs and strengthening of about 30 STEIs (as estimated in January, 1989). Thus, out of the target originally envisaged for the VII Plan it would still remain, at its end, to establish about 200 DIETs, and strengthen about 220 STEIs, besides a number of SCERTs (and University Departments of Education through the UGC).

#### 4. Shortfall in the Seventh Plan Outlay

4.1. None of these major programmes could, during the Seventh Plan, be provided with outlays of the magnitude originally envisaged for them when they were launched (or, in the case of NFE, revised) in 1987-88. The outlay

approved by the Cabinet for the last three years of the Plan, for these three schemes and the outlay and expenditure for 1987-88 and 1988-89 and outlay for 1989-90 are indicated in **Annex-I**. Overall, a Central outlay of Rs.1433.88 crores was envisaged for this period, but the resources available are likely to exceed Rs.640 crores on present indications. Correspondingly, physical achievement will also fall short of the targets envisaged; indeed the scale of new activity in 1989-90 will have to be drastically reduced because of the burden of recurring expenditure from previous sanctions (which must be met within about the same outlay as was provided for 1988-89).

4.2. The implementation of programmes in the State sector was also affected by a constraint on resources. The allocations in the VII Plan to Education as a whole (**Annex-II**) or to Elementary Education as a proportion to the whole of the Education Plan (**Annex-III**) were made keeping in mind the past trends and proportions rather than the quantified demand while, of course, from all indications so far, the actual expenditure is likely to exceed the approved outlay, it is fairly obvious that the outlays did not in any way match the needs or even the objectives and strategies elaborated by the VII plan document. The target of enrolment of an additional 50 million children in the formal and non-formal stream was not supported by adequate provision for expanding the NFE scheme or opening new schools in uncovered habitations. Further, no increase in outlays were made when additional programmes were launched mid plan as NPE initiatives on these new, more elaborate targets set for qualitative improvement and universal provision of facilities.

4.3. It does not come as any surprise therefore, that actual achievement lags behind the NPE objectives. When we consider how distant we are from the goal, the gains of the last few years fade by comparison into insignificance. There are still (Fifth All India Educational Survey) about 90 lakhs population in more than 30,000 habitations with population of 300 or more without a Primary School within one 2 Km. 1.46 crores (approx.) population are still in habitations with less than 300 population yet to be served with a primary school within one Km.

4.4. Much of the optimism over the high enrolment rates is dispelled when we consider that the Net Enrolment Ratios are much smaller by an estimated 22% approximately. In addition the dropout rates continue to be a cause for concern. Although the rate has indeed been decreasing steadily (**Annex-IV**) over the years, the 1986-87 figure still stood at 50.72% for Classes I-V, with as many as 13 States having a rate higher than the national average (Rajasthan with 72.45% being the highest). The dropout rate at the end of Class VIII stood at 68.89%. In other words if 100 children enter Class I, 50 drop out by Class V and another 20 by Class VIII. (Significantly, 26 children drop out by the end of the Class I itself).

## 5. **The Unfulfilled task :**

5.1. Calculating the number of children who are still to be enrolled in order to reach UEE is not a simple task, and in the context of the problem of retention and attendance, not even the whole task. Obviously, it is not enough to bring children to school; one must ensure that they stay there for a minimum of 5 years, attend regularly and learn at least upto the minimum level of learning for Class V. Still, if projections are to be made, if only for reasons of continuity in target projection from the VII to the VIII Plan and to lay down one of the parameters of our objective we may proceed to make estimates as given below, keeping in mind the uncertainty of the variables taken into account. Previous planning in elementary education has relied mainly on the gross enrolment ratio (GER), as the principal indicator of progress towards UEE. This however, is often unreliable and does not reflect the actual attendance and effective participation of the students in learning. Secondly, the GER is greater than the Net enrolment ratio (the difference being made up of children outside the age group 6-11 years); and this factor, placed at 20-25%, is arrived at by estimates only. Thirdly, the population projection on which the enrolment ratios are based, taking family planning targets into account, have often turned out to be optimistic. Fourthly, with the redoubled efforts and fresh initiatives to reach UEE since 1986, any calculation of the growth rate on this basis of previous years' data is likely to be incorrect. Keeping these factors in mind the attempt is to define the gap in terms of figures may yet be made :

## Primary Stage :

5.1.1 Population in the age group 6-10 years in the base and the terminal years of the Eighth Five Year Plan as projected by the office of the Registrar General of India are reproduced below :—

### 5.1.2 Projected Population in the age-group 6-10 years

(in crores)

Year	Boys	Girls	Total
1989-90	4.999	4.736	9.735
1994-95	5.196	4.918	10.114

5.2 All children enrolled in primary classes are not necessarily from the age group of 6-10 years. A large number of these children are either under-age or over-age. The problem of children outside the age group of 6-10 years is particularly serious in rural areas. The extent of over-age and under-age children in relation to the total enrolment at the primary stage has been estimated at 22% for the country as a whole with wide variations in different States. Based on this national average of over-age and under-age children, the estimated enrolment corresponding to the population in 1989-90 and 1994-95 works out to 11.877 crores and 12.339 crores respectively.

5.2.1 At the end of Seventh Plan by 1989-90 the expected enrolment in the formal school system may be taken at 9.89 crores (8.39 crores in 1984-85 and an average yearly increase of 30 lakhs). In the non-formal stream the enrolments may be taken at about 6.5 lakhs.

5.2.2 Additional enrolments to be covered during the Eighth Plan period would, therefore approx. be 1.55 crores.

### 5.2.3 Upper Primary Stage

At the upper primary stage, the scenario may be projected as :

5.2.4 Population projections for 1990-91 and 1994-95 in the age group 11-14 years, which corresponds to middle stage of education, are given below :

### 5.2.5 Projected population in the age-group 11-14 years :

(in crores)

Year	Boys	Girls	Total
1990-91	3.715	3.528	7.243
1994-95	4.022	3.806	7.828

5.2.6 The problem of over-age and under-age children also affects the middle stage. We have assumed the same adjustment rate of 22% for the middle stage. Based on this assumption the adjusted enrolment figures for the middle stage for 1990-91 and 1994-95 are estimated at 8.836 and 9.550 crores respectively.

5.2.7 According to Selected Educational Statistics (Ministry of Education, Govt. of India) for 1985-86, 86-87, 87-88, total enrolment in Classes VI-VIII in the country was 2.81, 2.88 and 2.99 crores respectively. On an average, we may take 12.5 lakh children as added to the middle stage annually during 1985-88 in the formal system. In the NFE system the additionality would be an inconsequential about 0.7 lakh.

5.2.8 Accepting this additionality the enrolment at the upper primary stage would work out to 3.25 crores at end of the 7th Plan as against the target of 8.836 crores. The Eighth Plan target of additional coverage at the middle stage would be then 6.31 crores (9.550 - 3.25 crores).

## 6. Difficult and Backward Groups

6.1 Having made the above calculations, it is felt necessary, on the basis of the experience gained in the implementation of the VII Plan to underscore the conclusion reached, that an overview of this nature does project

the problem in its proper dimensions. There is need as never before to look at the segregated picture and develop strategies to tackle the problem areas and islands of backwardness.

### 7. Backward Areas :

7.1 We have, since 1977 been looking at the target group state-wise, and focussing attention on the states classified as Educationally Backward—viz. Andhra Pradesh, Assam, Bihar, J&K., Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh, West Bengal and Arunachal Pradesh since it became a State. Since 1987, however, the case for further segregation has been evident and the need felt for attention to the backward districts of other States.

7.2 A study of the district-wise picture is revealing. In Annex-V districts have been ranked for educational backwardness on a simple, admittedly imperfect basis, by assigning equal weightage to four parameters, namely, the literacy rate, the female literacy rate, the gross enrolment ratio for primary level and the gross enrolment ratio for primary level for females. By these criteria, all but 2 of the 100 most backward districts are from the Educational Backward States; if we look at the first 150 districts, only 4 are from other States, and among the first 200, we find only 9 districts from the other States.

7.3 The obvious conclusion would be that the categorisation of the educationally backward States is still valid. Except West Bengal, which has only 2 districts in the first two hundred (none in the first 100) the educational backward States still uniformly lag behind. If we study the list more closely, and look at each criterion separately for 100 most backward districts, we see that 54 districts continue on all the 4 separate lists, as well as on the joint list on all the 4 indicators. These may be identified as the Most Backward, the ones on whom attention and effort must be concentrated in the Eighth Plan most intensively of all.

7.4 The view that emerges is that the classification of the VII Plan may well be usefully continued in the VIII Plan viz. the 10 educationally backward States, but may be extended to cover the educationally backward districts of other States. Additionally within the educationally backward States, the focus of attention should remain on the Most Backward districts and all schemes and strategies in the VIII Plan must address these first of all.

### 8. Girls :

8.1 Statistics support the contention that girls particularly girls in the rural areas—are the single most important group causing the shortfall from UEE :

#### Percentage of Girls enrolment to Total Enrolment (1986) :

	Classes I-V (6-11 years)	Classes VI-VIII (11-14 years)
All India (Total)	41.16%	35.45%
Rural Areas	39.89%	32.05%

Source : 5th All India Educational Survey (NCERT).

The gross enrolment ratio for girls in Classes I-V ages 6-11 in 1986 was 79.89% as against 106.42% for boys. More significantly, while this ratio did not fall below about 86% for boys in any State, for girls it varied from about 50% upwards. For Classes VI-VIII (ages 11-14) the gross enrolment ratio was 60.61% for boys and from 16% upwards in the case of girls. The difference in rural areas is even sharper, leading us to the obvious inference that educational backwardness of an area is now largely a matter of girls' education; and thence, that strategies must give attention and funds on priority to correcting this imbalance. One may add that attention to the worst-off group should automatically improve the position in the better-off groups—the boys, and the urban girls—and may well prove to be the solution to the UEE problem.

## 9. Working Children :

9.1 There are several estimates regarding the incidence of child labour in India. The comparable data can be had only from the decennial Census figures, which shows the population of child workers in 1981 at 81 lakh boys and 55 lakh girls (1.36 crores). Of these, less than 7% are in urban areas. The state-wise break-up of the Child Labour Participation Rate (CLPR) shows us Andhra Pradesh, Karnataka and Madhya Pradesh figure as the worst States, and Kerala, Punjab, Himachal Pradesh and, curiously, Uttar Pradesh as the better States. With the exception of Uttar Pradesh there is also an interrelationship between the educational and economic performance of the States and the CLP. Over 85% of the child workers are engaged in agriculture and allied activities, with the secondary and tertiary sectors having just about 12 to 15% of the share of child labour.

### Distribution of total boy and girl workers in the age-group 5-14 among some employment categories

Category of worker	Rural		Urban	
	Boys	Girls	Boys	Girls
1. Cultivators	43.9	36.8	6.1	5.3
2. Agricultural labourers	39.9	51.6	12.2	23.2
3. Livestock, forestry, fishing, etc.	7.8	3.3	3.7	1.8
4. Manufacturing, Servicing & Repairing	4.9	5.9	39.1	38.2
5. Construction	0.4	0.5	3.3	3.2
6. Trade & Commerce	1.3	0.4	19.0	2.9
7. Services	1.5	1.3	13.3	24.6

Source : Census 1981

9.2 The other sources of information regarding Child Labour in India are National Sample Survey (NSS) rounds, and Planning Commission estimates on the basis of NSS rounds. These figures are at vast variance from the Census data—

Census ('81)	1.36 crores
32nd NSS round ('78)	1.63 crores
Planning Commission ('83)	1.74 crores

9.3 The Census and NSS figures relate to children whose main occupation, according to the definition of "labour" is participation in any economic productive activity. It leaves out of consideration children who are engaged in work which cannot be called directly economic productive activity, but are nevertheless attending to the paid or unpaid work, undertaken continuously or sporadically, within or outside the family, which may be directly remunerative or which may indirectly facilitate remunerative activity. There are children, mainly girls, who are engaged in domestic work, either in simple chores like running errands or washing clothes or arduous ones like fetching water or taking care of siblings; or children, mainly boys, who work at cultivation of land, tending livestock, attending to the family shop or assisting with household industry. These are also children in categories that are rarely reported, such as bonded labour, and children in conditions of abuse. They include street children, that expanding sector of child labour engaged in such marginally economic activities as hawking newspapers, cleaning cars, shining shoes, etc.

9.4 The only estimate of working children that encompasses all these categories was made by the Operations Research Group, Baroda (ORG), in a study supported by the Government of India. It came up with a figure of 4.4 crore. It is likely to be nearer the truth than the other estimates.

9.5 Clearly, therefore, this large category of working children will have to be targetted as a special group to require special strategies and programme. The situation also implies disaggregated target-setting and de-centralised planning for particular local areas, since the nature of this problem and the measures that will be required must vary a great deal from place to place and from occupation to occupation.

#### **10. Scheduled Castes and Scheduled Tribes :**

10. The Scheduled Castes and Scheduled Tribes are already well established categories and distinct target groups under the existing pattern of planning. The Scheduled Castes account for about 15.8% of the total population and Scheduled Tribes for 7.8%. Both groups, overall, do worse than the general population in terms of enrolment, literacy and other indications of progress in elementary education. However, these are not to be regarded as homogenous target groups in all respects. The variation between different Scheduled Caste groups is quite significant and regionally even Scheduled Caste girls in some parts of the country, like Kerala, will be doing better than non-Scheduled Caste boys in some of the more backward States and districts. Some of the Scheduled Tribes are noticeably ahead of the country as a whole. Therefore, it will be necessary to refine the identification of target groups even among the Scheduled Castes and Scheduled Tribes and identify particular sub-groups which are severely handicapped and require particular attention. These exceptionally disadvantaged groups should be identified on Block or Tehsil basis, as being those whose level of literacy is much below the general level of literacy in the State. As regards minorities, again, consideration will have to be given both to linguistic and to religious minorities. In the case of religious minorities—who may be of different religions in different parts of the country—it will be necessary to identify the backward groups. In many parts of the country it will be the Muslim community who will need special attention on a local basis, particularly in regard to girls' education.

#### **11. Handicapped children :**

11.1 Handicapped children would include those who are orthopaedically handicapped, those with hearing impairments, visual impairments, the mentally handicapped and others. These are a distinct target group which will need to be addressed by special programmes in terms of the objectives of National Policy on Education, viz. "to integrate the physically and mentally handicapped with the general community as equal partners to prepare them for normal growth and to enable them to face life with courage and confidence."

## II. THE EIGHTH PLAN — STRATEGIES AND PROGRAMMES

In this section, we shall describe the targets to be set for the Eighth Plan, the strategies to be adopted and some of the important programmes to be taken up. A complete list of programmes and schemes, with specific financial proposals, is neither feasible nor necessary at this stage; possible outlays are indicated where feasible, merely to highlight the nature or likely magnitude of the programmes, rather than as specific proposals.

### 1. Targets

The goal has been spelt out in NPE, and it admits of repetition :

"5.12. The New Education Policy will give the highest priority to solving the problem of children dropping out of school and will adopt an array of meticulously formulated strategies based on micro-planning and applied at the grass roots level all over the country, to ensure children's retention at school. This effort will be fully coordinated with the network of non-formal education. It shall be ensured that all children who attain the age of about 11 years by 1990 will have had five years of schooling, or its equivalent through the non-formal system. Likewise, by 1995 all children will be provided free and compulsory education upto 14 years of age."

As we have seen in Section 1, we are still nowhere near achievement of the target indicated in NPE for 1990. As we proceed, we shall need to analyse the reasons for the shortfalls. At this stage, it would suffice to say that financial constraints, management failings and lack of determination on the part of all concerned are primarily responsible for the present state. Without revising the resolve contained in the NPE it may be stated that the goal for the Eighth Plan will be to enable all children upto 14 years of age to receive at least primary education by 1995. In terms of participation the target may be elaborated as follows :

- (a) The attempt will be to bring to school all children at the stage of entry to school (viz. upto about 8 years of age) and provide them upper primary education;
- (b) for late beginners, drop outs, working children and in areas where there is no schooling facilities, education will be provided through the Non-formal stream. The attempt will be to provide these children depending upon their age upper primary standard or primary standard education before they attain about 14 years of age; Children at the threshold of adulthood (viz. 13-14 years of age) will be provided functional literacy through NFE.
- (c) In order to ensure better retention and participation in school, pre-primary education facilities will be extended as far as possible to children of 3-6 yrs. of age primarily through ICDs.

1.2 The targets need to be spelt out not only in terms of participation, but also in terms of quality and outcomes. During the Eighth Plan, it should be our aim to bring about a substantial improvement in quality of education through improved infrastructure, improved teacher education, and a substantial

improvement in quality and quantity of learning materials. In terms of outcomes, it shall have to be ensured that minimum levels of learning are laid down with reference to the conclusion of primary and upper primary stages and an appropriate evaluation system created to ensure achievement at least of the prescribed levels of learning.

2. Special attention will be given during the Eighth Plan to content and process at the elementary stage. Effort will be made to give effect to the National Curricular Framework which envisages a common core (values and national concerns as spelt out in NPE) with a great deal of flexibility to relate it to the environment, and the needs and interests of the learners. An integrated and coherent programme will be taken up to make primary education child-centred. Measures required in this behalf would include: making the school environment cheerful, enabling teachers to work creatively, provision of toys and game materials, review in respect of the "burden" of curriculum and textbooks, prevention of corporal punishment and other forms of ill-treatment of children, extra-curricular and outdoor activities, etc.

### 3. Micro-level Planning

#### 3.1 Policy Parameters

3.1.1 Under the National Policy on Education (1986) it has been stated that it would give the "highest priority to solving the problem of children dropping out of school and will adopt an array of meticulously formulated strategies based on micro-planning, and applied at the grass-roots level all over the country, to ensure children's retention at school. This effort will be fully coordinated with the network of non-formal education. It shall be ensured that all children who attain the age of about 11 years by 1995 will have had five years of schooling, or its equivalent through the non-formal stream. Likewise, by 1995 all children will be provided free and compulsory education up to 14 years of age" (para 5.1.2 of NPE).

3.1.2 In the 'Programme of Action' (POA) of this Policy in its Chapter on 'Elementary Education, Non-formal Education and Operation - Black board', it has further been explained that enrolment by itself is of little importance if children do not continue education beyond even one year, many of them not seeing the school for more than a few days. Emphasis will, therefore, now shift from retention to completion by all children of at least five years of education. Enrolment drives will be replaced by systematic house-to-house survey in which the teachers, in cooperation with the village community, will discuss with the parents the relevance of schooling and regularity of attendance. Children for whom it is just not possible to participate in whole day schools, will be enrolled in the non-formal education centres, but it will be ensured that every child in every family receive instruction. It is also important that all children regularly attend school or non-formal education centres.

3.1.3 It has also been mentioned in this Chapter of POA that "this family-wise and child-wise design of action to ensure that every child regularly attends school or non-formal education centre, continue his/her education at a pace suitable to him, her, and completes at least five years of schooling, or its equivalent at the non-formal education centre, is what is intended by micro-planning at para 5.1.22 NPE".

#### 3.2 Scope

3.2.1 We need, first, to clarify what we mean by micro-level. By this term we imply the habitation, or cluster of habitations, mainly in rural areas or in identifiable urban conglomerations with reference to which we need to plan provision of school/NFE facilities. In other words, the micro-level will comprise the "catchment" for a primary school.



The essential aspects of UEE are also the tasks involved in micro-planning. They may be spelt out as follows:

- (a) Universal access — another description of this would be "school mapping" to ensure that practically every family has access for its school-age children to a primary school or NFE centre.
- (b) Universal participation — An essential aspect of this is to plan for universal enrolment of all children, upto approximately 14 years of age in a primary/upper primary school or NFE centres, and their retention till they complete at least five years of schooling or its equivalent through non-formal courses, or compressed courses in respect of children who are nearing 14 years of age. Universal participation presupposes organisation of target specific measures to ensure that children who tend to be left out receive due attention — girls, SC/ST children, working children, etc.
- (c) Universal attainments — Along with universal enrolment and retention of children of school-age, it is essential to emphasise that they actively participate in learning processes, attain at least the minimum levels of learning laid down for this stage, and are provided opportunity for effective development.

### 3.3. Operational Process

3.3.1. Operational measures indicated here are suggestive. It is expected that the village education committee (VEC), in consultation with the local level management structure, will critically examine the suggestions given here and will develop its own strategy based on the micro-level problems, needs and expectations.

3.3.2. "School mapping" — By this term we understand the planning of facilities for elementary education at the micro-level. The 55th All-India Educational Survey contains data in respect of habitations without schools. On the basis of this data, as well as through collection of special information, "school mapping" exercises should be undertaken. They would include the following:

- (i) Provision of a primary school where it is justified according to norms (the present norms being one for all habitations with population of 300 and more, 200 in respect of predominantly SC/ST habitations);
- (ii) Establishment of NFE centres in habitations not eligible to have a school — these NFE centres could be of different types, e.g. part-time schools run by two specially trained local youth volunteers, part-time classes run by neighbouring teachers, or condensed non-formal courses;
- (iii) Special facilities in scheduled caste hamlets (basties) to ensure that their children can benefit from primary education;
- (iv) Variety of non-formal education programmes (as indicated in the section in this document on NFE) for children who cannot attend schools—mainly girls required to stay at home to look after their siblings, working children and children who have crossed the age for admission in primary schools and who have to be provided condensed courses by the time they complete about 14 years of age;
- (v) Establishment of "ashram shalilas" or low-cost boardings attached to upper primary schools, particularly for tribal children from families who reside in such small habitations that there is the possibility of providing them schools or NFE centres.

### 3.4 Planning for Universal Participation

3.4.1 The main instrument of planning for enrolment and retention of all school-age children participatory survey of the village/habitations. Household-wise survey of marginalised families (or families which are at the periphery of the village and of development programmes, whose children either do not go to school, or go irregularly), has to be undertaken by the teacher along with NFE instructor, any, and members of VEC. The survey would involve discussion, more than once if necessary, with the parents and elders in the family. Apart from collection of data regarding school-age children, the survey would involve discussion on themes which are commonly referred to while discussion takes place on education including :

- \* is education useful?
- \* is study in school expensive?
- \* if their children are "working", could that be avoided?
- \* what are the responsibilities of parents and other elders in respect of school age children??
- \* can NFE suit their children?

The "survey" would be the initiation of parents in a process which would be ongoing-beginning; with enrolment of children in school or NFE centre, going on to their interest in regularity of attendance, and children's performance.

3.4.2 On the basis of the survey, a plan should be prepared (i) to bring to the school all children who can be enrolled, (ii) to enrol in NFE programme those who can not be in school, and (iii) to see that all children actively and regularly participate in primary education. As an essential part of their duty teachers, NFE instructors, supervisors, members of VEC, etc. should approach the families to ensure enrolment, regularity of attendance and retention of children.

### 3.5 Learning Achievement

3.5.1 A more detailed treatment in respect of learning achievement has been given in the portion of "evaluation". Mention may be made here about micro-planning processes required to ensure that the school and the NFE programmes run well, and there is wherewithal to facilitate learning among participants.

3.5.2 This aspect of micro-level planning is concerned with "institutional planning" (treating NFE centre also as an "institution" for this discussion). The headmaster and teachers, as well as NFE instructor in consultation with members of VEC and with the help of school complex coordinator (and PTA in the case of NFE instructor) should prepare a simple and achievable plan for an academic year (broken up into sessions or months, as may be appropriate) for improvement of learning by pupils. Special attention may be necessary for students who are not able to keep pace — such as first generation learners, children having some physical handicap, children of migratory families, etc.

3.5.3 Sufficient attention should also be given to school/NFE centre using the environment, locally available materials, traditional forms of learning, to enable the learners to improve the quality and pace of learning.

### 3.6 Decentralised Management

3.6.1 A good deal of responsibility for micro-level planning will rest with teachers and NFE instructors. It shall be necessary to step up media and communication support to create an environment in which

participation in primary education is brought centre-stage. Appointment of a headmaster in the primary school will facilitate micro-level planning activities (see Management of Elementary Education).

3.6.2 The headmasters, teachers and NFE personnel could be provided a support system by (i) supervisor, (ii) local voluntary agency, and (iii) school complex. It shall be necessary to reorganise the supervisory system in terms of selection of staff, their training and their role perception. Several areas in the country have good VAs which could be involved with benefit. They could facilitate training, catalyse management and local community personnel, and provide technical assistance. School complexes, as described in the report of Education Commission (1964-66), exist in some States and in several cases they have emerged as an excellent system of sharing of professional problems, a support system which the teachers welcome, and a network of institutions engaged in mutual self-help. In the context of micro-planning school complexes could be the academic and professional back up system.

3.6.3 Perhaps, the most crucial in micro-level planning will be the Village Education Committee (VEC). Detailed recommendations regarding VEC have been made in the report of Working Group on Educational Management set up in the context of preparation of the Eighth Plan. A reference may be made here to the membership of VEC, selection and training of animators, and the role VEC can play in micro-level planning.

3.6.4 The membership of VEC would include (i) the Sarpanch and panchas, (ii) headmaster of PS and UPS; (iii) JFE and AE instructors (iv) one or two animators, (v) women activists, and (vi) one or two villagers known for social service, trade union activity, etc. Rural animators and women activists will need to be selected on a large scale with the help of women and the deprived sections of village community and will have to be provided animational, experiential and participatory training. The VEC will play a crucial role in the whole process of micro-level planning — indeed, proper running of the school and NFE programme will be its responsibility and the educational set up in the community will be accountable to it.

### 3.7 Training

3.7.1 Like all measures for reorganisation and reform of education, introduction of micro-level planning will call for effective training/retraining of personnel at various level. The most important category is, naturally headmasters, teachers and NFE personnel. Without waiting for the new thrusts in inservice educational materialising, special orientation camps shall have to be organised for these people to enable them understand the overall goal of UEE, the place of micro-planning in it and their responsibility in this whole context. Similarly, training programmes shall have to be stepped up for supervisors and educational administrators from the district, the block 'prerak' and school complex levels.

3.7.2 Training or orientation of village people is also no less important. Reference has already been made in training of animators and women activists, all members of VEC will need to be appraised of micro-planning techniques and given a sense of worth in their role. Some way will also have to be found to inform, persuade and involve the parents of school-age children — adult education and mass media could be harnessed for this purpose.

3.7.3 In addition to initial training/orientation, recurrent training programmes will be necessary — in the form of whole-time training programmes, seminars, workshop media contacts, supply of printed materials etc.

3.7.4 Supposing that the process of micro-planning would begin in phases and cover the whole country in the third year of the Eighth Plan, we may envisage an expenditure of Rs. 1600 Crores on

setting up effective school complexes and providing the support system and training to the VIECs, and launching a media campaign.

### 3.8 Efficiency and Flexibility

3.8.1 Micro-level planning for UEE presupposes a reasonable level of efficiency and some pre-allocated financial resources to improve efficiency of the system.

3.8.2 School and NFE programmes have to run, and run at a level of efficiency, for the goals of micro-level planning to be realised. This is dependent on teachers/ instructors sharing a sense of responsibility; supervisory and management system being responsive to the needs and problems of teachers/instructors; supplies, services and materials being made available, and in time; and there being a minimum level of facilities for instructional programme to take place properly. It can be under-scored that the whole educational system does not have to improve for micro-planning to succeed — it can be good enough to where the pre-requisite conditions are fulfilled. Nonetheless, it may be added that if micro-planning has to move towards UEE, additional funds shall have to be provided for extension of access, and creating conditions for securing enrolment and retention of all children, and for ensuring that all children have an opportunity to achieve at least a minimum level of learning.

3.8.3 The existing uniformities and rigidities are an important factor against decentralised management of education and micro-level planning for UEE. Flexibility in the system has to be emphasised as a pre-condition for successful implementation of this strategy. The areas of flexibility are difficult to delineate, but would include:

- (a) possibility of some children being able to achieve certain levels of learning in much shorter duration;
- (b) implementation of the decision that the academic calendar and school timings should be varied depending on agricultural season and other relevant factors;
- (c) scope for appointment of local persons as "teachers" or volunteer workers with training very different from what is provided in teacher training institutions;
- (d) changes in the system to meet the expectations of parents and persons belonging to the more disadvantaged groups.

### 3.9 Monitoring of Micro-level Planning

3.9.1 The monitoring system have to be planned with sensitivity. We have seen how a monitoring system with which goes a system of threats and rewards, can result in transmission of data which is far from correct — but it meets the expectations of the superiors in hierarchy. The following steps may be taken to avoid such a happening:

- (a) Circumstances should be created in which as many blocks, panchayats, villages, habitations as possible feel motivated to undertake systematic micro-planning;
- (b) Quantitative targets should not be laid down, and consequently monitoring would not be with reference to such targets;
- (c) The process of micro-level planning should be emphasised, rather than the outcomes — whether it be completion of micro-planning exercises or the objects of UEE;
- (d) While the level of learning (with reference to the minimum levels laid down — mainly in language and mathematics) will be tested by the evaluation system, decentralise monitoring/evaluation.

system should appraise co-curricular, extra-curricular activities and attainments in the affective domain;

- (e) Informal monitoring at the local levels — through block education committee, school complex, V, etc. should be emphasised, rather than quantitative MIS.

#### 4. Testing and Evaluation\*

4.1 One of the important weaknesses of our elementary education system is the archaic system of examination of students. A significant reform to be implemented at the start of the Eighth Plan, would relate to testing and assessment.

4.2 Minimum levels of learning will be laid down with reference to Classes III, V and VIII. At the stage of Class III, they would relate only to language and mathematics. At the end of the primary stage, language and mathematics may be supplemented by some additional subjects/topics relating to science, social studies and environment. The minimum levels at the end of the elementary stage (viz Class VIII) will be spelt out more comprehensively and would provide the foundation for proceeding at the secondary level, or to move towards vocational courses should the persons so desire. The levels of learning would be expected to be achieved in NFE also, with such changes, however, as may seem necessary. The competencies in language and mathematics would, in any case, not vary.

4.3 There is a well perceived need for introduction of a proper testing system at the stage of Class III, V and VIII. Students should have a well defined goal of acquiring a mastery level, particularly in subjects which are the basic tools of learning. Parents seem to feel dissatisfied with the levels of learning being achieved in schools and would feel happier with a testing system introduced. Teachers too need to know more early about the expected outcomes in the courses they teach. Educational administrators would have, with this system of tests of learner, the instrumentality to appraise the performance of institutions and teachers.

4.4 Greatest care will have to be taken to ensure that the testing system does not become a demotivating factor for students, and a threat for teachers. There are experiences which show that tests can be beneficial. In Kerala, examination reform has had a major effect on improvement of pedagogy. It has made it possible for the management and teachers to making a decisive shift from rote learning and memorisation, to a pedagogy to develop reasoning ability and application of learning to everyday life. The tests to be administered to children would be standardised, disaggregated and would serve as an important instrument in reform and reorganisation of the instructional process. Internal tests, to be developed by teachers would be used at the end of each unit into the end of Class III, and at the end of the year in Class IV, VI and VII. Student testing will be made more comprehensive by involvement of Village Education Committee and school complex staff.

4.5 Testing in the NFE system will follow the same principles as in the formal system, viz. emphasis on reasoning skills, application of knowledge, problem solving etc. The units of testing will naturally not be small and the difficulties faced by the first generation learners, working children and girls, who comprise the main clientele of the NFE system, will be kept in view. A test which would be comparable with the corresponding level in the formal system will be administered at the end of a stage in NFE also.

\* There is a good deal of confusion regarding the terms examinations, measurement, testing, evaluation, assessment, etc. Here, 'testing' is being used to denote learner evaluation (to be conducted in respect of every student) and 'evaluation' is being used with reference to assessment or evaluation of student learning to be undertaken on a sample basis.

4.6 A National Evaluation Programme (NEP) will be instituted. The purpose of NEP is (i) to undertake assessment of student learning on a national sample basis; (ii) to assess areas where levels of learning are low so that corrective measures may be taken; (iii) to help develop good quality of standardised tests for school and NFE systems; and (iv) to serve as the means to assess the impact of policies and programmes.

4.7 NEP will have to begin on a small scale in selected districts, but it will soon extend to the whole country. An amount of Rs. 8 crores may be envisaged for this purpose. Effort will have to be made to make the sample sufficiently large to enable educational administration to identify districts/blocks which deserve special attention. The techniques of assessment have been refined over the years as a result of the work done by the International Evaluation Association. A relationship has been established between the minimum levels of learning prescribed at different stages of education and NEP in the Philippines. In that country, on the basis of mean scores, the prescribed minimum levels are scaled up. In Kenya, the Certification of Primary Education authorities widely publicise the results of the scores achieved in different districts, and even schools. This results in demand for better education, and wider involvement of parents in the school system.

## 5. Monitoring for UEE

5.1 A particular area of educational administration which requires national uniformity, and consequently of active Central coordination, is that of monitoring the progress towards UEE. This is the traditional function, if appropriately designed, should also play a very important role (which it does not at present) as an input for annual Plan formulation at State and District levels, bringing out from year to year the impact (on earlier identified trends) of the interventions being attempted, and highlighting the position in respect of specific target groups. It should also, it hardly needs to be added, play a major role at the national level.

5.2 The present system of monitoring progress towards UPE/UEE comprises annual collection of the following two kinds of enrolment data by the Ministry from States and UTs, with 30th September as the reference date :

- (i) Enrolment of students in the primary and upper primary stages as a whole (i.e. Classes I-V and VI-VIII) — for all students, as also separately for SC/ST, sex-wise.

This information has proved comparatively easy to obtain from States, and has been published by the Ministry for upto 1986-87.

- (ii) Class-wise enrolment and number of repeaters for each of the Classes I to VIII — for all students as also separately for SC/ST, sex-wise.

This detailed data regarding Class-wise enrolment has so far been more difficult to obtain and the latest data published by the Ministry corresponds to the year 1982-83. Until the early seventies, enrolment data for each class was being collected in an age-specific manner. However, collection of age-specific data was discontinued thereafter - presumably due to its complexity and the resultant delays — and only class-wise enrolment data, without reference to the age of students, started getting collected. The computer facilities now available greatly alter our capabilities in handling data.

5.3 The present system of monitoring spelt out above is inadequate to monitor progress towards the targets of UPE/UEE as spelt out in the NPE and POA because they envisage attainment of UPE/UEE amongst children attaining a certain age (11/14 years) while, at present, we are not monitoring the age of

children are in the elementary education system at all. As a result, it is impossible to say, in any given year, what percentage of children attaining a certain age in that year have completed a particular stage of education. Clearly, thus, the present monitoring system needs to be suitably modified if we wish to monitor progress against the specific targets spelt out in the NPE/POA.

5.4 What needs to be monitored at all levels from school upwards is the age distribution of class-wise enrolment sex-wise, as well as category-wise (i.e. for SC, ST and others). In addition, it would be useful to monitor the number of children passing the Class V exam, also — both for its own sake, and to cross-check enrolment figures. All the information that is thus required can be represented in the form of a matrix. Data in the form of this matrix would have to be generated for each school, or for schools in the chosen samples (depending on whether census or sampling is adopted) and would have to be compiled, aggregated/processed at various higher levels e.g. block, district, state and the country.

5.5 This data will have to be further refined with reference to the targets stated at the beginning of this section. There will, perhaps, have to be two types of monitoring systems; one, for the school system where class-wise age-wise and target group-wise data will need to be collected; and, two, for the NFE system in respect of which data will have to be compiled with reference to the client group (as stated in the section on targets). It will be necessary to introduce sophistication with simplicity, and comprehensiveness with despatch. The whole system will need to be computerised after necessary try out.

5.6 A mention has been made in the section on testing and evaluation on laying down of minimum levels of timing and establishment of standardised tests. As soon as possible within the Eighth Plan, the monitoring system will have to be related to the system of testing of learners' achievement.

## 6. Expansion of Facilities

6.1 Our starting point, in considering the provision of school facilities, will have to be the guidelines laid down in the POA viz. provision of a primary school within one kilometre's walking distance of habitations with a population of 300, or 200 in the case of habitations in remote/hilly and desert etc. areas. According to the findings of the Fifth All India Educational Survey, about 6% of the rural population was not served by primary schools/sections within a walking distance of one kilometre in September, 1986. This showed a slight improvement over the percentage of 7.12 in 1978, and there will have been some further improvement by the commencement of the VIII Plan. Further some of this rural population does not live in habitations of two or three hundred people, but rather is dispersed in very small habitations where schools would not be viable. Therefore, the actual percentage of the targetted population which will require and warrant new schools will be relatively small. Nevertheless, the continued existence of any habitations which ought to be, but are not served by a primary school, remains an inexcusable gap in the provision of schooling facilities which should be filled as early as possible during the VIII Plan period.

6.2 According to the Fifth All India Educational Survey there were, in September, 1986, 31815 habitations in the country which had a population of 300 or more but did not have a primary school/section within the walking distance of one kilometre. Similar information is not yet available about habitations in hilly/desert and tribal areas having a population of 200, but it would be reasonable to estimate that about 35,000 new primary schools would need to be opened during the VIII Plan. At a sum of an expenditure of Rs. 1,00,000 over the two-room building and providing for teachers' salary, and other equipment and teaching/learning material etc. at 20% of the current expenditure (a point to which we shall revert) the cost in the Plan period may come to not less than Rs. 1000 crores. This expenditure would have to be provided for in the State Plan sector and the requirements would vary considerably from State to State. The largest number of habitations requiring primary schools is in U.P.

though there will also be substantial requirements in Bihar, M.P., and some other States. In proportion terms the requirements would also be quite high in some of the smaller States like J.&K., Arunachal Pradesh, Assam etc.

6.3 Even after such measures there will, as explained above, remain some population not having access to a primary school where schools are simply not viable. In such cases it would be advisable to adopt a strategy based both on non-formal education and on the provision of residential school facilities. The opening of residential schools is already an existing strategy for certain tribal areas. Keeping in view all the aspects of feasibility, it is suggested that such requirements should be identified on the basis of careful micro-level planning and the requisite facilities created according to the needs assessed within the first few years of the Plan period.

6.4 The existing ratio between upper primary and primary school is close to 1:4. The Education Commission had recommended as desirable a ratio of 1:3. However, we have to determine the requirements of UPSs in the context of the resolve to move towards universal access upto upper primary stage. The most preferred goal would, therefore, be to upgrade every primary school to upper primary level. In the foreseeable future, however, there may be no alternative to children walking some distance to have access to upper primary school. The existing norm of providing an upper primary school within 2 km. walking distance for all practical purposes denies education at this level to a large section of girls. Coupled with the proposal to increase the number of women teachers in UPSs, a firm decision will have to be taken to provide such schools within 2 km. of walking distance. The logic of universal provision of upper primary education, particularly to girls, directs us to recommend a ratio of 1:2 between upper primary and primary schools. This would imply upgradation of between 90,000 and 1,00,000 primary schools to upper primary level involving an expenditure of Rs. 2660 crores, which should be provided in the State Plans. A decision should also be taken that in future for every two new primary schools to be opened, one existing such school should be upgraded.

## 7. Improvement of existing schools

7.1 Besides the establishment of new schools there will be a need to add additional rooms and provide additional teachers and equipment etc. for existing primary and middle schools where the situation warrants it, if only to obviate the necessity for repeating a scheme like Operation Blackboard some year hence. It is absolutely necessary that inputs into school education should keep pace with the expansion of the school system. It is necessary in this context, to specify the norms that would be followed. Every primary school would have a minimum of two teachers under the norms already established under Operation Blackboard. It is recommended that a third teacher should be appointed whenever enrollment in a school exceeds 80 and a fourth teacher whenever the number of students in classes IV and V justify it. This recommendation takes into account the reference in the Programme of Action to the desirability of providing a class room and a teacher for every class, and we are suggesting this norm as a means of operationalising this objective while avoiding wasteful expenditure. The number of additional classrooms should follow the number of teachers with one classroom per teacher.

7.2 We see this programme as an expansion and continuation of the existing programme of Operation Blackboard. Assuming that 60% of Blocks would be covered under the existing pattern of Operation Blackboard during the Seventh Plan period, it would be necessary to cover the remaining 40% to the same scale during the first year of the Eighth Plan. It would also be advisable to continue the salary of teacher appointed under Operation Blackboard under the Centrally sponsored scheme during the entire period of the Eighth Plan. It may be estimated that an outlay of perhaps Rs. 1600 crores would be required for the Central Sector for completing Operation Blackboard on the present pattern. In addition the expenditure



Additional teachers in terms of further upgradation of schools as envisaged in the foregoing paragraph may cost about Rs. 500 crores. The scheme of OB should remain a 100% Centrally sponsored scheme in the Eighth Plan and it should be modified to provide for third and fourth teacher with a condition that the State Government will construct a class room from its own resources for each additional teacher so appointed. Resources for the construction of class rooms may pose a continuing problem. Because of the diverse nature of constructions and need for local adaptability and flexibility, a Centrally sponsored scheme for construction of class rooms would not be appropriate. The utilisation of funds available under the Jawahar Rozgar Yojna should continue, but will scarcely suffice. It will be absolutely necessary to provide sufficiency for the construction of class rooms in the State Plan. The total magnitude of requirements for State Governments for this purpose could well be of the order of Rs. 2000 crores. The actual requirement may also depend on whether the Ninth Finance Commission award includes special allocation for construction of school buildings.

### 8. Upgrading Primary Schools

8.1 One of the recurrent issues during the last three years (viz. since the launching of OB) has been the lack of attention to upper primary schools. It has rightly been pointed out that, the upper primary stage (which is generally VI to VII, but in some States it is V to VII) is crucial to the educational system because for those who terminate their systematic education at about 14 years of age, have a change at the upper primary stage to make up the deficiencies of primary education; and those who would go on to the secondary stage need to better equip themselves to benefit from that stage. We, therefore, recommend a three-fold strategy for this state of education.

8.2 Five and Three structure of Elementary Education : While referring to the National System of Education NPE commends adoption of 5 years primary stage, followed by three year's upper primary stage. The uniformity of structure is justified on several grounds. Some of the important among them are as follows:

- (a) Facilitate in collection of comparable statistics;
- (b) Improvement in levels of learning — since all children are expected to complete elementary education, achievement after eight years would be more than after seven years;
- (c) Convenience in development of national programmes for quality improvement.

This reform (of some States having 4 and 3 years structure of elementary education) is restricted to 3 States. It does not seem necessary to have Centrally sponsored scheme to give effect to this proposition. The States concerned will probably need to construct one additional class room in existing primary schools. While some teachers may be rendered surplus in secondary schools it will be necessary to appoint more teachers in primary schools to bring them to V class level. Keeping in view our recommendation to make a large increase in the number of upper primary schools, we feel that this reform should be given effect to within the Eighth Plan and a phased programme prepared for this purpose.

8.3 Upgradation of Facilities : A version of OB should be launched for upper primary schools. Its components could be similar to OB, and may comprise (i) at least one room for each class, and where there are more than one section in a class, for each section; (ii) a headmaster-cum-office room; (iii) necessary toilet facilities; (iv) at least one teacher for each class/ section; (v) a library; (vi) essential equipment; and (vii) contingency grant @ Rs. 1000/- per annum for instructional improvisation. A 100% Centrally sponsored scheme may be initiated for provision of teachers, library and equipment. The responsibility for the

remaining components should rest with the State Governments. The requirement of funds for components of the Centrally sponsored scheme could be :

Teachers @ Rs. 30,000 per school	Rs. 405 crores
Library @ Rs. 20,000	Rs. 270 crores
Equipment @ Rs. 50,000	Rs. 675 crores

Estimate of requirements of funds for the States will depend on the existing infrastructure and provision. It would, however, be reasonable to estimate the requirement at Rs. 1350 crores @ Rs. 1,00,000 per school for the above purpose, and Rs. 540 crores for the construction works.

**8.4 Work experience and Yoga :** Serious effort should be made during the Eighth Plan to introduce Work Experience and Yoga at the upper primary stage. Of course, simple activities such as cleaning of school, tree plantation, paper-cutting, etc. could be done at the primary stage, but it may not be possible in the near future to seriously implement work experience programmes at the Primary stage. Determined efforts should be made, through provision of funds, facilities and teacher orientation, to introduce work experience at the upper primary stage. A modest expenditure of Rs. 7-10 crores may be envisaged for this purpose. This activity should be related to the environment and to the entire instructional programme, particularly teaching of science.

8.4.1 Perhaps the most appropriate stage for introduction of Yoga—visualised as in NPE, as a system of training of body and mind — is the upper primary stage. A large programme of training of select teachers in Yoga may make it possible to cover a substantial proportion of upper primary schools.

#### 9. Target Group oriented strategies :

9.1 We have discussed above the kinds of programme that will be required in connection with the expansion and supervision of school facilities at the Elementary level during the Eighth Plan. The programmes will need to be supplemented by (1) target-group oriented programmes designed to improve enrolment and retention of special identified groups of children; and (2) diversified programmes of non-formal education for children who will, nevertheless, remain outside the formal school system. There is a necessary relationship between these two in that any genuine success in either area would reduce the dimensions of the target group in the other. Therefore, an integrated strategy aiming at the broader target group of children not acquiring primary education in one or the other will be required.

9.2 We may consider the requirements of the following groups for the Eighth Plan :

- (i) Girls
- (ii) Working Children
- (iii) Children of SC & ST and other economically deprived sections.

#### 9.3 Girls Education

9.3.1 We have already seen that the gap between boys' and girls' participation in elementary education is the biggest single gap to be filled for universalisation. We have also seen how startling the variation when we consider rural girls as a separate category. This obviously reflects the social attitude towards the Girl Child.

9.3.2 While the solution for this problem does not lie entirely in the educational system, special measures are clearly required to counteract or compensate, as far as possible, the negative factors affecting the

enrolment and retention of girls in the primary educational system. The most significant measure to make an impact on the situation is the adjustment of focus in the Eighth Plan in all strategies proposed here, by concentration, on the Rural Girl Child. If, in every scheme, aimed at increasing access, participation or attainment, the problems and factors affecting the Rural Girl Child are kept centre stage, we think that we would succeed automatically, by attention to the 'worst off' group, in getting other boys and girls to school.

9.3.3) In addition, some of the specific measures that would need to be taken are as follows :

#### i) Provision of appropriate incentives

The question of incentives and the role they play in the strategy for U.E.E. is discussed separately in this report. However, there are two special points of relevance for girls :

- (a) In view of the greater reluctance of parents to spend money on girl children, girls should get higher priority in the distribution of free text-books or material, transport allowance or bus passes or other school-related subsidies. The same consideration would also apply to any other incentive which is distributed selectively.
- (b) School Uniforms are particularly appropriate as an incentive for girls as want of adequate or suitable clothing is sometimes a reason for their non-enrolment or dropping out.

States where the performance in respect of girls is very poor e.g. Uttar Pradesh, Bihar, Madhya Pradesh, Rajasthan and Jammu & Kashmir should be expected to make substantial provision for such incentives in their State Plans.

#### ii) Recruitment of Women Teachers

The recruitment of women teachers is generally considered to be a useful measure to increase the enrolment and retention of girls. The proportion of Women primary teachers have been increasing gradually about 30% at the time of the Fifth All India Educational Survey. There is, however, a concentration of women teachers in urban areas and a relative lack of them in rural areas, particularly in those areas where they would be most useful. A solution seems to lie in prescribing and strictly enforcing a quota for women teachers and allowing relaxation of educational qualifications for the women's posts in the interest of local women who are willing to work in a particular school, even if under-qualified. Special short duration courses in residential institutions should be organised for such teachers to enable them to attain the requisite qualifications after selection.

#### iii) Condensed Courses :

The Central Social Welfare Board had started in the 50s, the scheme of condensed courses and vocational training. Residential and non-residential programmes are provided under this scheme to women to attain educational qualification along with some vocational competence. As mentioned in the preceding paragraph one of the major obstacles in bringing girls to elementary schools and NFE centres is non-availability of women teachers/instructors. Setting up of a large number of condensed courses, wherever possible through voluntary agencies but not necessarily through them, could go a long way in resolving this difficulty. The strategy in this record should be to provide residential courses of varying duration, to women who have had some education, e.g. women who have had education upto class IV — V could be prepared apart-time workers in primary schools within a year. They would, perhaps, not be paid full salary of a teacher but they could be assured regular appointment as teacher if they improved their qualification and put in good work. Similarly, women with rudimentary literacy, or even illiterate persons could be enabled to acquire competence to function as NFE instructors within a year.

## **Mahila Samakhya :**

While incentives, and women teachers will help in motivating families to send girls to school/NFEE centres, we need to under score that the NPE calls for a reorientation for education to serve as an interventionist role for women's equality. The brief experience in 6-7 districts where some Mahila Samakhya activity has started shows that appropriately trained women workers at the village and cluster level can create an understanding and an empowering role of education among rural women. Big strides can also be taken in this direction if teachers/NFEE instructors, male and female, can be retrained to understand the problems connected with women's equality and the manner in which education can make a contribution in this regard. An expenditure of Rs. 11055 crore is envisaged to continue and expand the Mahila Samakhya programme during the 8th Plan.

## **9.4 Working Children**

9.4.1 A reference has been made earlier in this report about the problem of working children. Their numbers are staggeringly large, the occupations in which they are engaged are diverse, a substantial proportion of them can be categorised as child labour, often working in conditions of exploitation and abuse, and a very large percentage of them are girls.

9.4.2 The first part of the strategy has to be enforced implementation of laws relating to (a) bonded labour, (b) children employed in prohibited categories of employment, such as factories, mines and transportation industry, (c) children employed in hazardous occupations, and (d) children working in conditions of abuse. There is little doubt that unless these children are rescued from labour, no meaningful educational programme can be organised for them—employers will not allow education to be given and even if they did children will have neither the strength nor the inclination to participate in learning programmes.

The second part of the strategy to deal with the problem of education of working children is to make a determined effort to attract as many of them as possible to the primary school. The micro-planning exercise described earlier in this section envisages family wise consultation to improve children's participation in educational programmes. Some of the measures which have proved effective are (i) panchayat or WEC taking responsibility for tending all cattle of the village by engaging unemployed adults; (ii) provision of child care centre with primary school; (iii) improvement in provision of support services such as fuel, fodder and drinking water; and (iv) persuading parents to participate in the village campaign to ensure participation of almost all children in elementary schools. Another measure which could enable working children to attend school is to relax school vacations and school timings to agricultural seasons and other relevant considerations.

9.4.3 The third, and the most important, part of the strategy to deal with the problem of education of working children is to organise good non-formal education programmes for them. The institutional preoccupation, which manifests itself in a total concern for schooling, must give way to a broader functional view which treats education as a wide diversity of learning opportunities, as a dynamic, cumulative lifelong process, applying to all people, but laying special stress on children and youth, particularly of the deprived sections of the society. An important point to keep in mind in this regard is the fact that there is evidence to show that the motivation of working children, and often of their parents as well, for participation in non-formal education is quite high. It has also been shown that the pace of learning by working children is, if anything, higher than that of children in school of average quality. In urban areas, it may also be possible to organise evening schools of about two hours duration imparting the same education as the regular schools.

## **9.5 SC/ST and other deprived groups and minorities**

9.5.1 NPE and POA have made detailed recommendations in respect of these categories of families. Mainly due to financial constraint it has not been possible to make headway in implementation of those recommendations.

Consequently, there is little on which to base reconsideration of the recommendations of NPE/POA. Detailed programmes and schemes will be drawn up during the Eighth Plan for a systematic implementation of those recommendations.

### 110. Incentive Schemes

110. Incentive schemes of different kinds are already a well established feature of the Elementary School system. They are entirely in the State Sector. The coverage as revealed by the All India Educational Survey, is indicated in ~~Annex X~~ ~~Overall, it will be seen~~ that of about 5.29 lakh primary schools, no less than about 1.47 lakh schools were providing mid-day meals of some sort to about 136 lakh children. About 2.48 lakh schools were providing free uniforms to 110 lakh children and about 202 lakh children were getting free text books in 3.13 lakh schools. At the upper primary level, as many as about 1.03 lakh children were getting free books, 43 lakh were getting free uniforms and lakh some sort of mid-day meal. Other incentives, including scholarships etc., do also exist in different places. The Programme of Action under NPE envisages a role for such incentive schemes as follows :

10.2 A comprehensive system of incentives and support services will be provided for girls and children of the economically weaker sections of society. A reference to these has been made in the sections on the Scheduled Caste/Scheduled Tribes, Minorities, Education for Women's Equality, etc. The following items have special relevance to the new strategy of emphasis on retention:

- (aa) establishment of day-care centres for pre-school children and infants—as part of strengthening of ICDS, provision of adequate support to the ongoing programmes, and by establishment of network of new centres;
- (bb) provision to the girls of all families below the poverty line of two sets of free uniforms, free textbooks and stationery as attendance incentives ;
- (cc) "free transportation in State Roadways buses to children attending elementary schools".

Ensuring that all facilities and incentives given to girls, children of SC/ST, and others in the formal system, are made available in the non-formal system as well, in addition to provision of free textbooks and stationery to all girls."

10.3 Some observations regarding the place of incentive schemes in the strategy for UEE during the 8th Plan are offered below :

(1) It will be seen in ~~Annex X~~ that it is difficult to establish any clear correlation between the present distribution of these incentives and the relative position of different States in regard to progress towards UEE. This is not to suggest that the incentives are not useful, but rather that it will be necessary to continually assess their effectiveness in the context of a detailed system of micro-planning and monitoring that is envisaged for the Eighth Plan, ensuring the optimal selection and distribution of the right incentives to the right target groups. For this reason also, incentive schemes should generally remain within the purview of State Governments.

(2) It may further be argued that free textbooks and free provision of certain essentials such as, stationery, slates, writing materials etc. should be placed in a separate category from the other "incentives" and, indeed, not treated as an "incentive" at all being requisites of primary education. There is a case for providing these free of charge in all Government and local body schools in order to make elementary education free in the genuine sense that the parents should not have to incur expenditure on it. The same principle should also be extended to transportation where necessary from the child's residence to her/his school and back. It is recommended that if not immediately, then at any rate before the end of the Eighth Plan, all State plans should necessarily provide for expenditure for these purposes. At present levels of coverage, the amount required annually is Rs. 430 crores. Doubling the coverage, for free textbooks and uniforms, the provision for the plan period would be Rs. 4250 crores.

(3) It will be noted that though these incentives are to be provided by the State Governments, it is an object of POA that they should also be available to the children in NFE. The provision of free books, stationery etc. already taken care of under the Centrally sponsored scheme of NFEE, but it will have to be ensured that State Governments provide sufficient outlay to cover NFE centres under whatever other incentive schemes they have.

(4) The incentive of mid-day meals requires some further discussion. When this matter was studied, the main conclusion drawn from the past experience and earlier studies was that, though the relevance of nutrition intervention to enrolment and retention of children in schools and to better school performance has been broadly indicated, it has by no means been established in conclusive or absolute terms. It is a fact that nutritional deficiencies amongst small children are an impediment to learning; iron deficiency is likely to affect the alertness and generally low calory intake would reduce the activity level which in turn reduces absorption of learning. It is also possible that mid-day meals would act as an incentive for school attendance of poor children provided that the ration is large enough for parents to perceive it as significantly offsetting the opportunity cost of sending the child to school.

1.4 The limitations of mid-day meal programmes as an incentive would appear to be as follows:

- (i) The scheme is of little utility as an incentive unless the nutrition provided is fairly substantial.
- (ii) It is not practicable to provide a mid-day meal only to meretricious children; it has to be provided for all the children in a school. This means that, to be effective, it will be a very expensive scheme. It should not therefore be provided for at the cost of the basic expenditure required for quality education; should not be forgotten that a good school where children are treated well and taught well is the best incentive and that all other incentives, including mid-day meals, are supplementary.
- (iii) Any scheme for providing mid-day meals should include an adequate provision for administration of the scheme, which should not be allowed to become the responsibility of the existing school administration or teachers. Entrusting this responsibility to teachers would, rather than helping education, would be counterproductive and cause serious damage to the educational system.

1.5 Provision of reasonably satisfactory quality of mid-day meals should be an important thrust of social policy in our country where the level of nutrition is the principal indicator regarding poverty and well-being. It also seems logical that nutritional programme should be restricted to school-going children if some children cannot attend school for whatever reasons they should not be deprived of nutrition. In any case, administration of education and responsibilities of teachers should not be linked with nutritional programmes. Consequently while the Working Group strongly recommends the idea of provision of free mid-day meals to children, it strongly believes that no part of its responsibility should rest on teachers and the provision of funds for this purpose should not form part of outlay on education.

## 1. Non-Formal Education (NFE):

1.1 Review: NFE programmes, as a major Government sponsored effort, is comparatively a newcomer to the elementary education scene, having started in the Sixth Plan. The scheme was thoroughly reviewed during formulation of NPE/POA, and on the basis of the guidelines laid down in those documents it was revised in 1987-88. The number of sanctioned centres has increased to 2.40 lakhs making it a significant part of the elementary education system. Some weaknesses of the NFE programme have already begun to manifest themselves and going into the Eighth Plan, it will be necessary to review the scheme to ensure that it is able to bear the heavy burden that our strategies for UEE place on it.

1.2 The NPE 1986 envisages comparability between NFE and the formal system of education. This objective has tended to result in an attempt to approximate the NFE curriculum with the formal curriculum which, in turn

lead to serious problems in the implementation of NFE. In order to ensure comparability between NFE and the formal system (without the distortions resulting from seeking mechanical parity between the two) it will be necessary to conceptualise and develop a curriculum for elementary education with reference to the requirements of children in the age-group 6-14 rather than with reference to the content oriented curriculum developed for the formal schools. The minimum levels of learning that are prescribed will, as already stressed, have to be consistent with this approach. In addition to lack of clarity regarding approach, content and methods, there are several organisational problems with NFE. The selection, training and motivation of the instructor leave much to be desired. At the time of review of the scheme in 1987-88, it was felt that the traditional supervisor, generally drawn from the formal system of education or a directly recruited urban youth, was not able to provide the kind of guidance which was expected from a supervisor. Also his/her field of work was too large. The experience of the last couple of years has validated the approach towards supervision, but it has also become clear that a lot more investment will have to be made in terms of initial training and continuing education of the supervisor. Projectisation of the programme was envisaged as an essential strategy for decentralising management and improving quality of supervision. There will be a need to move in this direction with greater vigour. The administrative support system for NFE is in a state of confusion: sometimes part of adult education, at other times part of the Directorate of Elementary Education, with little wherewithal at the district level. Likewise, there has been insufficient progress in the direction of technical resource development—need-based curriculum, innovative methods, systematic training, improved techniques of evaluation, etc. Considerable progress has been made in involvement of voluntary agencies, but a sense of inflexibility seems to cramp their initiative.

**11.3 New NFE Strategy**—The guidelines provided regarding NFE in NPE/POA still hold good. We may reiterate that the content of NFE as spelt out in NPE-3—children in habitations without schools, school drop outs, working children, and girls who cannot attend school. Likewise we may reiterate the details spelt in POA regarding the special features of NFE, the stress on projectisation, on involvement of voluntary agencies and on establishing comparability with the corresponding level of formal education.

11.3 During the 8th Plan NFE will be developed as a complementary system to formal elementary education. This implies (i) that there will be a parallel administrative apparatus for NFE; (ii) that while the needs and interests of the learners will determine the content and process of NFE, in terms of quality it will be comparable with the formal system; (iii) that mechanisms will be developed for entry from formal system to NFE system and vice versa; and (iv) facilities for continuing and further education would be available for persons passing out of the system in approximately the same fashion as available to the persons in the formal system.

**11.4 Improvements required in NFE**—As NFE is now envisaged an integral part of the strategy of UEE it will be essential the more necessary to invest in the qualitative improvement on this complementary system to the formal school. The advantage of NFE should be seen to lie in its flexibility and adaptability to the needs of an important minority of children, not in cheapness. The following improvements are envisaged in the 8th Plan:

- (a) The selection of instructors will be improved and essential minimum of training will be laid down without which permission will be denied for start of an NFE centre. The remuneration of the NFE instructor will be fixed to Rs. 200 p.m. with provision of an annual increment of Rs. 50 after the completion of 2 years of satisfactory service till remuneration reaches Rs. 500 p.m. Opportunities of continuing education including improvement of qualifications will be provided, subject to an instructor improving her/his qualifications and his/her work being entirely satisfactory, she/he will be given further annual increments.
- (b) Teaching/Learning materials : Much greater investment of resources will be made on production of good quality teaching/learning materials for NFE programmes. Facilities such as a small library, maths and science kits like those being provided under Operation Blackboard, teaching-learning packages, workbooks, audio tape recorders, games, toys, etc. will be provided. Every learner will be given as much

learning and reading material as possible, free of cost. Both need and justice require a much higher level investment in pedagogical inputs in this programme than at present.

- (c) Duration and regularity: The duration of the course at the primary level will continue to be two years. The duration at upper primary level will be three years. Instruction will be imparted for 1/2 hour every day with community singing and/or yoga for 15-20 minutes before the class. Once a project is sanctioned it will continue till all out-of-school children are covered. Under the present pattern a centre takes a 2 year course for one batch of learners and then is either shifted elsewhere or starts another 2 year course. Under the revised pattern, children will be admitted to the centre annually, or from time to time, within the carrying capacity of about 25 children. Where required more than one centre may be started in the same village/habitation.
- (d) Emphasis on upper primary level NFE centres will increase. Even after increase in the number of upper primary schools education of this level may not be available in the large number of habitations. Good quality upper primary level NFE centres will be provided for them, as well as for those who acquire primary level education through NFE.
- (e) The administrative and technical resource support system will be substantially strengthened. In addition to the strengthening of SCERTs, voluntary agencies will be involved for the latter.
- (f) In spite of all the efforts made so far the number of women instructors and pre-raks, as well as number of women in the project and higher level administration, continues to be small. This situation will have to be changed through multi-pronged measures.
- (g) The involvement of voluntary agencies will be enlarged and they would be enabled to run programmes in a creative, flexible and efficient manner. Help may also be taken from voluntary agencies to improve the system of training.

**11.5 Funding :** The Central Government should continue to play a crucial role for provision of funds for NFE, till this complementary system of elementary education gets firmly established. The share of central assistance for mixed NFE projects should be enhanced to 75% it should continue to be 90% for girls' centres. There need not be any rigid proportion between the mixed and the girls' centres.

Further 100% central assistance should be available for special projects aimed at pockets of working children. Financial assistance may be restricted to educationally backward States and educationally backward districts in non-EBS. It is expected that the over all requirement of funds for each NFE centre will increase from Rs. 5,500 at present to about Rs. 12,000 and a provision of Rs. 2500 Crores would have to be made to double the number of projects envisaged for the 7th plan by 1995.

#### **11.6 Scheme of Innovative and Experimental Programmes :**

The experience with this scheme has brought out the fact that not only voluntary agencies but people in government and in institutions of formal education can take up large and interesting programmes of innovation and experimentation. Only a beginning has been made with this scheme so far. With a view to promoting innovation and experimentation, and particularly to explore the various ways in which child-centred primary education programmes may be organised, it will be necessary to expand the scheme of experimental and innovative programmes for elementary education. The financial pattern which envisages grant-in-aid at the rate of 100 per cent will remain unchanged.



## 12. Common School System

The establishment of a Common School system, beginning with the establishment of some neighbourhood primary schools on a pilot basis as recommended by the Education Commission, remains an objective of national policy and has been reiterated in NPE, 1986. The CABE Committee on the Common School system, set up under the Chairmanship of Professor D.S. Kothari, has recommended in its Interim Reports, that while a restrictive approach towards private schools may not be feasible, the "push" factor towards them created by deterioration in the quality of education in Government and local body schools needs to be addressed both by a scheme for their upgradation and by the positive promotion of some schools as neighbourhood primary schools. The Committee further recommends that to achieve this we need a body committed to the promotion of such neighbourhood primary schools in some towns and cities, identifying institutions and assisting them for the purpose on a continuing basis. A scheme for establishment of such a Council for common Schools should find place in Central sector in the Eighth Plan.

## 13. Management of Elementary Education

13.1 The recommendations made in the Section on Elementary Education presuppose (i) that there will be strong administrative structures at the State and district levels, including for MIS; (ii) that effective decentralisation of management and accountability will take place; (iii) that the position of Headmaster will be recognised as an essential feature of the new scenario; and (iv) that as much as possible women will be appointed in management positions in EE.

### State and district level structures

13.2 It is well known that support for administration of elementary education in the State Secretariats and the Directorates of Education is extremely insufficient. A good deal of planning and monitoring responsibility in respect of EE rests with the office of Education Secretary and while some State Governments have created separate Directorates of Elementary Education, this has yet to happen in several other States, including some large ones. Appropriate strengthening will have to be done in the State Secretariat and separate Directorates of Elementary Education are recommended in the States. It would perhaps be desirable to designate the Director of Elementary Education as Secretary/Special Secretary. It will also be necessary to select this officer and staff with special care.

13.2.1 A separate district level machinery for EE exists at present only in 2-3 States. Till the position of CEO is created, suggested that a separate district level officer for elementary education should be appointed. He/she should have the same status as the person in charge of other educational activities. Due care will, of course, need to be taken in selection and training of district EE officers. This reorganisation would entail an expenditure of Rs. 28 crore approximately.

The system of MIS will require ensuring availability of hardware, training of concerned personnel and an efficient supervisory system. It would be necessary to have a Centrally Sponsored scheme for this purpose, and a provision of Rs. 2.45 crores.

### 13.3 Decentralisation

13.3.1 Detailed recommendations regarding decentralisation have been made by the Working Group on Educational Management. It would suffice here to say that we should establish District Boards of Education, which should be a part of the panchayati raj system in States where such systems have been set up, and separately coordinate states where district level panchayati raj bodies have not come into being. Early efforts will also have to be made for establishment of DIETs.

13.3.2 Special attention will have to be given to creation of school complexes. It needs to be emphasised that each school complex should be provided a whole-time coordinator, whose work would relate mainly to provision of advice regarding micro-planning and programmes for improvement of quality of education. (Financial provisions for these outlays are reflected as part of the outlays on microplanning).

13.3.3 It would also be necessary to set up Village Education Committees on the lines indicated in PCOAA and Report of the Working Group on Educational Management. Keeping in view the compulsions of micro-planning, testing and evaluation, and overall improvement of quality of education, it shall be necessary to train village animators and women activists who may be able to provide real guidance to VECs. We have to move towards making the entire system of basic education (AE, NFE, EE, CE) accountable to VECs.

#### 13.4 **Headmasters**

It is necessary to provide a distinct position of Headmasters/Headmistresses (HM) in all Upper Primary as well as Primary Schools having three or more teachers. (In 2-teacher schools one of them may be designated head-teacher). While the position of HM of Upper Primary School should be equivalent at least to PG/T, in Primary Schools it should be of the level at least of TGT. It is not educational qualification or seniority which should be the consideration in appointment of a person as HM. Experience as a successful teacher/HM in a primary/upper primary school, leadership qualities and personal character should be the main considerations. HMs should be given appropriate administrative and financial powers, including full powers for use of contingency funds and representation on VEC. Training of HMs will be a matter of great importance. DIETs should organise special training programmes for them.

#### 13.5 **Women in Management**

It has been the policy for a long time to appoint as many women teachers as possible. It has also been stressed in NPE, and indeed in this document, that the whole educational system has to be revamped to be effective and contribute to the goal of women's equality. From these points of view, and also keeping in view the better understanding among women of the problems of children, most of the personnel—from the highest in the State Secretariat to coordinators of school complexes and members of VECs—in the management of NFE will be women. Necessary modification in selection procedures will be made in this regard.

### III EARLY CHILDHOOD EDUCATION

#### I. Review of Past Growth

1.11 Development of pre-primary education in India has been of comparatively recent origin, with first institutions starting around the end of the 19th Century. The beginning of the 20th Century saw the setting up of such institutions in Maharashtra. Subsequently, with the visit of Madame Montessori in the thirties, early childhood education got a boost and pioneers like Tarabai Medak and Gijubhai Badheka in Western India and Arundale in the southern part of the country started institutions for pre-school education and also teacher training institutions on the Montessori lines. These efforts were sporadic and were all under-taken by the voluntary organisations. However, these efforts continued and extracted an assurance of Government's support by way of recommendations from the CBE (1994) which led to the gradual acceptance and expansion of pre-primary education as a necessary adjunct to elementary education.

1.22 In quantitative terms, the number of schools has increased from 303 in 1950-51 to 3,500 in 1965-66 to 4,500 in 1986-87. The corresponding increase in enrolment has been from 28,000 to 2.50 lakh to 12.72 lakh children.

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Year	Institutions*	Enrolment*
1950-51	303	28,000
1965-66	3,500	2,50,000
1986-87	4,500	12,72,000

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\*Source : Report of Group appointed by CBE Committee on Elementary Education to study linkages of ECCE with EE.

1.13 However, pre-primary schools are not the only models for imparting pre-primary education. By far the largest model is the Integrated Child Development Services Scheme with a coverage of 46.67 lakh beneficiaries in 1987-88 through 88,400 centres. Altogether, 62.24 lakh children were covered under the pre-primary sector through the ICDS, the Balwadis, the Creche and Day Care Centres, the pre-primary schools and the Early Childhood Education Centres :

## Early Childhood Education Centres:

Programmes	No. of Centres	Enrolment in Lakhs
ICDS	888,400	46.657
Balwadis	5,000	1.560
Early Childhood Education	4,500	1.355
Enrolment in pre-primary Centres and pre-primary Classes in Primary Schools	—	12.772
		<u>62.224</u>

\*Source : Draft Operational Plan: Department of Women & Child Development; Selected Educational Statistics 1986-87.

1.4 This number, however, amounts to only 11.42% of the total 532.5 lakh children in this age group. It is obvious that we still have a long way to go before we reach the target laid down in the Plan of Action (POA) of the National Policy on Education, 1986 (NPE), viz., 70% coverage by 2000 A.D.

## 2. Objectives in the Eighth Plan

The task before us seems all the more daunting when we look at the qualitative aspects of the programme established. The objective of Early Childhood Care Education, as stated in the NPE, is the total development of the young child in the age-group 0-6, with special emphasis on children belonging to underprivileged groups and first generation learners. The NPE views ECCE as an important programme in its own right. The role of ECCE is also envisaged in the context of

- preparation of children for primary school.
- support service for girls in UPE
- support service for working women in low-income groups.

## 3. Content

Being holistic in approach, ECCE must attend to all aspects of the child's development. The content of ECCE, in addition to the vital and central inputs of health care and nutrition, is a programme of structured and unstructured play activities, play materials and learning experiences which promote the social, emotional, mental, physical and aesthetic development of the child. The entire effort is directed towards providing a natural, joyful and playful environment to the child taking care of providing all necessary inputs for his proper development and growth without in any way putting any restraints or constraints on him.

## 4. Target Groups

The POA has defined some of these groups as follows :

- very poor urban slum communities;
- ecologically deprived areas where children are required to fetch fuel, fodder, water and do other household chores;
- family labour and household chores in rural areas and artisan households;

- working children in the unorganised sector;
- innerrent, or seasonal labour, who have a mobile and transient life style, like road workers;
- construction workers in urban and rural areas;
- landless agricultural labour;
- forest dwellers and tribals in remote areas;
- residents of remote isolated hamlets.

### 5. Programmes

The main vehicle for ECCE is the ICDS, which has the largest outreach and which, with planned expansion, will be able to reach 80% of the vulnerable population by the end of the Eighth Plan. The group recommends that steps be initiated to make ICDS respond effectively to all the needs mentioned in the previous paragraph and referred to in the NPE. This can be done by

- Strengthening the pre-school education component of ICDS.
- adapting its location, duration and other elements in order to serve as a support service for enrolment, particularly of girls in Elementary Education; and
- adapting its location, duration and other elements in order to serve as a support service for low income working mothers.

### 6. Strategies

6.1 **Model and Approaches** : Strategies to achieve the objectives are of two types-one is concerned with the development of structures and programmes, and the other with approaches that cut across all programmes, and structures and suggest new activities and policies which may well be centred around other institutions. Needless to say that different strategies may have to be adopted for urban and rural areas. The various models suggested below describe structures and organisational approaches for the delivery of ECCE. It is envisaged that by addition of inputs not now available and adaptation, all the existing programmes for the young child will approximate to one or other of these models. These are suggestive and by no means exhaustive:

- i) ECCE model (0-6 years) attached either to a primary school or to an NFE centre or run independently. The possible attachment to an NFE Centre is also referred to in the section of Non-Formal Education and other alternatives to the primary school. However, in most cases this would, in fact, be an ICDS centre.
- ii) ECE model (3-6 years). This model is most appropriately attached to a primary school using the infrastructure of the school system.
- iii) Primary school preparation model. This model is envisaged as an application of ECE to the existing primary school programme either through a summer school readiness programme of a "first month project" covering the first six weeks or so for new entrants in Class I.

6.2 Certain broad approaches may be implemented through diverse institutions and services:

1. The use of mass media on a large scale to create awareness about the significance of early childhood and ways of promoting child development.
2. The involvement of older children in health care and education of younger children through child-to-child activities, which may include making of toys, participating in games and creative activities for mental stimulation, promoting health habits, cleanliness and nutritional awareness. Activities for child-to-child programmes can be taken up by primary schools, health centres, non-formal education centres, libraries, Bal Bhavans, voluntary agencies and community centres.
3. The involvement of mothers/other family adults through home-based activities for children's development.

## 7. Training

- 7.1 Training of personnel will have to play an important role in ECCE. Equal emphasis would need to be placed on pre-service and in-service refresher training. Training modules must be relevant to the areas in which programmes will be implemented and have an inbuilt flexibility for purposes of adaptation. As far as possible pre-service training for field level and middle level workforces must be planned on the "sandwich" pattern alternating periods of field placement with periods of centre based exposure to theory and practicals.
- 7.2 Selection of training institutes is crucial to providing appropriate training. Existing institutes with experience in the field of training like colleges of Home Science, schools of social work, University Dept of Education etc. can be assigned the task of training different categories of workers. Voluntary Organisations working at the field level may be utilised for mobile or field based training. Minimum infrastructure must be spelled out: adequate provision for prototypes, aids, library, salaries, etc. Training institutions may utilise their existing upto a point by payment of honorarium, but because field-based training requires extensive supervision, separate training cells, would need to be provided.
- 7.3 Various types of training programmes may be envisaged for each level of training ranging from orientation-cum-contact programmes & refresher courses to long duration courses. In any event, the expenditure on training, amounting to about Rs. 2000/- per head at the present rates, would need to be revised substantially about 3 times this amount.
- 7.4 Regarding materials, the play material in ECE Centres may require a recurring budget provision of Rs. 1000/- per Centre. Similarly about Rs. 1000 per Centre will need to be provided additionally for material for children at age-groups where these are covered. Stress will also have to be laid on the development of printed material and on the use of radio and television for appropriate children's programmes. There would be need to provide for support programmes relating to children's material, in the form of reference libraries and resource centres and appropriate forums for dissemination e.g. through annual exhibitions or workshops. Similarly, there will need to be substantial provision for the development, production and dissemination of training materials.

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## IV. TEACHERS AND TEACHER EDUCATION

### I. BACKGROUND

#### Basic Statistics

1.1 According to the Fifth All India Educational Survey, as on 30.9.86, there were 36.92 lakh school teachers in the country. Their stage-wise details were as follows:

School Stage	No. of teachers		Percentage of		Pupil-Teacher Ratio
	Total	Untrained (in lakhs)	Trained Teachers	Lady Teachers	
(1)	(2)	(3)	(4)	(5)	(6)
a) Primary	18.65	2.48	86.7%	30.6%	44
b) Upper Primary	9.21	1.17	87.3%	32.2%	29
Total-Elementary (a+b)	27.86	3.65	86.9%		
(c) Secondary	6.82	0.67	90.2%	28.1%	21
(d) Hr. Secondary	2.23	0.25	88.6%	29.3%	15
Total-Sec.+Hr.Sec. (c+d)	9.05	0.92	89.8%		
<b>Total for all stages (a+b+c+d)</b>	<b>36.92</b>	<b>4.57</b>	<b>87.6%</b>		

1.2 On the basis of the trend in growth of teacher population over the period 1983-87, one could assume, for the sake of rough estimation, an annual growth rate of 4% and 5% for elementary and secondary/higher secondary teachers respectively. Based on these assumed growth rates, the estimated number of teachers by stages, on 30.9.92 (i.e. the mid-point of the VIII Plan) works out as follows:—

Teachers at school stages	Estimated number as on 30.9.92 (in lakhs)
a) Primary	23.6
b) Upper Primary	11.6
Total-Elementary(a+b)	35.2
c) Secondary and Hr. Secondary	12.0
Grand total for all stages(a+b+c)	47.2

Roughly speaking, the average number of total and elementary school teachers over the VIII Plan period could thus be taken as 47 lakhs and 35 lakhs respectively.

All planning in teacher education for the VIII Plan period would have to be done keeping in view the above broad figures.

## 2. NPE and POA on Teachers and Teacher Education

The National Policy on Education, 1986 took full cognisance of the crucial importance of teachers in implementation and envisaged the following two sets of measures to ensure that teachers perform their role:—

### (i) Overhauling of the system of teacher education, comprising:—

- (a) new programmes to “emphasize continuing education and the need for teachers to meet the thrusts envisaged in this Policy”;
- (b) establishment of District Institutes of Education and Training for organising preservice and service courses for elementary school teachers and for personnel of non-formal and adult education systems;
- (c) upgradation of selected Secondary Teacher Education Institutions “to complement the work of SCERTs”;
- (d) creation of networking arrangements between Institutions of Teacher Education and Universities/Departments of Education;
- (e) National Council of Teacher Education (NCTE) to be provided “necessary resources and capability to accredit Institutions of Teacher Education and provide guidance regarding curricular and methods, and
- (f) promotion of school complexes “on a flexible pattern so as to serve as networks of institutions as synergic alliances to encourage professionalism among teachers, to ensure observance of norms of conduct to enable the sharing of experiences and facilities”.

### (ii) Other measures to ensure quality and motivation among teachers, e.g.

- (a) Streamlining of the system of recruitment, transfers/postings, and evaluation of teachers;
- (b) Pay and service conditions commensurate with their responsibilities, and as uniform as possible throughout the country;
- (c) Adequate promotion opportunities, incentives for good performance and disincentives for poor performance, and
- (d) Professional freedom and full involvement in formulation and implementation of education programmes.

In addition to the above, the POA also envisages special measures for providing housing facilities for teachers in urban as well as rural areas and says that, for this purpose, budgetary resources will be supplemented by institutional finance.

## 3. Teacher Education : The Present Position

### 3.1 Centrally Sponsored Scheme of Teacher Education

3.1.1 Pursuant to the adoption of the NPE, 1986, a Centrally Sponsored Scheme of Teacher Education was approved in 1987-88 having the following five components:

- (i) Orientation of about five lakh teachers every year, in 10-day camps, to increase their motivation and competence for implementation of the new Policy (This component was started in 1986 itself immediately after the adoption of new Policy, and much before the approval of the larger Central Sponsored Scheme);
- (ii) Setting up of about 400 District Institutes of Education and Training (DIETs);



(i) Strengthening of about 250 Secondary Teacher Education Institutions (STEIs) and development of about 50 of them as Institutions of Advanced Study in Education (IASEs);

(ii) Strengthening of SCERTs; and

(iii) Establishment and strengthening of University Departments of Education (by the UGC).

3.11.2 Coverage under the programme of Mass Orientation of School Teachers (MOST) during its first three years has been as follows:—

Year	No. of teachers covered (in lakhs)		
	Primary	Upper Primary and Secondary	Total
1986	3.26	1.40	4.66
1987	3.07	1.35	4.42
1988	2.98	1.41	4.39
Total	9.31	4.16	13.47

(Note—figures for 1988 are provisional)

The 1988 fund of the programme was yet to be completed in July '89.

3.11.3 In the first year of the programme, accent was on explaining to the teachers the new Policy and its implications. With each successive year, emphasis has been gradually shifting from Policy to upgradation of professional competence. During 1989, efforts have been made to deliver to primary school teachers working in blocks covered under Operation Blackboard (OBB), a special package designed to impart skills in the use of OBB materials and generally, to adoption of a child-centred approach.

It is expected that, by the end of the Seventh Plan period, about 18 lakh teachers would have been covered under the programme.

3.11.4 During the first two years of implementation of the Centrally Sponsored Scheme of Teacher Education, Central assistance has been sanctioned for setting up DIETs and strengthening STEIs to the extent shown below:—

Category of institutions	No. sanctioned		
	1987-88	1988-89	Total
1. IIEI	101	114	215
	(+1 under IBADEP)		(+1 under BADEP)
2. Strengthening of STEIs			
i) Colleges of Teacher Education (CTEs)	88	14	22
ii) IAs	77	3	10
Total	155	17	32

As envisaged in the NPE, phasing out of sub-standard, surplus and malpractising teacher education institutions has been made a pre-condition for sanction of any Central assistance under the Centrally Sponsored Scheme. Since setting up of DIETs and strengthening of SITEEs involves construction of additional buildings, procurement of a variety of equipment, and recruitment of specialised staff in considerable numbers, it is expected that nearly all the above institutions would become fully operational during the VIII Plan only.

3.1.5 Allocation for the Teacher Education Scheme for 1989-90 is again Rs.50 crores. The extent to which more DIET/CTE/IASE projects would get approved this year would depend on the extent to which claims are received from States for release of second instalment for projects sanctioned in the earlier years. At present, however, it looks as though it may become possible to sanction another 50 to 60 new DIET/CTE/IASE projects this year. Thus, we might perhaps end the Seventh Plan period with about 250 DIETs and 50 CTEs/IASEs having been sanctioned.

3.1.6 No assistance could be sanctioned for strengthening of SCERTs during the first two years of the Scheme. Implementation of this component is expected to begin during 1989-90.

3.1.7 UGC is working out details of the fifth component of the Scheme, viz. strengthening of University Departments of Education, and it appears that it would get taken up for implementation during the VIII Plan only.

### 3.2 **Teacher Training component in other Centrally Sponsored Schemes.**

While institutions of teacher education are being strengthened during the Seventh Plan under the Centrally Sponsored Scheme of Teacher Education, funds for actually organising programmes of in-service training of teachers are being provided under a variety of other Centrally Sponsored Schemes also. Some of these Schemes are as follows:—

- (1) Vocationalisation
- (2) Improvement of Science Education in Upper Primary and Secondary Schools
- (3) Environmental Orientation to School Education
- (4) CLASS
- (5) Integrated Education for Disabled Children
- (6) Non-Formal Education
- (7) Adult Education

Some of these Schemes were started more or less simultaneously with the Teacher Education Scheme, while others are older.

### 3.3 **The twin problems of (i) Under qualified Teachers, and (ii) Mismatch between demand and supply of trained teachers**

#### 3.3.1 **Underqualified teachers :—**

The present notionally recommended norm for appointment as teachers in elementary schools is Higher Secondary (12th) and two-year course in elementary teachers training. As against this, the provisional figures

obtained from the Fifth All India Educational Survey of teachers at the elementary stage with High School (10th) or less qualification are as follows:

Category of teachers by schol stage	Qualification-wise no. of teachers (in Lakhs)								
	Below Middle			Middle			High School		
	Trd	Untrd	Total	Trd	Untrd	Total	Trd	Untrd	Total
1. Primary	0.06	0.034	0.09	2.13	0.29	2.41	8.28	0.95	9.23
2. Middle	0.01	0.002	0.01	0.45	0.03	0.49	3.51	0.25	3.76
Total :	0.07	0.036	0.10	2.58	0.32	2.90	11.79	1.20	12.99

State wise break-up of the above figures is given in Annex 6.

The above figures show up the following important features:—

- (i) There were roughly 2½ lakh teachers at the primary stage who had Middle or less qualification. Of these, roughly 13% were untrained and the rest were reportedly trained.
- (iii) At the Middle stage, there were about 50,000 teachers who themselves had Middle or less qualification—of these about 8% were untrained and the rest were reported as trained. On the other hand, the number of teachers at this stage with High School or less qualification was 4.26 lakh, of whom 7% were untrained and the rest reported as trained.
- (ii) There were about 36,000 elementary school teachers in the country who had Middle or less qualification and were untrained as well. There were another 24,800 untrained teachers at the Middle level, with a High School qualification. This group of about 61,000 elementary school teachers, *prima facie*, needed 'content upgradation' as well as professional training. Nearly all of these teachers were concentrated in the following four groups of 18 States:—

#### Untrained Teachers

	At Ele. level with Middle or less qualification	At Middle level with High School qualification	Total (2+3)
(a) North-eastern States (except Arunachal Pradesh)	13,617	8,605	22,222
(b) Eastern States of the Eastern Region West Bengal, Bihar and Orissa)	8,736	5,788	14,524
(c) Other States (UP, MP, Rajasthan, J and K and AP)	5,659	3,809	9,468
(d) Gujarat, Maharashtra, Kerala and Karnataka	7,292	6,304	13,596
Total	35,304	24,506	59,810

\* State wise break-up of the above is given in Annex 6 A.

- (iv) For those teachers who did not possess requisite academic qualification but were trained, the crucial aspect to investigate would be the nature of training imparted to them. If it comprised professional training as well as 'content upgradation' to the requisite level, the teachers concerned need not be treated as 'underqualified'. On the other hand, if it did not specially take care of 'content upgradation' but was the same course of training as was meant for persons having requisite academic qualification, it cannot be treated as adequate, and all teachers would have to be categorised as underqualified.
- (v) The backlog of underqualified teachers would depend on (iii) and (iv) above. While the number involved in (iii) is determinate (61,000), that involved in (iv) can only be ascertained after necessary scrutiny of the State-wise position of nature of training imparted. It nevertheless seems reasonably clear that the number of 'underqualified teachers' in the country needing remedial 'content upgradation' courses of a very basic kind, sizeable, and could well be a lakh, if not more.

### 3.3.2 The problem of mismatch between demand and supply of trained teachers

Annex 7 gives State-wise figures of:—

- (i) Number of untrained teachers working in various categories of schools as on 30.9.87, and
- (ii) Number of persons of the following categories on the live register of employment exchanges:—
  - a) Persons registered for the post of elementary teachers as on **31.12.85**, though not necessarily trained (more recent data was not available with D.O.G, E and T), and
  - b) Persons with B.Ed. or equivalent qualification **as on 30.6.88**

The above table shows up the following important features:—

- (i) There are three categories of problem States as far as untrained teachers are concerned:—
  - a) States where untrained teachers' backlog is high both in absolute and percentage terms, viz. West Bengal, M.P., Assam and Orissa;
  - b) States where the backlog is high in absolute but not in percentage terms, viz. U.P., Bihar, Rajasthan, Maharashtra and Karnataka; and
  - c) Smaller States where backlog is high not in absolute but in percentage terms, viz. J and K, Sikkim, Meghalaya, Arunachal Pradesh, Nagaland, Mizoram, Manipur and Tripura.

State wise details in regard to the above three categories of States are brought out in tabular form in Annex 7A. Generally speaking, the problem of untrained teachers would be more difficult to tackle in (a) and (c) category States than in (b) category ones. The former (i.e. a and c category) could therefore be termed 'problem States' as far as untrained teachers are concerned.

- (ii) The problem of unemployed teachers is serious in the following States/UTs:—

States/UTs with a high backlog of unemployed Elementary as well as Secondary Teachers:—

Maharashtra, A.P., Karnataka, Kerala, U.P., Bihar, Rajasthan, Punjab, Haryana, H.P., Chandigarh, West Bengal, Orissa

States/UTs with a high backlog of unemployed Secondary Teachers only:

M.P., Delhi, Gujarat, Tamil Nadu

- (iii) The following eight States have both kinds of problems on a large scale i.e. the backlog of untrained teachers as well as of unemployed teachers exceeds or approximates 10,000 in each of them:

State	Elementary Teachers		(Figures in Thousands) Secondary Teachers	
	Untrained	Unemployed	Untrained	Unemployed
1. U.P.	113.5.5	24.8		
2. Bihar	111.7.7	23.0		
3. M.P.	N.A.A.	8.2		
4. Rajasthan	114.1.1	10.1		
5. West Bengal	832.2.5	20.9	55.1	
6. Orissa	114.4.0	14.5		
7. Maharashtra	115.5.5	27.6	9.4	
8. Karnataka	110.0.1	32.1*		

(N.A. = Not Applicable, since at least one of the figures is less than 10,000)

The State Govt. subsequently reported a figure of 51,000 in 1987-88.

## II. TEACHER EDUCATION IN THE VIII PLAN—PRIORITIES, OBJECTIVES AND STRATEGY

### 4. Teacher Education in the VIII Plan—Priorities

The scope of teacher education is vast and there is always the danger of attempting to do too much in too short a time and with inadequate resources. Therefore, it is important that VIII Plan proposals are formulated in the light of certain overall priorities.

In School Education sector, Universalisation of Primary/Elementary Education (UPE/UEE) will continue to be the paramount objective during the VIII Plan period. It follows therefore that in Teacher Education sector also, those areas should be given overriding priority which have a bearing on the above goal. In specific terms, therefore, Elementary Teacher Education must get requisite priority in the Teacher Education sector, and within Elementary Teacher Education those interventions would have to be given priority which are directly relatable to UPE/UEE. Whatever resources made available in the area of Teacher Education during the VIII Plan must, in the first instance, be applied to the primary/elementary teacher education sub-sector to the extent necessary to achieve the goal of UPE/UEE. Resources should be allocated to other areas only to the extent available after meeting the above first charge.

### 5. Teacher Education in the VIII Plan—Objectives

Subject to the above framework of priorities, objectives for the VIII Plan in the Teacher Education sector may be stated as follows:—

- (i) Improvement in the content (including relevance) and process of pre-service teacher education programmes;
- (ii) To ensure, as far as possible, continuing education of a suitable kind for every teacher and teacher educator to facilitate their professional development, and to equip them to implement the thrusts envisaged in NPE, 1986;
- (iii) Improvement in the quality of teacher education institutions and phasing out of sub-standard and unpractising ones; and
- (iv) Liquidation of the large backlog of serving teachers who are either underqualified and/or untrained, in some states, and of unemployed trained teachers in others, and generally removing the mismatch which exists between demand and supply of trained teachers in several parts of the country.

### 6. National Council of Teacher Education (NCTE)

Before we come to spelling out the programmatic strategy for the VIII Plan for achieving the above objectives, it would be useful to first outline what is intended to be achieved through the intervention of the NCTE. The NPE 1986 and its Programme of Action envisage conferment of statutory status on the NCTE to enable it "to accredit teacher education institutions and provide guidance regarding curricula and methods". Pursuant to this, steps are being taken to make NCTE a statutory body which will lay down basic norms and guidelines regarding teacher education courses and institutions. The statutory Council would see to it that only such courses and institutions as conform to its broad guidelines, are allowed to continue, and sub-standard ones are phased out.

### 7. NCTE's role in the context of the VIII Plan objectives

One of the VIII Plan objectives stated in para 5 above, (i) will be the responsibility solely of the statutory NCTE, while it would have an important role to play in achieving (iii) also, in as much as it would disaccredit

sub-standard and malpractising institutions and work towards improvement in standards of others. The nature of NCTE interventions would be of an academic and/or regulatory nature and crucial though they would be they would not have very large financial implications. On the other hand, achievement of objectives (ii) and (iii) stated above as also of (iii) to the extent it envisages improvement of existing TEIs, would have considerable financial implications which need to be reckoned while formulating our programmatic strategy in the Teacher Education sector for the VIII Plan period.

## 8. Teacher Education in the VIII Plan :: Strategy

To achieve the objectives stated in para 5., following would be the main elements of our strategy (best NCTE interventions):-

### A. In the Central Plan:

- (i) Creation and strengthening of Necessary Institutional Infrastructure through
  - (a) continuation of the Teacher Education Scheme so as to achieve the left-over targets of the VIII Plan (i.e., say, the remaining 150 DIETs, 200 CTETs/IASEs, and strengthening of a number of SCERTs and University departments of Educational Studies), and
  - (b) continuing support to the 250 DIETs and 50 CTETs/IASEs likely to be sanctioned by the end of the Plan, both for non-recurring and recurring items - the former to make good the deficiencies still left at the first dose of Central assistance, and the latter to ensure that these institutions are not starved of funds taking up, on an adequate scale, in service training and other activities, which was the precise purpose setting them up.
- (ii) A variety of programmes for in-service and continuing education of teachers, including establishment of distance education facilities for the purpose, so as to provide at least certain minimum service education inputs to every teacher over the VIII Plan period.
- (iii) Improvement in the process of Teacher Education through, inter alia :-
  - (a) a suitable HRD programme for Elementary and Secondary Teacher Educators and for staff in SCERTs, and
  - (b) promotion of preparation and production of good quality teaching learning material in Indian languages for pre-service and in-service teacher education programmes.

### B. In the State Plans :

- (i) Elimination of backlog of underqualified and/or untrained teachers within the VIII Plan period, through package of measures,
- (ii) Strengthening of TEIs not selected for upgradation into DIETs/CTETs/IASEs but whose continuation necessary on manpower considerations, and
- (iii) Opening of new TEIs, especially ETEIs, in States where manpower requirements so warrant.

Specific programmes to operationalize the above strategy are being discussed in the following sections and their rough financial implications have been given in **Chapter-5**. Following is a summary of the required financial outlays:-

Central Plan :—	Rs. 1560 crores
State Plan :—	Rs. 360 crores
Total :	Rs. 1920 crores

### III. PROGRAMMES IN THE VIII PLAN PERIOD-CENTRAL PLAN

#### 9. Creation and Strengthening of Institutional Infrastructure

##### 9.11 Leftover Targets of the Teacher Education Scheme from the VII Plan:

As already noted, there is likely to be a shortfall in meeting VIII Plan targets to the extent of about 150 DIETs and 2000 CTEs/ASEs, besides a substantial number of SCERTs and University Departments. In view of the crucial role of these institutions in the educational reorganisation visualized in NPE, 1986, the Scheme should be continued during the VIII Plan, with suitable revised financial norms, and remaining targets met. For SCERTs, in particular, norms of central assistance should be considerably enhanced because the originally fixed ceiling of Rs.15 lakhs (on a making basis) has turned out to be totally inadequate. There is also every possibility that, for a certain number of DIET, CTE/ASE and SCERT projects sanctioned in the VII Plan period, the second instalment of non-recurring assistance would not be released during this Plan period. Such spill-over liability would also have to be met in the VIII Plan. The component of establishment and strengthening of University Departments of Educational Studies may continue to be funded through the UGC.

##### 9.12 Continuing Support to DIETs, CTEs and IASEs established during the VII Plan :

The earliest lot of DIETs, CTEs and IASEs were sanctioned in February-March, 1988. Since these were the very first institutions of their kind ever sanctioned, they are likely to take at least two years to get fully operationalized. Nearly all actions for such projects in 1988-89 also could issue in the last quarter only, because only by then could States show tangible progress in regard to the 1987-88 projects. Though the projects sanctioned in 1988-89 should take less time than the first lot of them, one year is an absolute minimum for any project of this nature to be implemented.

As of now, recurring Central assistance for the above items would cease as on 31.3.1990. However, that will be precisely the time when they would be becoming more or less fully operational. Nothing would be more disabling for them in achieving their objectives, than for Central support to get withdrawn at that crucial state, because States would find it extremely difficult to fund these institutions for in-service programmes and other recurring items on the scale envisaged, so soon after their establishment. In fact, nearly all of them have already expressed their inability in this behalf, and some are even having second thoughts about posing any more projects for Central assistance during the VII Plan period. Therefore, in the interest of the larger objectives of the Scheme, it is imperative that Central assistance for recurring expenditure be continued for all VII Plan institutions in the VIII Plan also. Further, due to limitations of financial norms settled in 1987-88, and the escalating costs of construction and equipment, most of these institutions would need an additional dose of non-recurring Central assistance also towards hostel, staff quarters, library, etc. Provision @ Rs. 25 lakhs per institution, on an average should be made towards second dose of Central assistance for VII Plan institutions, so that they are able to really come up as well-equipped and capable institutions.

#### 10. In-service and continuing education of teachers

##### 10.11 Objectives and General Considerations :

Before we come to the logistics of providing in-service and continuing education to teachers, let us briefly consider its objectives. These could perhaps be summarised as follows:—

- (i) To develop in every teacher, as far as possible, knowledge, skills and attitudes which may be necessary for him to effectively implement the main components of educational policy, and
- (ii) To afford teachers opportunities of professional growth suited to their individual background, aptitude, talent and choice.

In the context of the first objective stated above, main components of NPE, 1986, in the Elementary and Secondary Education sectors have been listed in **Annex-8**.

One major difference between in-service training of primary and secondary school teachers in the respective areas listed above is that while primary teachers constitute a relatively homogenous group to which a broadly same set of knowledge and skills have to be imparted, at the secondary level, these become, if not subject specific at least, discipline specific, i.e. a teacher in Humanities would have to be trained differently from one in Science, Commerce or Vocational subjects. Teachers of upper primary stage fall in between these two categories.

The subject-discipline specificity of the training needs of secondary (and, to the extent applicable, of upper primary) teachers would have to be kept in view in devising suitable programmes for them.

## 10.2 In-service education of Teachers : Modalities

Ideally, decisions about ways of providing in-service education in a cost-effective manner should be taken based on findings of appropriate research, keeping in view the objectives stated in para 10.1 and the relevant areas listed in Annex 8. However, research in this area, especially in the context of the NPE, is not quite adequate. While it is hoped that the statutory NCTE will examine the matter in depth and also promote appropriate research in this area, for the present, formulation of a desirable pattern of in-service education for teachers has to be attempted on the basis of available expert opinion, and on considerations of **a priori** and practical nature.

The NCT-I, in its report submitted in March, 1985, had recommended that "attendance at in-service training course be made mandatory for every teacher at least once in five years", that the length of such a course may be two weeks, and that a provision of Rs. 500/- per trainee be made for such a programme. The NCT-I had also in addition recommended a variety of other methods for providing in-service education to teachers.

The report of the NCT-I pre-dated the NPE, 1986. In view of the ambitious goals of quality improvement and universalisation stated in the NPE, a training course of two weeks may prove inadequate. Still, based on NCT's recommendations and other relevant considerations, a pattern of the following could be suggested as being desirable for every teacher to undergo:—

- (i) Training in the contact mode of a **minimum** duration of two weeks (preferably 3-5 weeks) over a five-year cycle. This could be through a single contact programme or more than one, shorter programmes, as may be found feasible and effective;
- (ii) Regular professional meetings during the academic session at the level of the school (in the case of Secondary/Higher Secondary schools) and of school complex (in the case of elementary schools) where—
  - (a) teachers could receive in-service education messages through audio-visual aids and through interaction with resource persons and peer group; and
  - (b) messages conveyed through contact, audio-visual and other modes could be validated and reinforced through demonstrations, sharing of experiences, etc.; and
- (iii) Professional support through the print media.

In the next three paragraphs (10.3—10.5) programmes are being suggested to operationalise the above modalities.



## 10. In-service education programmes in the contact mode

In-service education programmes will have to be organised, in the first instance, in the DIETs and CTEs/IASEs being set up under the Centrally Sponsored Scheme. However, even when all 400 DIETs and 250 CTEs/IASEs are established in the country, and all of them become fully operational, they would be able to organise contact programmes on the above pattern for only a part of the entire teacher population, as would be clear from the following table:—

Category of teachers	Estimated no. at the middle of VIII Plan	No. of teachers to be trained annually so as to cover all in five years	Estimated no. of teachers one DIET/CTE/IASE could train in a year through progs. of min. 2 weeks' duration	Total no. of teachers who could be covered by 400 DIETs/250 CTEs and IASEs annually
1. elementary teachers	35.0 lakhs	7.0 lakhs	600	2.4 lakhs (in 400 DIETs)
2. secondary (1 Hr. Study) Teachers	12.0 lakhs	2.4 lakhs	600	1.5 lakhs (in 250 CTEs/IASEs).

It would thus be seen that even after the targetted number of 400 DIETs are established, they would be able to cover barely a third of the target elementary teacher population. In the case of CTEs and IASEs, this coverage would be around 60% (It needs, however, to be kept in mind that, by the end of VII Plan, we would have set up only the fifth of the targetted CTEs/IASEEs; operationalisation of all the full 250 CTEs/IASEs may be achieved only towards the end of the VIII Plan period.) Therefore, ways would have to be devised of organising contact programmes for those teachers who cannot be trained in DIETs/CTEs/IASEs. This could be done in the following manner:—

- (i) States where the intake in pre-service training course is considerably in excess of the annual requirement for trained teachers, and which have a considerable backlog of unemployed trained teachers but not too many untrained servicing teachers (examples are UP, Kerala, Karnataka, Andhra Pradesh and Tamil Nadu), and institutions which are not to be upgraded into DIETs/CTEs/IASEs should be made to switch over wholly or substantially from pre-service to in-service training activity.
- (ii) NCERT has been implementing for the last several years a Scheme of Centres of Continuing Education (CCEs) for in-service education of Secondary Teachers and Primary Teacher Educators, dividing the financial liability equally with the State Governments. In August, 1989, there were a total of 112 CCEs in 20 States and 3 UTs. According to available information, only about a third of these CCEs were really active. These Centres are opened in existing Colleges, STEIs or Higher Secondary Schools. During the last two years, six STEIs which were also running CCEs have been upgraded under the Teacher Education Scheme—five into CTEs and one into IASE. Therefore, these six CCEs would naturally get merged with the CTEs/IASEs. Of the remaining ones, those which have done or have the potential of doing good work, should be continued, with suitably enhanced inputs from the NCERT. In addition, some States have their own Centres of this kind. Both these types of Centres may continue and contribute their share in the numerical coverage of teachers.
- (iii) DIETs are being set up only in the Govt. sector, while in the secondary education sector, non-Govt. institutions are also eligible for upgradation as CTEs/IASEs. However, in Elementary as well as Secondary

teacher education sectors, non Govt. organisations and institutions are available which, although they may be assisted under the above two components, could be utilized for running programmes of in-service education, in view of their expertise and past record in this area. The capacity and resources of such NGOs may also be utilized for running appropriate programmes, with Govt. funding.

- (iv) In a large number of districts, it would not be possible to cover the entire teacher population, in the VIII Plan period, even after taking recourse to all the above modalities. For such districts, the number of teachers who would still remain uncovered would have to be estimated, and for them, an MOST—like programme should continue during the VIII Plan period as well. However, it should be designed after carefully evaluating the experience gained during the VII Plan, and may, in particular, have the following distinguishing features:
  - a) In general, a duration of 12 working days (total 13 days, including one Sunday) instead of the present 10 working days (total 10 days).
  - b) The programme will aim at developing specific pedagogical skills and competencies. In the case of Elementary teachers, these will relate primarily to the areas listed in **Annex-8**. For Secondary teachers, these would in addition be discipline/subject-specific. Expected outcomes will be clearly defined, and rigorous programme evaluation done vis-a-vis those.
  - c) Secondary teachers (and to the extent necessary, Upper Primary teachers) will be trained in a group belonging to the same subject/discipline. In general, trainee groups will be made more homogeneous, and a variety of training packages developed to suit the needs of different types of target groups. Development of group-specific training packages will be done as much as possible at the State level, with the NCERT providing cover all framework and guidance.
  - d) Appropriate films will be produced and telecast to provide suitable back-up to the new packages.
  - e) It will be ensured that heads of institutions and field level supervisors are also suitably covered under the programme.
  - f) Use of the lecture method will be minimised, and of activity-based, and audio-visual methods, maximised.
  - g) States will be encouraged and helped to devise their own programmes to run under MOST, based on local needs, rather than substantially following the NCEIRT pattern and modules. For this purpose, adequate flexibility would be allowed in the matter of duration also.
  - h) Training of Key and Resource Persons will be organised more intensively and in a specialised manner. Provision of equipment and materials at training camps will be improved.

#### 10.4 School complex/school-based programme of professional support

It is proposed that in addition to the contact programme, professional support may be provided to teachers of elementary and secondary schools in the following manner:—

To the elementary School teachers :—	Through the school complex
To the secondary school teachers :—	In a school-based manner

##### 10.4.1 School complexes :

In Chapter II of this report, it is already proposed to set up school complexes all over the country as envisaged in the NPE, and their resource is estimated to be 50,0000. A school complex will have many functions, and important

one being provision of professional support to its teachers, especially of primary and upper primary schools. It is proposed that school complexes may perform this function in the following manner:—

- (i) With implementation of the Scheme of Educational Technology, every school complex will have at least one (a possibly more) Colour TV set and Two-in-one. It is proposed that eventually the lead school of every complex may, in addition, be provided a VCR, and a collection of video/audio cassettes and books, manuals useful for in-service education of teachers. Apart from its own collection, it may also borrow cassettes from the DIET and other nearby resource centres.
- (ii) The lead school may circulate the VCR, cassettes and library material among its constituent schools for use of teachers in a systematic manner.
- (iii) During academic session, at least 6 monthly meetings of a professional nature should be held of the teachers working in the schools of the complex. The following activities may **inter alia** be taken up in these meetings—
  - (a) Sending/playing of cassettes
  - (b) Lures/demonstrations by interaction with resource persons.
  - (c) Group discussions on subjects and problems of professional nature; workshops e.g for devising educational tools, locally relevant teaching learning material, etc., laboratory work.
  - (d) Field visits/study visits
  - (e) Study

The audiovisual component of the above programme would require the following:—

- (1) Production of a large number of video and audio programmes in Indian languages meant for teachers of different categories, and especially covering the priority areas of NPE listed in **Annex-8**.
- (2) Creation of a rich library of cassettes of the above kind in every DIET/CTE/IASE.

It is proposed that (1) above will get funded under the programme of Educational Technology and (2), under the respective components of the Teacher Education Scheme.

#### 110.4.2 **School based in-service education for secondary school teachers**

Since primary and upper primary schools in rural areas usually have limited staff as well as physical facilities, it is necessary to bring their teachers together at the forum of the school complex in order to provide them professional support on a continuing basis. However, secondary and higher secondary schools usually have a stronger staff complement and are also better provided in terms of library and equipment. Therefore, in most cases, it should be possible to provide professional support to teachers of these schools in a school-based manner and it is proposed that this is how it may be done, through a systematic programme, during the VIII Plan. Modalities suggested under (i) and (iii) in the preceding paragraph would apply **mutatis mutandis** for the programme of providing school-based professional support to secondary teachers as well, with the difference that the resource centre for schools would not be the DIET but the nearby CTE/IASE/STEI/University Dept. of Education/ Degree or P.College, etc.

#### 110.5 **Programme of professional support to teachers through the print media**

The print media are also an important way of supplementing contact and other programmes of providing professional support to teachers. It is recommended that during the VIII Plan, a systematic programme may be

taken up for the purpose which may include the following components

- i) Publication of a professional journal (preferably a quarterly one) for teachers, at the State level, in the regional language(s), which should be supplied to every school of the State — there may be a common journal for teachers of all categories or separate ones for elementary and secondary teachers, as may be feasible.
- ii) Publication of a quarterly newsletter at the district/divisional level — preferably separate ones for elementary and secondary teachers — to be supplied to every elementary/secondary school of the district/division, and
- iii) Support of University Departments, voluntary agencies, etc. for preparing and publishing slides, modules, mimeographs, pamphlets/brochures on various professional subjects which could be disseminated among teachers.

The State level quarterly journal could be brought out by the SCERT, a strong University Faculty of Education or a CEC/NCO. District/divisional level newsletters could be brought out by DIETs, CTEs, IASEs, University Department of Education or other suitable institutions. For the whole programme to be taken up on a sustained basis, it would have to be fully funded by the Central Government with the NCERT, possibly, functioning as a nodal agency at the national level.

10.6 Besides the above, efforts should be made to have a systematic and regular programme of telecasts and broadcasts especially meant for teachers of different categories. This would reduce dependence on VCRs and monthly meetings at school complex level, but would need close collaboration with Doordarshan and AIR.

### **10.7 Programme for facilitating continuing professional education of teachers on voluntary basis Open Institutes**

In paragraphs 10.3 to 10.5, we have discussed programmes mainly aimed at achieving the first objective stated in para 10.1. It must, however, be stressed that it is as important to promote self-learning among teachers as it is to train them in Policy thrusts. At present, teachers wishing to pursue further professional education on their own can only take one of the degree/diploma courses offered by Universities in the correspondence or contact or correspondence modes. These courses are usually of a minimum one year duration. In several States, even such courses as exist, do not provide the facility of regular academic support to the learner's close to their place of posting.

A teacher should be a life-long learner and needs to be encouraged and enabled to pursue further education of his choice, at a place suited to him. This would involve, among other things, making available to him a variety of professional courses of a short modular nature which he can take up and complete one at a time and earn credit and incentives for them.

The Indira Gandhi National Open University is to have Centres in every State and Study Centres in almost every district. At present, it reportedly has some 12 Regional Centres and 115 Study Centres. Besides, Andhra Pradesh, Rajasthan and Bihar have State Open Universities as well, and more States may have such universities in the years to come. Even in States not having open universities at present, normally at least one university has a Department of Correspondence Education.

The above infrastructure should be utilized to conduct modular programmes of continuing education for teachers of the kind described above. For this purpose, these existing universities will have to be suitably strengthened.

We may, at present, envisage setting up of the Centre in each State which may be called an Open Institute for Teachers (OIT)-for organising such programmes. In course of time, larger States may have more than one OIT. An OIT may be set up as a part of a State Open University or Regional Centre of IGNOU, and where neither exists, it may be set up as an existing University Department of Correspondence Education. At the national level, IGNOU would have to

coordinate the working of all such OITs in collaboration with NCTE, NCERT and UGC. At the State level, the OIT would have to function in close collaboration with the SCERT, university Departments of Education, etc. Credits will be awarded for successful completion of each module, and acquisition of a specified number of credits may lead to award of a diploma/degree also. A system of credits-related incentives will also have to be built, so that teachers avail of the facility in maximum possible numbers.

Many of the modular courses to be conducted through OITs may be common with some of the modules which would comprise contact programmes referred to in para 10.3 above. To the extent that teachers take up such modules voluntarily through OITs, they may be exempted from undergoing contact programmes of a similar nature. It follows that credits should accrue for undergoing contact programmes also so that teachers participate in them willingly and enthusiastically rather than under compulsion.

#### 10.8 Programmes for in-service and continuing education : Need for integration

In paragraphs 10.3—10.77, different sets of programmes have been proposed for in-service and continuing education of teachers. This does not, however, imply that they are to be implemented independently of each other. On the contrary, there is the greatest need to take them up in a fully integrated manner so that they suitably reinforce each other and there is no duplication or waste. This aspect would have to be kept in mind in the detailed formulation and implementation of the package.

#### 11. Improvement in the Process of Teacher Education

##### 11.1 Faculty Development Programme for TEIs and SCERTs :

In order to be able to train teachers for their new role envisaged in the NPE, it is crucial that teacher educators are also selected with care and are trained appropriately. This applies, in the first instance, to the Faculty of SCERTs, DIETs, CTETs and ASEs, and next to that of all other teacher education institutions which continue with NCTE's approval. Faculty development programme for the first category of institutions would comprise the following:

- (I) Initial training for newly inducted staff as well as reorientation programmes for existing staff,
- (II) an annual refresher programme of appropriate duration which may also include a study visit, and
- (III) periodic stints of teaching in schools.

To implement (i) and (ii) above, the following steps would need to be taken:

- (a) design and development of appropriate programmes,
- (b) identification of centres of excellence in the country which could conduct the above programmes, host study visits and making necessary inputs into such centres, and
- (c) few selected teacher educators from the country could also be sent on appropriate training courses abroad to expose them to developments in pedagogical science and practices in other countries, and to widen their horizons.

Detail of the faculty development package would have to be worked out with care and would take time. However, a provision is being made in the financial estimates towards faculty development programmes for SCERT staff and teacher educators on a prorata basis of Rs. 3000/- per person per year with the target of covering an average of 115,0 persons annually.

##### 11.2 Programme of support for preparation and production of high quality teaching-learning material for Teacher Education

Aresent there is generally a woeful lack of good quality teaching-learning material for use in teacher education programmes—especially in Indian languages. This applies particularly to elementary teacher education. If

we wish to improve quality of teacher education programmes, this gap needs to be urgently bridged. It is therefore proposed to take up a programme of providing support for preparation and production of teaching-learning material of high quality, in Indian languages, for use in programmes of teacher education. The scheme, whose details would be worked out later, may be funded by the Ministry but may be operated through an appropriate body such as NCERT or NCTE.

### 12. Programme of support for construction of teachers' houses in remote areas

As mentioned in para 2, the NPE and POA envisage several steps to improve pay and service conditions of teachers. One of the most important of these pertains to solving the problem of housing for teachers. Lack of proper housing is one of the main reasons for teacher absenteeism in remote rural areas which, in turn, leads to a virtual break down of the educational delivery system. A CABE Sub-Committee has also gone into the issue of providing housing facilities for women teachers, and its recommendations have been endorsed by the Board in its conference held on 6th and 7th July, 1989.

Pursuant to the recommendations of the above Sub-Committee, a fully Centrally-assisted programme may be taken up during the VIII Plan period for construction of houses for women elementary school teachers, using institutional finance, in the following kinds of blocks:-

- (i) In EB States:-
  - (a) Wholly Tribal Sub-Plan blocks,
  - (b) Blocks with over 30% SC population, and
  - (c) Blocks in desert and hilly areas
- (ii) In non-EB States, in blocks having a serious problem of low enrolment and retention of girls in primary schools.

As suggested by the above Sub-Committee, as far as possible, existing housing bodies (e.g. Housing Boards etc.) may be employed as construction agencies. These may raise finance for the construction programme from housing finance institutions and State Governments may reimburse to them, with 100% Central assistance, their annual repayment liability, plus appropriate overheads. The houses may, as far as possible, be built in clusters in Centrally-located villages. The programme may be taken up in roughly 1000 blocks in the country during the VIII Plan and aim at building, on an average, 50 Houses per block. The figure of 1000 blocks is based on the numbers wholly Tribal Sub-Plan blocks and blocks with over 30% SC population in the country, which are 636 and 35 respectively.

## IV. Programmes in the VIII Plan period : State Plans

### 13. Liquidation of backlog of underqualified and untrained teachers

#### 13.1 Underqualified teachers : Remedial Programme

As stated in Para 3.3.1, there were roughly 61,000 underqualified and untrained Elementary teachers in the country in September, 1986, with the following break-up:-

With Middle or less qualification	:	36.000
With High School qualification.	:	25.000
Total	:	61.000

The number of trained elementary teachers otherwise belonging to the same categories as above was (2.65+3.51 =) 6.16 lakh.

While it is clear that the 51,000 untrained teachers mentioned above needed 'content upgradation', the number out of the above 6.16 lakh trained teachers, who needed this, is not at present known, and would depend on the kind of training imparted to them.

It is proposed that a State-wise enquiry be conducted into the status of teachers with less than high school qualifications who are being shown as "trained", to find out whether such training as they underwent aimed at upgrading their subject knowledge also to at least high school level or not. Wherever this was not the case, teachers who have still five years or more to go for retirement should be made to undergo an appropriate remedial programme of academic upgradation-cum-professional training. Those among the roughly 61,000 teachers who have been reported as being underqualified as well as untrained and who also have over five years to go for retirement, should, in any case, be made to undergo such a programme. This should be done in a systematic manner so as to cover the entire target group through a Plan scheme during the VIII Plan period.

It is not possible at this stage to estimate even roughly the number of teachers who would need to be covered in the country because of the uncertainty regarding the exact status of the underqualified but trained teachers. However, in order to make some provision on this account in the financial estimates, the size of the target group has been taken to be one lakh. This 'guesstimate' of the size of the target group is based on the assumption that:-

- (i) Recruitment of underqualified teachers is mostly a historical phenomenon, and that a large percentage of them would have retired by the end of VIII Plan, and
- (ii) In at least some States, training given to underqualified teachers took care of content upgradation as well.

The modality of organising remedial programmes for underqualified teachers would have to be worked out individually for each of the concerned State, but these should be done as a Plan Scheme.

### 13.3.2 Untrained teachers:

As stated in para 1.1, total backlog of untrained teachers in the country as on 30.9.86, was 4.57 lakhs, of which 3.665 lakh pertained to the elementary stage. These are alarmingly large figures. What is worse, in most of the poorer States, there seems little likelihood of their coming down in the foreseeable future because:

- (i) Thousands of untrained teachers continue to be recruited every year, adding to the backlog and
- (ii) States generally lack financial and other resources to liquidate the backlog in a time-bound fashion.

While liquidation of backlog is being insisted upon while giving Central assistance for TE projects, this would not by itself suffice, especially due to the financial stringency being faced and low priority assigned to this activity, by States. On the other hand, the VIII Plan presents us with a unique opportunity to strongly intervene in a manner so as to completely get over the present unfortunate situation in a time-bound fashion. The following steps seem parallel for

- (1) States should be advised:-
  - (i) to altogether exempt qualified but untrained teachers, who have put in 20 years (and in a difficult State like West Bengal, even 15 years) or more of service, from the requirement of undergoing a pre-service training course; and
  - (ii) to liquidate backlog of remaining untrained teachers within a five year time frame, **through a Plan scheme** which may comprise provision of:-
    - (a) contact-cum-correspondence courses for teachers with over 7 or 10 years experience, and
    - (b) regular course for other teachers.

The number of teachers who may have to be covered through (a) above is being taken to be come taking into account the purposes of estimating financial requirements for these proposals.

- (2) Central assistance in the TE sector should be provided only to States which :
  - a) chalk out and implement a time-bound plan to liquidate backlog of untrained and unadequately qualified teachers, along above lines, and
  - b) stop recruitment of untrained teachers after a reasonable period, except to the extent absolutely necessary to meet educational needs of remote areas.

#### 4. **Strengthening of TEIs which are not to be upgraded under the Centrally Sponsored Scheme**

In 1987-88, there were 1270 elementary and 560 Secondary teacher education institutions in the country. Some of these have since been closed down as this was made a pre-condition for Central assistance under the Teacher Education Scheme. Some more may be closed down in future for the same reason or due to NCTE's intervention. However, even after all this, for each of the 4000 DIETs and 250 CTEs/IASEs, which would be eventually set up under the Centrally Sponsored Scheme, there would be at least one TEI which would not get so upgraded. It would nevertheless be necessary to make some minimal improvement in them if standards of teacher education are to improve in the country as a whole. NCTE, once it becomes statutory, would also be giving directives to institutions to improve their physical and academic facilities, and compliance with such directives would also have substantial financial implications.

It is therefore proposed that in the State Plans, a programme may be incorporated for giving assistance to TEIs not covered under the Centrally Sponsored Scheme so as to make up their basic deficiencies in terms of physical facilities. States would have to work out details of such a programme but a provision is being made for it in the enclosed financial estimates on a pro rata basis of Rs. 20 lakh per institution for 500 institutions (i.e. a total of Rs. 100 crores).

#### 5. **Opening of new teacher education institutions**

The 'problem states' described in para 3.3.2 would need additional TEIs if they are to achieve the objectives set out in para 13.2 above. It is not possible to accurately estimate at this stage, how many new institutions would need to be opened in these States during the VIII Plan period. However, for the sake of rough estimation, it may be assumed that the major ones among them would, on an average, need at least one additional TEI per district, while other States may need them on a lesser scale. On the whole, these States may need to set up an estimated 150 new TEIs during the VIII Plan period. Accordingly, provision is being made for the purpose in the financial estimates.



## V. FINANCIAL REQUIREMENT AT A GLANCE

### I. ELEMENTARY EDUCATION SECTOR

(Rs. in Crores)

Sl No.	Programme	Estimation of financial outlays	
		Central Sector	State Sector
1	2	3	4
1.	Opening of 35,000 new primary schools in school—less situations.	—	Rs. 1000
2.	Gradation 100000 primary schools upper primary schools to reach ratio of 1:2 between primary school and upper primary school.	—	Rs. 2660
3.	Provision of additional teachers (third, fourth teacher etc.) to primary schools keeping in view the apted teacher: pupil ratio of 1:40 primary stage.	Rs. 500	—
4.	Provision of additional class-rooms according to the number of teachers requirement for building to complete the OB scheme (40% Blocks).	—	Rs. 2000
5.	Continuation of the scheme of Operation Blackboard in the VIII F to cover the remainder blocks.	Rs. 1600	—
6.	Launching of a version of OOB for upper primary schools	Rs. 1350	Rs. 540
7.	Programme for training selected teachers in work experience & Yoga in upper primary schools.	Rs. 7.00	

1	2	3	4
8.	Programme for media support to promote Universalisation of Elementary Education.	Rs. 1.25	---
9.	Incentive schemes at primary & upper primary level.	---	Rs. 4,255
10.	Awareness training to members of VEC	---	Rs. 7722.00
11.	Testing & Evaluation	---	Rs. 83,344
12.	Monitoring for UEE.	Rs. 2.45	---
13.	Creation of school complexes and micro-planning	---	Rs. 7941.00
14.	Separate level/district level machinery for EE and meetings of DBEs.	---	Rs. 28106
15.	Scheme of NFE	Rs. 2038.09	Rs. 4444.312
16.	Mahila Samakhya	Rs. 105.00	---
17.	<del>Teacher Education</del>	<del>Rs. 1560.00</del>	<del>Rs. 24500.00</del>
		<u>Rs. 7163.79</u>	<u>Rs. 11288566.772</u>
		Rs. 560379	Rs. 12496.72

## 2. TEACHER EDUCATION SECTOR

Financial  
(Rs. in cro)

Sl. No.	Programme	State Sector	Cent Sector
1.	N.C.T.E.		
2.	Release of second instalment or non-recurring assistance for some of the DIET/CIE/IASE projects sanctioned during VII Plan		
3.	DIETs A. Estt. of 150 Instis. left over from VII Plan target B* Continuing support to 250 Instis. sanctioned during VII Plan		
4.	CTEs / IASEs A. Strengthening of 200 STEIs left over from VII Plan target		

	BContinuing support to 50 CTEs / IASEs likely to be sanctioned during VII Plan	50.0
5.	SRTs—Strengthening of those not covered in VII Plan	15.0
6.	Two-week Contact Programme on MOST pattern for teachers who cannot be covered in DIETs/CTEs/IASEs for Ele. Teachers For Sec. & Hr. Sec. Teachers	210.0
7.	School Complex/School based Prog. of Professional Support for teachers A. School Complexes B. School based Programme for High/Hr. Secondary school teachers	135.0
8.	Professional support to Teachers through print media i. Publication of a State level Quarterly journal for teachers ii. Publication of a Dist/Divn. level Quarterly Newsletter for teachers iii. Assistance for production of other useful printed material	25.0
9.	Establishment of Open Institute for Teachers' per State for their continuing education on voluntary basis	20.0
10.	Annual Refresher Programmes for SCF staff and Teacher Educators	22.0
11.	Initiation of Preparation and Production of high quality teaching learning material for Teacher Education in 15 Indian languages	6.0
12.	Assistance to State Govt. for recruitment of Elementary teachers' centres in remote areas, with institutional finance	225.0
	State Sector	
13.	Reliability Programme for Underqualified Teachers working at the elementary level	70.0
14.	Elimination of backlog of qualified, but unmet teachers	50.0
15.	Improvement of selected existing TEIs covered under schemes of DIET/CLASEs	100.0

E.	Estt. of new Ele. and Sec. TEIs in States which have a deficit of training capacity vis-a-vis annual requirement	90.0	
F.	Payment of TA and Out of Pocket Allowance to teachers attending in-service progs. in DIETs, etc. or on MOST pattern	47.0	
			357 crores      15558 cro
			say 360            say 1
	Grand Total		Central            S
1.	Elementary Education		<del>5593</del> 5604      11247
2.	Teacher Education		1560
			<u>7153</u>
			7164            11245

ANNE

### BUREAU OF ELEMENTARY EDUCATION

((Rs. in Cro

	Name of Scheme	Outlay Projected in Cabinet Note	Ex pd. in 1987-88	1988-89		BE 1989-900	T
				BE	RE		
	(1)	(2)	(3)	(4)	(5)		
1	OB	742.25	110.61	130.00	130.00	130.000	37
2	NFE	230.45	38.04	49.05	35.92	48.055	12
3	Teacher Education	461.18	47.34	50.00	50.00	50.000	14
		1433.88					63

**PLAN OUTLAY FOR EDUCATION INCLUDING CULTURE AND SPORTS IN  
FIVE YEAR PLANS**

	All Sectors	Education	Percentage of outlay for Education to total
<b>I Plan</b>			
Cre	899	44	4.9
Se	1457	126	8.7
Tal	2356	170	7.2
<b>II IP1a</b>			
Cre	2559	70	2.7
Se	2241	207	9.2
Tal	4800	277	5.8
<b>III Pl2</b>			
Cre	3600	148	4.1
Se	3900	412	10.6
Tal	7500	560	7.5
<b>IV Pl3</b>			
Cre	8871	271	3.1
Se	7031	551	7.8
Tal	15902	822	5.2
<b>V IP1a</b>			
Cre	20437	405	2.0
Se	18866	880	4.5
Tal	39303	1286	3.3
<b>VI Pl4</b>			
Cre	47250	735	1.6
Se	50250	1789	3.6
Tal	97500	2524	2.6
<b>VIII P</b>			
Cre	95534	2389	2.5
Se	84466	3994	4.7
Tal	180000	6383	3.5

**SECTORWISE OUTLAY ON EDUCATION DURING VARIOUS FIVE YEAR PLANS**  
(Rs. in crores)

Sector	I Plan Outlay	II Plan Outlay	III Plan Outlay	Annual Plan Exp.	IV Plan Outlay	V Plan Outlay	VI Plan Outlay	VII Plan Outlay
Elementary Education	93 (55)	93 (34)	203 (37)	74.7 (23.2)	256 (31)	410 (32)	905 (36)	196 (1)
Secondary Education	22 (13)	49 (18)	88 (15)	52.6 (16.4)	118 (14)	250 (19)	398 (16)	
University Education	15 (9)	47 (17)	82 (15)	77 (24)	183 (22)	292 (23)	486 (19)	
Other Edl. Programmes	16 (9)	33 (12)	29 (5)	32.8 (10.2)	127 (16)	140 (11)	331 (13)	
Cultural Programmes	A	4 (1)	10 (2)	3.7 (1.1)	13 (2)	37 (3)	104 (11)	482 (1)
Total Gen. Education	146 (86)	226 (82)	418 (75)	240.8 (74.9)	697 (85)	1129 (88)	2224 (88)	5257 (1)
Technical Education	23 (14)	51 (18)	142 (25)	80.7 (25.1)	125 (15)	156 (12)	300 (12)	681 (1)
Sports and Youth Welfare	A	A	A	A	A	A	A	443 (1)
Total Education	169 (100)	277 (100)	560 (100)	321.5 (100)	822 (100)	1285 (100)	2524 (100)	6382 (1)

Figures in parenthesis indicate percentage to total outlay on education  
A indicates under General Education

**STUDENTS FLOW IN CLASSES I—VIII AND RETENTION RATE  
DURING 1960-61 TO 1986**

Years	NUMBER OF STUDENTS		
	Class I	Class V	Class VIII
1960-61	1,33,91,347 (100.0)	—	—
1961-62	1,57,46,164 (100.0)	—	—
1962-63	1,64,04,417 (100.0)	—	—
1963-64	1,69,05,528 (100.0)	—	—
1964-65	1,82,40,602 (100.0)	49,64,247 (37.1) (27.2)	—
1965-66	1,88,83,970 (100.0)	53,81,366 (34.2) (28.5)	—
1966-67	1,95,33,259 (100.0)	57,10,325 (34.8) (29.2)	—
1967-68	1,97,50,974 (100.0)	59,20,639 (35.0) (30.0)	32,44,645 (24.2) (16.4)
1968-69	1,98,35,890 (100.0)	60,42,209 (33.1) (30.5)	34,59,461 (22.0) (17.4)
1969-70	1,99,42,055 (100.0)	62,49,417 (33.1) (31.3)	36,16,774 (22.0) (18.1)
1970-71	2,04,38,788 (100.0)	64,55,109 (33.0) (31.6)	37,43,951 (22.1) (18.3)
1971-72	2,11,18,992 (100.0)	66,23,731 (33.5) (31.4)	38,35,751 (21.0) (18.2)
1972-73	2,21,83,109 (100.0)	69,49,504 (35.0) (31.3)	39,55,524 (20.9) (17.8)
1973-74	2,15,50,516 (100.0)	71,79,048 (36.0) (33.3)	40,40,378 (20.7) (18.7)

(Continued)

**NUMBER OF STUDENTS**

Years	Class I	Class V	Class VIII
1974-75	2,19,75,542 (100.0)	75,15,743 (36.8) (34.2)	42,14,0 (21.3) (19)
1975-76	2,19,87,533 (100.0)	78,48,656 (37.2) (35.7)	44,36,7 (22.4) (20)
1976-77	*2,27,24,536 (100.0)	81,86,777 (36.9) (36.0)	45,54,8 (22.8) (20)
1977-78	2,11,27,331 (100.0)	83,74,954 (38.9) (39.6)	47,21,8 (23.1) (22)
1978-79	2,16,39,468 (100.0)	84,78,011 (38.6) (39.2)	50,12,5 (23.7) (23)
1978-79 (Fourth Survey Figures)	2,15,52,717 (100.0)	84,05,726 (38.2) (39.0)	49,71,2 (24.3) (23)
1979-80	2,15,93,833 (100.0)	88,93,290 (40.4) (41.2)	53,58,7 (24.2) (24)
1980-81	2,30,52,579 (100.0)	96,85,712 (42.6) (42.0)	58,42,7 (27.1) (25)
1981-82	2,21,65,341 (100.0)	1,01,60,185 (48.1) (45.8)	62,08,5 (28.3) (28)
1986-87	2,51,18,584 (100.0)	1,23,78,084 (—) (49.2)	78,13,5 (—) (31)

**Note :**

1. Figures in the first bracket indicate the retention of children in classes V and VIII over those enrolled for years before. These may be construed as cohort data.
2. Figures in the second bracket indicate percent of children in classes V and VIII over those enrolled in class during the same academic year.
3. The figures in the row are apparently doubtful. Since they are from an authentic source, they have been kept intact.

**Source :**

1. Selected Educational And Allied Statistics, Ministry of Human Resource Development, (Government of India, 1987).
2. Fourth and Fifth All India Educational Surveys, NCERT, 1980, 1989.



## ANNEXURE V

LET = Literacy Rate Total  
R. LET = Rank in Literacy Rate (All India)  
LRF = Literacy Rate:Female  
R. LRF = Rank in Literacy Rate Female(All India)  
ERPT = Enrolment Ratio:Primary  
R. ERPT = Rank in ERPT (All India)  
ERPF = Enrolment Ratio : Primary (Female)  
R. ERPF = Rank in ERPF (All India)  
T. R. VAL = Total of All Ranks  
R. TOT = Rank All India

Sl.No.	District	State	LRT	RLRT	LRF	RLRF	ERPT	ERPT	ERPF	RERPF	TRVAL	RRTotal
1	2	3	4	5	6	7	8	9	10	11	12	13
1.	Baner	Rajasthan	12.2	3	3.7	3	41.8	4	16.7	4	14	1
2.	Jalrai	Rajasthan	13.7	5	4.4	4	48.0	12	14.6	1	22	2
3.	Jaisalmer	Rajasthan	15.8	9	5.3	8	42.0	5	17.6	5	27	3
4.	Gonda	Uttar Pradesh	16.3	12	5.4	10	47.4	11	24.0	13	46	4
5.	Jhaua	Madhya Pradesh	11.2	2	6.4	11	50.0	14	27.7	31	58	5
6.	Baraich	Uttar Pradesh	15.6	8	5.3	7	54.2	25	25.8	22	62	6
7.	Nagaur	Rajasthan	19.4	32	7.1	12	51.9	16	20.7	6	66	7
8.	W/SR anong	Arunachal Pradesh	7.5	1	2.8	1	56.9	48	25.1	17	67	8
9.	Ranpur	Uttar Pradesh	16.3	13	8.9	38	44.9	7	24.0	14	72	9
10.	Ragaria	Madhya Pradesh	18.2	19	7.2	14	53.3	21	26.4	25	79	10
11.	W/Chaparan	Bihar	18.8	23	8.9	39	47.3	10	21.6	7	79	11
12.	Soni	Madhya Pradesh	15.0	7	4.8	5	56.6	46	26.9	28	86	12
13.	Bhilsa	Rajasthan	19.7	38	8.9	40	46.2	9	22.9	12	99	13
14.	Kotwa	Jammu & Kashmir	16.8	15	4.9	6	53.4	22	34.9	57	100	14
15.	Saarsa	Bihar	20.3	48	9.2	46	40.5	3	22.0	8	105	15
16.	Bugar	Jammu & Kashmir	17.9	18	8.0	23	44.2	6	35.8	62	109	16
17.	Tok	Rajasthan	20.6	54	8.3	27	52.6	19	22.3	9	109	17
18.	Bundi	Rajasthan	20.1	42	8.9	41	52.4	17	22.4	10	110	18
19.	Babasi	Uttar Pradesh	18.9	24	7.2	13	55.2	33	32.6	42	112	19
20.	Baswa	Rajasthan	16.9	16	7.5	17	58.0	49	29.6	34	116	20
21.	Bajaur	Uttar Pradesh	16.1	10	7.5	18	56.4	43	34.7	54	125	21
22.	Sipur	Uttar Pradesh	19.4	33	8.4	28	54.2	26	33.7	46	133	22
23.	Dda	Jammu & Kashmir	18.5	20	7.3	15	59.7	59	34.2	50	144	23
24.	Kogil	Jammu & Kashmir	18.9	25	3.1	2	65.0	105	25.3	18	150	24
25.	Seore	Madhya Pradesh	23.3	87	9.8	63	30.4	1	15.3	3	154	25
26.	Chittorah	Rajasthan	21.9	67	9.4	55	52.5	18	26.1	24	164	26
27.	Sidhi	Rajasthan	20.0	41	9.9	65	54.8	32	26.8	27	165	27
28.	Jhawa	Rajasthan	22.1	70	9.3	51	53.7	23	26.0	25	167	28
29.	Chru	Rajasthan	21.2	56	9.5	56	55.9	38	25.6	19	169	29
30.	Dagaipur	Rajasthan	18.5	21	8.0	24	62.8	82	33.3	44	171	30
31.	Bati	Uttar Pradesh	20.2	43	7.9	22	63.5	92	24.7	16	173	31
32.	Sihda	Madhya Pradesh	19.5	36	8.8	36	60.5	63	33.8	47	182	32
33.	Jalapur Basta	Madhya Pradesh	14.3	6	7.3	16	61.7	75	38.5	86	183	33
34.	Mhabanagar	Andhra Pradesh	19.4	31	10.6	76	53.0	20	35.3	58	185	34

1.	2	3	4	5	6	7	8	9	10	11	12	13
35.	Sarguja	Madhya Pradesh	16.4	14	7.7	21	60.7	66	38.1	84	11855	5
36.	E. Champaran	Bihar	19.3	27	8.7	33	64.0	99	32.5	40	11999	50
37.	Gina	Madhya Pradesh	21.6	62	9.3	48	59.3	56	32.0	39	22055	5
38.	Udaipur	Rajasthan	22.0	69.0	10.8	80	54.2	27	27.2	29	22055	5
39.	Purnea	Bihar	19.3	28	9.4	52	59.6	58	36.2	69	22077	50
40.	Moradabad	Uttar Pradesh	19.8	39	10.9	84	55.2	34	34.6	53	22100	10
41.	Sitamarhi	Bihar	19.6	37	9.7	61	60.9	72	34.0	49	22199	4
42.	Swaimodopur	Rajasthan	23.2	35	8.2	26	63.2	87	25.7	21	22199	4
43.	Shajapur	Madhya Pradesh	23.7	34	9.3	50	58.3	50	28.5	33	22277	4
44.	Shivpuri	Madhya Pradesh	20.5	32	8.1	25	65.9	114	30.0	36	22277	4
45.	Pali	Rajasthan	21.8	66	8.8	37	63.6	95	27.3	30	22283	4
46.	Deoria	Uttar Pradesh	23.2	34	9.1	43	58.7	52	34.8	56	22355	40
47.	Pilibhit	Uttar Pradesh	20.4	50	9.3	49	58.9	54	38.1	83	22365	47
48.	Raisen	Madhya Pradesh	23.0	81	11.5	96	55.9	39	26.6	26	22422	48
49.	Lakhimpur Kheri	Uttar Pradesh	17.7	17	7.6	19	65.1	108	41.6	106	22500	45
50.	Pulwama	Jammu & Kashmir	20.5	51	9.2	45	55.7	36	43.0	119	22511	50
51.	Baramulla	Jammu & Kashmir	20.6	53	9.6	60	56.3	42	40.8	100	22555	51
52.	Palamau	Bihar	20.4	49	9.1	44	63.9	97	36.1	66	22565	52
53.	Nizamabad	Andhra Pradesh	21.7	53	11.7	98	56.0	40	35.3	59	22600	53
54.	Tahri Garhwal	Uttar Pradesh	27.9	54	9.4	54	55.8	37	24.5	15	22600	54
55.	Gopalganj	Bihar	21.4	58	8.5	30	66.9	122	34.4	51	22611	55
56.	West Kameng	Arunachal Pradesh	20.2	15	11.9	99	51.2	15	41.0	103	22622	56
57.	Panna	Madhya Pradesh	19.5	15	8.7	34	65.4	110	38.9	88	22677	57
58.	Tirap	Arunachal Pradesh	19.3	29	9.7	62	62.2	78	40.6	99	2268	58
59.	Karimnagar	Andhra Pradesh	21.5	50	11.1	86	58.5	51	38.3	85	22822	59
60.	Adilabad	Andhra Pradesh	18.8	22	9.6	59	64.5	102	41.2	104	22877	60
61.	Barailly	Uttar Pradesh	22.0	58	12.3	106	56.2	41	36.7	74	22899	61
62.	Madhubani	Bihar	21.8	55	9.5	58	64.2	100	36.2	68	22911	62
63.	Gorakhpur	Uttar Pradesh	23.9	39	10.4	73	59.4	57	35.8	64	22933	63
64.	Kolahandi	Orissa	19.4	30	7.7	20	67.6	127	42.9	116	22933	64
65.	Hamirpur	Uttar Pradesh	26.3	30	11.6	97	54.5	30	32.5	41	22983	65
66.	Shahjahanpur	Uttar Pradesh	21.4	39	10.8	79	61.4	74	38.5	87	22999	66
67.	Hazaribagh	Bihar	23.5	39	10.9	81	63.5	94	33.3	45	3099	67
68.	Tikamgarh	Madhya Pradesh	19.2	26	8.4	29	71.3	156	40.6	98	3099	68
69.	Bharatpur	Rajasthan	26.0	22	10.0	66	63.4	90	28.4	32	3100	69
70.	Hardoi	Uttar Pradesh	22.2	71	9.5	57	64.3	101	37.8	81	3100	70
71.	Lalitpur	Uttar Pradesh	21.3	17	9.9	64	66.9	123	36.6	73	3177	71
72.	Azamgarh	Uttar Pradesh	25.1	17	2.2	103	61.1	73	32.0	38	3211	72
73.	Dhar	Madhya Pradesh	20.1	17	0.3	71	65.9	113	40.5	97	3283	73
74.	Sikor	Rajasthan	25.1	2	9.0	42	69.5	145	29.9	35	3344	74
75.	Siwan	Bihar	23.1	5	0.7	78	67.2	125	33.0	43	3411	75
76.	Koraput	Orissa	16.1	1	8.0	32	72.7	171	44.7	131	3455	76
77.	Faizabad	Uttar Pradesh	25.1	5	2.1	101	60.9	71	35.5	60	3477	77

2	3	4	5	6	7	8	9	10	11	12	13
78. Uttar Kashi	Uttar Pradesh	28.9	166	9.2	47	60.8	68	36.1	67	348	78
79. Anant Nag	Jammu & Kashmir	22.9	77	10.4	72	60.9	70	45.0	133	352	79
80. Banda	Uttar Pradesh	25.3	86	8.6	31	67.1	124	42.9	114	355	80
81. Mon	Nagaland	19.9	40	12.3	109	55.4	35	51.7	172	356	81
82. Purnaggarh	Uttar Pradesh	23.8	96	8.8	35	70.1	149	37.1	77	357	82
83. Srirakulam	Andhra Pradesh	22.7	76	13.2	125	53.9	24	44.8	132	357	83
84. Bulandshahr	Uttar Pradesh	29.0	168	13.3	126	54.6	31	31.9	37	362	84
85. Chhatarpur	Madhya Pradesh	20.3	46	10.2	70	68.9	133	43.0	118	367	85
86. Unnao	Uttar Pradesh	25.3	111	12.3	108	60.5	64	38.9	89	372	86
87. Villaha	Madhya Pradesh	25.4	113	13.1	122	59.7	60	37.9	82	377	87
88. Muzhgar	Bihar	26.7	141	14.3	146	54.3	28	35.8	65	380	88
89. Munaffarpur	Bihar	24.3	100	13.2	123	62.3	80	37.6	79	382	89
90. Samastipur	Bihar	24.9	106	12.8	117	63.1	84	37.1	78	385	90
91. Upper Subansiri	Arunachal Pradesh	12.9	4	5.3	9	80.8	221	48.3	155	389	91
92. Allahabad	Uttar Pradesh	28.0	155	12.8	115	56.6	45	36.8	75	390	92
93. Ghidh	Bihar	23.9	98	10.1	68	70.6	153	36.5	71	390	93
94. Etah	Uttar Pradesh	27.1	145	13.1	121	59.2	55	36.4	70	391	94
95. Jind	Haryana	26.2	126	12.2	104	63.4	91	36.5	72	393	95
96. Lower Subansiri	Arunachal Pradesh	19.5	34	10.0	67	75.5	190	41.0	102	393	96
97. Katihar	Bihar	21.0	55	11.3	90	66.3	119	45.5	137	401	97
98. Sandhal Piragan	Bihar	22.3	72	10.5	75	69.1	138	43.1	120	405	98
99. Leh	Jammu & Kashmir	25.2	108	12.1	102	56.4	44	50.7	162	416	99
100. Madak	Andhra Pradesh	21.5	61	10.9	83	67.7	128	46.0	144	416	100
101. Mandla	Madhya Pradesh	22.9	78	11.2	87	68.4	131	43.4	123	419	101
102. Alwar	Rajasthan	26.5	133	11.4	94	69.4	141	34.8	55	423	102
103. Udhampur	Jammu & Kashmir	23.5	90	13.6	137	61.8	76	43.2	122	425	103
104. Jodhpur	Rajasthan	26.6	139	14.5	149	63.3	88	34.4	52	428	104
105. Kharagone West	Madhya Pradesh	23.0	80	12.2	105	65.5	112	54.3	136	430	105
106. Nalgonda	Andhra Pradesh	22.4	73	13.0	119	64.6	103	45.5	138	433	106
107. Raibareli	Uttar Pradesh	23.1	83	10.5	74	71.4	160	43.7	126	443	107
108. Rewa	Madhya Pradesh	25.2	110	11.4	93	70.8	154	39.7	91	448	108
109. Raichar	Karnataka	24.7	102	13.4	131	61.9	77	45.7	139	449	109
110. Datia	Madhya Pradesh	27.7	151	12.3	107	66.1	117	36.9	76	451	110
111. Mirzapur	Uttar Pradesh	23.6	92	10.6	77	67.9	129	48.3	154	452	111
112. Fatehpur	Uttar Pradesh	26.0	123	12.5	110	66.0	116	42.6	111	460	112
113. Gaya	Bihar	30.1	184	15.3	157	60.0	61	35.8	63	465	113
114. Bijnor	Uttar Pradesh	26.7	140	14.8	151	62.3	79	40.4	96	466	114
115. Warangal	Andhra Pradesh	23.5	91	13.6	138	65.0	107	45.2	135	471	115
116. Darbanga	Bihar	23.9	97	12.6	111	71.6	162	42.4	109	479	116
117. Meerut	Uttar Pradesh	34.7	239	20.3	222	39.7	2	25.7	20	483	117
118. Taurang	Arunachal Pradesh	20.2	44	11.0	85	79.1	206	50.0	159	494	118
119. Sultanpur	Uttar Pradesh	22.4	74	9.4	53	84.2	234	47.8	150	511	119
120. Khagria	Bihar	26.2	127	13.6	135	69.0	135	42.9	115	512	120

1.	2	3	4	5	6	7	8	9	10	11	12	13
121.	Gangangar	Rajasthan	26.0	124	14.2	142	65.2	109	45.9	141	516	121
122.	Maghepura	Bihar	26.2	128	13.6	136	69.0	137	42.9	117	518	122
123.	Nawada	Bihar	26.5	135	12.8	116	71.4	159	42.3	108	519	123
124.	Raigarh	Madhya Pradesh	26.2	129	14.1	141	65.0	106	47.6	149	525	124
125.	Agra	Uttar Pradesh	33.5	225	19.9	211	54.4	29	35.6	61	526	125
126.	Visakhapatnam	Andhra Pradesh	27.8	152	19.0	201	60.5	65	42.7	112	530	126
127.	Bolangir	Orissa	25.6	114	11.3	89	71.4	157	51.7	171	531	127
128.	Satna	Madhya Pradesh	26.8	142	13.3	129	69.2	139	43.2	121	531	128
129.	Gazipur	Uttar Pradesh	27.6	149	13.6	134	69.4	142	41.8	107	532	129
130.	Varanasi	Uttar Pradesh	31.9	210	16.3	166	60.3	62	40.2	95	533	130
131.	Muyurbhanjan	Orissa	25.7	119	13.9	140	66.4	120	48.8	156	535	131
132.	Saran	Bihar	27.3	147	12.0	100	76.8	194	40.2	94	535	132
133.	Hissar	Haryana	29.9	180	16.7	169	63.2	86	41.2	105	540	133
134.	Champar	Himachal Pradesh	26.5	134	13.6	133	69.9	147	44.1	127	541	134
135.	Vaishali	Bihar	25.6	118	12.7	114	78.8	202	42.8	113	547	135
136.	Dewas	Madhya Pradesh	26.6	137	12.7	113	73.3	174	43.7	125	549	136
137.	Aligarh	Uttar Pradesh	31.4	201	16.2	164	64.0	98	39.3	90	553	137
138.	Morena	Madhya Pradesh	25.6	117	10.1	69	84.4	236	5.08	134	556	138
139.	Muzaffar Nagar	Uttar Pradesh	30.1	185	17.5	184	63.7	96	39.8	93	558	139
140.	Bilaspur	Madhya Pradesh	28.6	162	14.4	148	69.5	143	42.5	110	563	140
141.	Ballia	Uttar Pradesh	28.2	157	14.3	144	66.6	121	47.1	147	569	141
142.	Ratlam	Madhya Pradesh	29.5	173	17.6	186	63.1	83	44.6	130	572	142
143.	Begusari	Bihar	26.1	125	15.1	154	70.2	150	47.4	148	577	143
144.	Rajnandgaon	Madhya Pradesh	26.6	138	13.2	124	71.7	164	47.9	152	578	144
145.	Gulbarga	Karnataka	24.9	104	13.3	127	71.9	166	55.6	185	582	145
146.	Durg	Madhya Pradesh	37.9	271	24.0	252	49.1	13	34	48	584	146
147.	Ghaziabad	Uttar Pradesh	36.3	252	21.3	229	45.3	8	40.9	101	590	147
148.	Bikaner	Rajasthan	28.2	158	17.6	187	67.6	126	43.7	124	595	148
149.	Jhanjhuna	Rajasthan	28.6	163	11.4	95	79.9	214	44.3	128	600	149
150.	Mathura	Uttar Pradesh	30.6	191	12.9	118	70.3	152	49.6	157	618	150
151.	Poonch	Jammu & Kashmir	23.4	88	11.2	88	81.6	225	63.1	218	619	151
152.	Vizianagaram	Andhra Pradesh	21.7	64	12.6	112	79.6	211	66.3	232	619	152
153.	Dibang Valley	Arunachal Pradesh	25.8	120	13.4	130	69.5	144	67.5	236	630	153
154.	Jaipur	Rajasthan	31.4	204	17.2	176	72.6	170	37.7	80	630	154
155.	Jaunpur	Uttar Pradesh	26.3	131	10.9	82	88.3	258	51.4	167	638	155
156.	Ajmer	Rajasthan	35.3	242	21.9	238	60.9	69	39.8	92	641	156
157.	Banaskantha	Gujarat	23.0	79	11.4	91	91.0	271	58.6	202	643	157
158.	Seoni	Madhya Pradesh	27.0	143	15.5	160	74.0	178	51.3	166	647	158
159.	Sirsa	Haryana	29.9	181	18.9	199	64.9	104	50.8	164	648	159
160.	Bhojpur	Bihar	31.4	203	15.1	155	72.1	167	44.4	129	654	160
161.	Malda	West Bengal	23.1	82	14.2	143	82.9	229	61.0	214	668	161
162.	Karbi Anglong	Assam	28.7	164	16.8	171	70.2	151	56.1	187	673	162

1.	2	3	4	5	6	7	8	9	10	11	12	13
163.	Manour	Madhya Pradesh		198	15.1	156	75.0	185	46.2	146	685	163
164.	Dam	Madhya Pradesh	30.0	182	16.5	168	74.6	183	50.5	161	694	164
165.	Ganja	Orissa	31.3	197	17.1	174	71.9	165	49.8	158	694	165
166.	Khamam	Andhra Pradesh	25.6	116	17.6	185	75.4	189	60.1	210	700	166
167.	Marshabad	West Bengal	24.9	105	17.8	189	78.8	201	58.8	205	700	167
168.	Rajou	Jammu & Kashmir	24.7	103	14.3	147	81.4	224	66.7	230	704	168
169.	Ananour	Andhra Pradesh	29.0	167	16.5	167	74.6	182	57.3	195	711	169
170.	Aurabad	Bihar	28.5	161	13.8	139	84.7	237	52.4	175	712	170
171.	Ujjsir	Madhya Pradesh	33.1	222	19.7	209	69.3	140	45.9	142	713	171
172.	Phulbi	Orissa	27.1	146	11.4	92	88.6	259	63.8	223	720	172
173.	Darra	Assam	33.8	230	23.3	247	60.8	67	52.7	177	721	173
174.	Raipu	Madhya Pradesh	30.8	194	16.8	173	73.9	176	55.4	184	727	174
175.	Bhagaur	Bihar	27.5	148	15.8	163	81.1	222	57.5	197	730	175
176.	Bhind	Madhya Pradesh	31.4	202	14.7	150	80.0	216	51.0	165	733	176
177.	Keonjir	Orissa	30.2	186	17.2	177	72.8	172	57.9	198	733	177
178.	Parbhji	Maharashtra	30.3	187	15.5	159	79.8	212	53.3	178	736	178
179.	Khandi East	Madhya Pradesh	30.7	193	18.9	198	73.9	175	53.7	180	746	179
180.	Gaal Pa	Assam	33.1	221	21.4	232	66.2	118	56.4	189	760	180
181.	Sirma	Himachal Pradesh	31.8	208	19.8	210	71.5	161	54	182	761	181
182.	Bhiwar	Haryana	33.1	220	16.3	165	79.5	209	51.7	170	764	182
183.	Nalanc	Bihar	32.9	219	18.2	192	69.7	146	61.2	215	772	183
184.	Panchthal	Gujarat	28.1	156	14.9	153	88.0	257	59.7	208	774	184
185.	Chhincara	Madhya Pradesh	28.2	159	17.4	181	81.7	226	60.8	213	779	185
186.	Dhanb	Bihar	39.2	278	23.2	246	66.0	115	45.9	140	779	186
187.	Mainp	Uttar Pradesh	33.3	224	18.5	195	74.2	181	53.4	179	779	187
188.	Saharaur	Uttar Pradesh	29.6	174	18.1	191	87.0	244	52.3	174	783	188
189.	Dhimitar	Mizoram	37.1	261	28.7	291	63.5	93	46.0	143	788	189
190.	Kota	Rajasthan	32.5	217	17.4	182	80.8	220	51.5	169	788	190
191.	West Tojilar	West Bengal	27.0	141	17.2	178	84.0	233	67.9	238	793	191
192.	Rohtas	Bihar	30.6	192	15.6	161	87.3	246	58.5	200	799	192
193.	L & Sp	Himachal Pradesh	31.3	200	15.4	158	80.6	219	65.0	227	804	193
194.	Lower ang	Arunachal Pradesh	25.2	109	14.9	152	92.6	276	77.0	269	806	194
195.	Parulia	West Bengal	29.7	177	13.3	128	98.9	309	56.8	193	807	195
196.	Sambalr	Orissa	33.8	232	19.5	206	72.1	168	58.5	201	807	196
197.	Srinaga	Jammu & Kashmir	33.9	231	24.7	261	63.3	89	64.2	224	808	197
198.	Jjalaun	Uttar Pradesh	35.9	249	18.9	197	75.7	191	52.3	173	810	198
199.	Fatruckbad	Uttar Pradesh	32.0	213	19.1	202	76.4	192	58.8	204	811	199
200.	Gurgac	Haryana	35.2	241	20.0	215	75.4	188	51.5	168	812	200
201.	Nandea	Maharashtra	29.8	179	15.7	162	87.8	252	53.5	200	813	201
202.	Luckno	Uttar Pradesh	40.3	289	29.7	300	62.6	81	46.1	145	815	202
203.	Ranga ddy	Andhra Pradesh	29.4	172	19.3	204	79.6	210	66.3	231	817	203
204.	Dang	Gujarat	29.8	178	21.0	227	157.8	414	15.1	2	821	204

1	2	3	4	5	6	7	8	9	10	11	12	13
205	Karnal	Haryana	36.8	256	24.5	259	68.2	130	52.5	176	8321	
206	Ranchi	Bihar	31.4	205	19.6	207	79.2	207	59.3	206	8325	
207	Betul	Madhya Pradesh	27.9	153	17.4	180	87.9	253	68.8	240	8326	
208	Faridabad	Haryana	39.2	279	22.9	243	70.1	148	50.4	160	8330	
209	West	Sikkim	23.6	93	13.0	120	104.9	337	79.0	281	8331	
210	Kullu	Himachal Pradesh	33.8	231	19.0	200	78.9	203	58.2	199	8333	
211	Kurnool	Andhra Pradesh	28.7	165	17.1	175	85.6	240	72.3	254	8334	
212	North	Sikkim	29.7	176	16.8	172	86.8	243	70.5	244	8335	
213	Gwailor	Madhya Pradesh	39.6	283	26.0	270	69.0	134	48.3	153	8340	
214	Kathua	Jammu & Kashmir	31.9	209	21.3	230	74.2	180	63.6	221	8340	
215	Bidar	Karnataka	26.4	132	14.3	145	95.0	286	80.1	284	8347	
216	West Siang	Arunachal Pradesh	22.5	75	13.4	132	108.0	352	82.2	290	8349	
217	Cuddapah	Andhra Pradesh	31.1	196	17.8	188	84.4	235	67.5	235	8354	
218	Sagar	Madhya Pradesh	34.3	236	21.1	228	77.9	196	57.2	194	8354	
219	Balaghat	Madhya Pradesh	33.9	233	20.6	225	75.4	187	60.7	212	8357	
220	Almora	Uttar Pradesh	37.8	269	20.3	219	74.1	179	57.4	196	8363	
221	Patna	Bihar	39.7	284	25.5	266	68.8	132	54.4	181	8363	
222	Dhenkhal	Orissa	36.9	259	21.5	235	74.7	184	55.8	186	8364	
223	Lohit	Arunachal Pradesh	28.3	160	17.5	183	91.4	272	71.7	251	8386	
224	Sinhbhum	Bihar	34.6	237	21.5	236	75.3	186	59.8	209	8368	
225	Jalpaiguri	West Bengal	29.2	170	20.3	221	87.4	248	68.4	239	8378	
226	West Garo Hills	Meghalaya	25.9	121	19.6	208	93.2	278	77.7	274	8381	
227	Chittoor	Andhra Pradesh	31.8	207	20.2	217	80.3	218	68.8	241	8383	
228	Hoshangabad	Madhya Pradesh	35.4	244	21.9	239	79.1	204	58.7	203	8390	
229	Sundergarh	Orissa	36.2	251	24.1	254	73.9	177	62.2	216	8398	
230	Jhansi	Uttar Pradesh	37.1	262	21.4	233	79.9	215	56.4	190	8900	
231	Bijapur	Karnataka	32.0	212	18.5	194	89.8	265	66.7	233	8904	
232	Nainital	Uttar Pradesh	37.8	270	27.1	280	78.0	197	50.8	163	910	
233	Narsinghpur	Madhya Pradesh	33.2	223	21.3	231	83.9	232	64.4	225	911	
234	Sangrur	Punjab	29.6	175	22.7	242	82.0	227	75.8	267	911	
235	Mandya	Karnataka	30.4	188	19.9	214	84.9	239	77.3	271	912	
236	Kurukshetra	Haryana	32.4	216	21.6	237	88.0	256	59.5	207	916	
237	Dibrugarh	Assam	44.2	324	32.6	323	63.2	85	56.2	188	918	
238	Bellary	Karnataka	30.6	190	19.3	203	88.8	261	75.7	266	920	
239	Beed	Maharashtra	31.8	206	17.3	179	96.2	294	72.2	253	932	
240	Cochar	Assam	44.8	331	31.7	312	65.6	111	54.8	183	937	
241	Mysore	Karnataka	31.3	199	23.0	244	81.1	223	77.3	272	938	
242	Tuensang	Nagaland	30.5	189	23.3	248	87.9	254	71.2	249	940	
243	Cooch Behar	West Bengal	30.1	183	19.5	205	98.1	306	75.0	264	958	
244	Phex	Nagaland	38.0	272	25.3	264	80.0	217	60.5	211	964	
245	Mohindergarh	Haryana	38.6	275	20.4	224	87.7	250	65.1	228	977	
246	Etawah	Uttar Pradesh	37.3	263	23.6	249	84.9	238	65.2	229	979	
247	Bhatinda	Punjab	27.7	150	20.3	220	96.4	295	88.9	317	982	

1.	2	3	4	5	6	7	8	9	10	11	12	13
248	Parkasa	Andhra Pradesh	29.4	171	18.0	190	104.9	336	84.7	295	992	248
249	East Govari	Andhra Pradesh	35.3	243	28.9	292	77.9	195	74.6	263	993	249
250	Kinnau	Himachal Pradesh	36.9	258	20.7	226	89.2	264	72.1	252	1000	250
251	Chamol	Uttar Pradesh	37.5	264	18.3	193	94.8	284	74.4	260	1001	251
252	Aurangad	Maharashtra	35.8	247	19.9	212	97.4	300	70.7	245	1004	252
253	Jalna	Maharashtra	35.8	248	19.9	213	97.4	301	70.7	246	1008	253
254	Bhopal	Madhya Pradesh	47.0	347	37.4	351	71.7	163	47.9	151	1012	254
255	Rohtak	Haryana	42.6	309	26.8	275	79.8	213	62.3	217	1014	255
256	Nagaon	Assam	42.9	314	32.4	321	71.3	155	64.5	226	1016	256
257	Kanpur	Uttar Pradesh	43.7	320	32.0	316	72.2	169	63.8	222	1027	257
258	Hyderabad	Andhra Pradesh	58.3	396	49.2	394	56.7	47	56.7	191	1028	258
259	Baelgua	Karnataka	36.6	254	24.1	253	88.0	255	77.0	268	1030	259
260	Dhermari	Tamil Nadu	29.0	169	18.6	196	106.0	345	91.4	325	1035	260
261	Guntur	Andhra Pradesh	36.1	250	26.6	273	86.0	241	78.5	277	1041	261
262	Kachchl	Gujarat	35.4	245	26.7	274	92.4	275	71.1	248	1042	262
263	Nellore	Andhra Pradesh	32.2	214	23.1	245	95.6	288	85.2	297	1044	263
264	Sonipat	Haryana	40.9	294	25.3	265	87.7	251	67.7	237	1047	264
265	Chandigarh	Chandigarh	64.7	402	59.3	402	58.8	53	56.8	192	1049	265
266	Chandrar	Maharashtra	34.7	238	22.2	240	94.5	283	81.0	288	1049	266
267	Dadra & Nagar H.	Dadra & Nagar H.	26.6	136	16.8	170	125.5	402	96.8	343	1051	267
268	Ambala	Haryana	44.6	327	34.9	339	72.9	173	63.5	219	1058	268
269	Birdhan	West Bengal	33.7	229	24.5	258	96.9	297	78.9	279	1063	269
270	Surendraragar	Gujarat	37.5	267	25.6	268	93.5	279	73.9	257	1071	270
271	Jabalpur	Madhya Pradesh	41.0	296	28.1	288	87.4	247	69.8	243	1074	271
272	Howrah	West Bengal	51.4	377	40.6	369	101.9	321	22.4	11	1078	272
273	Jaintia Es	Meghalaya	24.5	101	24.4	257	100.9	318	117.4	405	1081	273
274	Hassan	Karnataka	37.5	266	26.4	272	86.8	242	86.1	304	1084	274
275	South	Sikkim	32.5	218	20.1	216	105.6	342	87.0	311	1087	275
276	Kamrup	Assam	42.8	312	29.7	299	82.5	228	74.2	258	1097	276
277	Pauri Gawal	Uttar Pradesh	41.4	296	27.1	281	90.6	269	72.7	255	1102	277
278	Jammu	Jammu & Kashmir	42.9	313	32.2	318	79.4	208	77.1	270	1109	278
279	Tangnoul	Manipur	34.2	235	25.2	263	96.0	292	89.9	322	1112	279
280	Chitradurga	Karnataka	38.3	274	27.1	279	90.9	270	83.0	293	1116	280
281	Jamnaga	Gujarat	40.5	291	30.3	307	89.0	263	73.4	256	1117	281
282	Ferozpur	Punjab	32.3	215	24.2	256	102.5	325	94.2	330	1126	282
283	Bhavnagar	Gujarat	39.8	285	28.0	286	96.0	290	77.5	273	1134	283
284	Dharwad	Karnataka	42.4	307	29.8	302	87.2	245	80.5	286	1140	284
285	Bankura	West Bengal	38.3	273	24.2	255	105.0	338	77.8	275	1141	285
286	Dhule	Maharashtra	37.5	265	26.0	269	101.9	320	85.9	301	1155	286
287	Pithoragarh	Uttar Pradesh	39.1	277	20.3	223	114.0	372	79.8	283	1155	287
288	Tumkur	Karnataka	36.9	260	25.1	262	100.1	314	89.7	320	1156	288
289	Manipur North	Manipur	31.0	195	20.2	218	114.4	375	105.0	373	1161	289

1.	2	3	4	5	6	7	8	9	10	11	12	13
290	Furi	Orissa	45.5	337	31.1	310	87.5	249	75.1	265	11661	
291	East Khasi Hill	Meghalaya	43.7	319	40.3	367	78.8	200	78.6	278	11664	
292	Solan	Himachal Pradesh	41.1	298	20.9	293	94.8	285	81.8	289	11665	
293	24 Parganas	West Bengal	46.2	342	35.5	343	83.7	231	71.4	250	11666	
294	Kolar	Karnataka	33.6	228	22.6	241	110.9	350	97.2	344	11772	
295	Manipur West	Manipur	36.4	253	26.1	271	102.4	324	90.7	324	11772	
296	Shimla	Himachal Pradesh	42.7	311	29.5	298	94.0	281	79.7	282	11772	
297	Salem	Tamil Nadu	39.3	280	28.1	289	97.2	298	86.4	307	11774	
298	West Godavari	Andhra Pradesh	37.6	268	31.6	311	92.7	277	88.9	318	11774	
299	Periyar	Tamil Nadu	39.8	286	27.3	282	97.6	302	88.2	314	11884	
300	Mandi	Himachal Pradesh	40.2	288	27.5	283	100.6	316	85.3	299	11886	
301	Yaatmal	Maharashtra	39.3	281	26.9	277	103.0	327	85.9	302	11887	
302	Zunhe Boto	Nagaland	45.6	341	38.1	356	83.3	230	74.5	261	11888	
303	Faridkot	Punjab	33.6	227	26.9	276	105.8	343	98.0	348	11994	
304	Osmanabad	Maharashtra	33.4	246	21.4	234	113.0	369	97.7	347	11996	
305	Sabarkantha	Gujarat	39.8	287	25.5	267	104.3	333	86.9	310	11997	
306	Cuttack	Orissa	45.4	335	32.4	320	90.3	268	79.0	280	12203	
307	Dakshina Kannad	Karnataka	53.5	384	45.3	390	78.3	199	67.3	234	12207	
308	Kottayam	Kerala	81.7	416	79.4	416	69.0	136	69.3	242	12210	
309	Sibsagar	Assam	53.6	385	44.8	387	76.4	195	70.9	247	12212	
310	Dehradun	Uttar Pradesh	52.6	381	42.0	376	78.1	198	74.6	262	12217	
311	Balasore	Orissa	42.1	305	28.3	290	101.5	319	86.2	305	12219	
312	Junagarh	Gujarat	41.6	300	30.2	306	98.1	307	86.5	308	12221	
313	South	Tripura	34.8	240	24.5	260	115.9	381	97.3	345	12226	
314	Krishna	Andhra Pradesh	41.7	301	34.6	336	92.1	274	88.5	316	12227	
315	Calcutta	West Bengal	69.1	408	63.0	408	71.4	158	74.3	259	12233	
316	Bardwan	West Bengal	42.4	306	32.6	322	103.6	330	78.0	276	12234	
317	Kodagri	Karnataka	50.2	369	43.3	382	79.1	205	80.5	287	12243	
318	Nadia	West Bengal	36.7	255	29.3	296	112.0	364	93.9	329	12244	
319	Buldhana	Maharashtra	44.6	328	30.0	305	102.1	322	82.4	291	12246	
320	South Arcot	Tamil Nadu	36.8	257	23.8	250	114.8	376	103.0	368	12251	
321	Shimoga	Karnataka	44.4	325	34.0	331	94.2	282	88.2	315	12253	
322	Bhandara	Maharashtra	43.9	321	29.5	297	100.3	315	91.6	326	12259	
323	Solapur	Maharashtra	40.7	292	27.0	278	110.5	358	94.8	334	12262	
324	Amritsar	Punjab	41.0	295	32.3	319	99.2	310	96.2	340	12264	
325	Manipur Central	Manipur	43.3	316	29.8	304	102.3	323	92.1	327	12270	
326	Chickmagalur	Karnataka	43.5	317	34.0	330	97.7	303	95.0	335	12285	
327	Puddu Kkottai	Tamil Nadu	38.7	276	23.9	251	121.9	394	102.0	364	12285	
328	Mehsana	Gujarat	46.7	344	35.1	341	100.0	312	83.5	294	12291	
329	Indore	Madhya Pradesh	49.0	362	36.7	349	95.7	289	82.5	292	12292	
330	North Arcot	Tamil Nadu	40.9	293	28.0	287	110.5	357	100.0	356	12293	
331	Vadodara	Gujarat	48.3	357	37.3	350	96.0	293	85.2	298	12298	



1.	2.	4	5	6	7	8	9	10	11	12	13	
332	Laimpur	Assam	44.2	323	32.6	324	103.4	329	90.2	323	1299	332
333	Pala	Punjab	40.4	290	33.7	329	103.2	328	98.9	352	1299	333
334	Giaspur	Punjab	43.5	318	36.0	347	98.9	308	94.4	332	1305	334
335	Nh Kannada	Karnataka	48.4	358	39.0	364	91.7	273	87.3	312	1307	335
336	Ei	Sikkim	41.4	299	29.8	303	108.7	353	99.0	353	1308	336
337	Miapore	West Bengal	42.7	310	29.2	295	109.8	355	101.1	359	1319	337
338	Luana	Punjab	50.6	372	44.1	384	88.7	260	86.3	306	1322	338
339	Se	Gujarat	46.7	345	37.8	352	96.6	296	94.2	331	1324	339
340	EiGaro Hills	Meghalaya	33.5	226	27.6	285	135.4	409	124.7	411	1331	340
341	Kla	Gujarat	49.0	363	34.4	335	104.8	335	85.8	300	1333	341
342	Adnagar	Maharashtra	43.2	315	29.2	294	114.4	374	98.8	351	1334	342
343	Kikal	Pondicherry	56.1	390	46.0	392	90.1	267	80.3	285	1334	343
344	Karthala	Punjab	44.9	332	38.3	359	97.9	305	96.0	339	1335	344
345	D	Goa Daman & Diu	44.5	326	34.2	332	118.9	389	85.0	296	1343	345
346	N Hills	Assam	39.5	282	27.5	284	120.4	391	110.0	387	1344	346
347	W Khasi Hill	Meghalaya	31.9	211	29.7	301	186.6	416	187.4	416	1344	347
348	Hooly	West Bengal	48.8	359	38.1	355	103.7	331	86.9	309	1354	348
349	Ror	Gujarat	48.8	360	38.9	362	99.2	311	89.9	321	1354	349
350	Binpur	Himachal Pradesh	44.7	330	34.8	337	106.0	344	97.6	346	1357	350
351	Atli	Gujarat	42.1	304	32.0	315	117.4	383	102.0	363	1365	351
352	Gahinagar	Gujarat	51.4	376	38.5	360	102.9	326	86.1	303	1365	352
353	Kajapur	Maharashtra	45.4	336	30.8	308	112.7	367	101.3	360	1371	353
354	Bhich	Gujarat	44.7	329	33.2	327	112.7	366	98.7	350	1372	354
355	Juadur	Punjab	49.2	366	42.5	379	96.0	291	95.0	336	1372	355
356	Ns	Maharashtra	44.4	324	31.9	314	112.9	368	102.9	366	1372	356
357	Al	Maharashtra	47.8	350	35.5	342	107.4	348	94.8	333	1373	357
358	Mpur South	Manipur	44.9	333	36.1	348	109.3	354	98.4	349	1384	358
359	Ror	Punjab	48.1	355	38.9	363	100.0	313	99.8	355	1386	359
360	No	Tripura	41.9	302	32.6	325	118.0	385	105.6	380	1392	360
361	Tthirapalli	Tamil Nadu	45.6	339	32.6	326	113.3	370	102.9	367	1402	361
362	Mpur East	Manipur	42.0	303	31.0	309	121.0	393	113.7	400	1405	362
363	Alpey	Kerala	78.5	415	75.1	415	90.0	266	87.9	313	1409	363
364	Erilam	Kerala	76.8	414	72.9	414	89.0	262	89.0	319	1409	364
365	Dreling	West Bengal	42.5	308	31.9	313	123.7	399	113.3	398	1418	365
366	Mas	Tamil Nadu	68.4	407	60.7	404	93.7	280	95.3	337	1428	366
367	Huarpur	Punjab	50.1	367	41.2	371	104.7	334	102.1	365	1437	367
368	Chalpattu	Tamil Nadu	48.0	353	35.8	345	112.4	365	105.2	375	1438	368
269	Tle	Maharashtra	50.5	371	40.2	366	106.8	347	99.7	354	1438	369
370	De	Delhi	61.1	399	53.1	398	100.9	317	92.4	328	1442	370
371	Vad	Gujarat	47.0	348	38.0	354	115.8	380	101.6	361	1443	371
372	Cobatore	Tamil Nadu	53.1	383	41.6	373	105.5	341	100.5	358	1455	372
373	Jaon	Maharashtra	48.1	354	34.4	334	115.5	379	110.2	388	1455	373

1.	2	3	4	5	6	7	8	9	10	11	12	13
374	Ahemadabad	Gujarat		56.1	39.1	45.5	391	103.9	332	96.7	342	14556
375	Greater Bombay	Maharashtra		68.2	40.6	60.8	405	95.2	287	101.9	362	14660
376	Quilon	Kerala		74.1	41.2	70.2	411	97.3	299	95.9	338	14660
377	Trivandrum	Kerala		70.5	41.0	65.8	410	97.7	304	96.2	341	14665
378	Ramanathapuram	Tamil Nadu		45.3	33.4	32.0	317	134.0	408	119.6	407	14666
379	Sangli	Maharashtra		46.9	34.6	33.6	328	123.2	398	112.3	396	14668
380	West	Tripura		46.2	34.3	35.8	346	121.9	395	108.7	384	14668
381	Raigad	Maharashtra		45.6	33.8	34.3	333	126.2	403	112.1	395	14669
382	Kohima	Nagaland		48.9	36.1	38.7	361	111.7	362	109.7	386	14670
383	Kangra	Himachal Pradesh		49.1	36.5	39.9	365	111.0	360	106.5	381	14671
384	Workha	Nagaland		45.6	34.0	34.8	338	148.6	413	108.1	383	14674
385	Madurai	Tamil Nadu		47.4	34.9	34.9	340	120.8	392	111.2	394	14675
386	Nagpur	Maharashtra		54.6	38.7	44.6	386	107.8	351	103.2	369	14693
387	Una	Himachal Pradesh		50.1	36.8	40.6	370	113.4	371	108.8	385	14694
388	Amraviti	Maharashtra		51.8	37.8	42.6	380	111.9	363	105.4	377	14698
389	Ratnagiri	Maharashtra		47.8	35.1	38.2	357	131.4	405	110.5	389	15002
390	Satara	Maharashtra		48.2	35.6	35.7	344	129.1	404	113.5	399	15003
391	Sindhudurg	Maharashtra		47.8	35.2	38.2	358	131.4	406	110.5	390	15006
392	Mokok Chung	Nagaland		61.8	40.0	57.2	400	105.1	339	104.0	370	15009
393	Wardah	Maharashtra		51.1	37.3	40.5	368	115.1	377	110.9	392	15010
394	Palghat	Kerala		58.0	39.5	51.5	396	110.3	356	104.1	371	15018
395	Wynad	Kerala		58.3	39.7	51.5	397	107.6	350	105.0	374	15018
396	The Nilgiris	Tamil Nadu		56.5	39.2	44.8	388	111.5	361	105.4	378	15019
397	Trichur	Kerala		73.6	41.1	70.2	412	105.4	340	100.1	357	15020
398	Pondicherry	Pondicheery		54.7	38.9	43.8	383	114.0	373	105.2	376	15021
399	Thanjawur	Tamil Nadu		50.4	37.0	37.9	353	122.4	397	115.9	403	15023
400	Yanam	Pondicherry		49.1	36.4	43.1	381	118.8	388	112.5	397	15030
401	Pune	Maharashtra		54.0	38.6	42.1	377	118.8	387	107.5	382	15032
402	Idukki	Kerala		67.4	40.5	62.6	407	107.6	349	105.0	372	15033
403	Ann Islands	Ann Islands		51.3	37.4	41.9	375	122.2	396	110.8	391	15036
404	Bangalore	S. Karnataka		51.3	37.5	42.2	378	115.2	378	121.3	408	15039
405	Kosikoda	Kerala		70.1	40.9	63.8	409	106.4	346	105.5	379	15043
406	Hamirpur	Himachal Pradesh		52.7	38.2	45.2	389	117.6	384	116.5	404	15059
407	Tirunelveli	Tamil Nadu		52.1	38.0	41.5	372	132.9	407	121.5	409	15068
408	Daman,	Goa Daman & Diu		52.1	37.9	41.6	374	144.8	412	139.3	414	15079
409	Launclei	Mizoram		56.9	39.3	50.5	395	118.9	390	113.9	401	15079
410	Goa	Goa Daman & Diu		57.2	39.4	48.3	393	123.9	400	117.8	406	15093
411	Cananore	Kerala		65.7	40.4	59.5	403	118.1	386	114.0	402	15095
412	Mahe	Pondicherry		74.1	41.3	70.7	413	117.1	382	111.1	393	16001
413	Lakshadweep	Lakshadweep		54.7	38.8	44.2	385	169.1	415	151.6	415	16003

(Continues)

1.	3	4	5	6	7	8	9	10	11	12	13
414 Awa	Mizoram	65.1	403	611.0	406	125.4	401	122.9	410	1620	414
415 Mlapam	Kerala	60.5	398	553.3	399	139.2	411	134.2	412	1620	415
416 Knyamari	Tamil Nadu	63.7	401	590.0	401	136.8	410	138.6	413	1625	416

## STATE-WISE NO OF PERSONS WITH HIGH SCHOOL OR LESSER QUALIFICATION, TEACHING AT

ZONE	STATES/UT	AT PRIMARY LEVEL									
		BELOW MIDDLE			MIDDLE			HIGH SCHOOL			
		T	UT	TL	T	UT	TL	T	UT	TL	
		1	2	3	4	5	6	7	8	9	10
NORTH CENTRAL	UTTAR PRADESH	793	271	1064	29880	609	30439	75100	1991	770991	
	BIHAR	4	3	7	6499	1481	7980	101666	5805	1074771	
	MADHYA PRADESH	203	65	268	21379	1907	23236	20347	7601	279448	
	RAJASTHAN	149	170	319	815	1273	2088	16393	2041	184334	
NORTH	JAMMU & KASHMIR	11	1	12	504	67	571	9441	1661	111002	
	HIMACHAL PRADESH	19	1	20	605	8	613	12000	235	122335	
	PUNJAB	6	4	10	749	13	762	38967	244	392111	
	HARYANA	4	3	7	576	12	588	25540	67	256107	
	DELHI	0	0	0	3	0	3	4517	60	45777	
	CHANDIGARH	1	0	1	17	0	17	994	0	994	
EAST	WEST BENGAL	1218	451	1669	6963	2792	9755	63608	32995	966603	
	ORISSA	57	67	124	32446	3664	36110	32100	5143	372443	
	ASSAM	1199	806	2005	12503	5360	17863	21369	13026	343595	
	SIKKIM	11	26	37	371	406	777	1128	1083	22111	
WEST	GUJARAT	462	64	526	11103	221	11324	53732	201	539333	
	MAHARASHTRA	87	22	109	22893	3478	26371	66399	5589	723333	
	GOA	4	17	21	126	67	193	2347	436	33333	
	DAMAN & DIU	1	1	2	17	4	21	200	29	22291	
	DADRA & NAGAR HAVELI	1	2	3	296	2	298	38	7	451	
SOUTH	ANDHRA PRADESH	395	455	850	24649	481	25130	53756	651	544077	
	KARNATAKA	39	25	64	3614	591	4205	77497	6833	843301	
	TAMIL NADU	230	0	230	25863	0	25863	96352	6	963358	
	KERALA	420	166	586	2338	400	2738	46194	1144	473338	
	PONDICHERRY	2	0	2	16	0	16	1607	5	165122	
	LAKSHADWEEP	1	0	1	37	0	37	175	18	11933	
	A. & N. ISLANDS	12	1	13	15	1	16	403	7	4101	
NORTH EAST	MEGHALAYA	41	126	167	2473	2391	4864	737	745	144322	
	ARUNACHAL PRADESH	11	8	19	100	68	168	376	277	6533	
	NAGALAND	355	438	793	1371	1008	2379	530	1311	188411	
	MANIPUR	136	80	216	3275	981	4256	1730	1905	366355	
	TRIPURA	0	78	78	24	782	806	2083	2342	444255	
	MIZORAM	4	8	12	1002	652	1654	583	563	11466	
ALL INDIA	5876	3359	9235	212522	28719	241241	828409	95071	9234303		

T=TRAINED, UT=UNTRAINED, TL=TOTAL

SOURCE:- PROVISIONAL FIGURES OF Vth ALL INDIA EDUCATIONAL SURVEY

QUALIFICATION-WISE NO. OF TEACHERS														
AT MIDDLE LEVEL									TOTAL FOR ELEMENTARY STAGE					
BELOW MIDDLE			MIDDLE			HIGH SCHOOL			MIDDLE & BELOW			HIGH SCHOOL		
T	UT	TL	T	UT	TL	T	UT	TL	T	UT	TL	T	UT	TL
12	13	14	15	16	17	18	19	20	21	22	23	24	25	26
18	0	28	3046	54	3100	9564	704	10268	33747	934	34681	84664	2695	87359
2	1	3	537	70	607	32951	1807	34758	7042	1555	8597	134617	7612	142229
0	2	12	845	75	920	4063	1374	5437	22437	2049	24486	24410	8975	33385
19	32	60	303	113	416	7077	659	7736	1295	1588	2883	23470	2700	26170
3	0	3	80	9	89	3200	738	3938	598	77	675	12641	2399	15040
16	0	36	99	1	100	3348	18	3366	759	10	769	15348	253	15601
1	0	1	30	0	30	2446	87	2533	786	17	803	41413	331	41744
1	0	1	72	1	73	4322	22	4344	653	16	669	29862	89	29951
0	0	0	0	0	0	453	17	470	3	0	3	4970	77	5047
1	0	1	2	0	2	61	1	62	21	0	21	1055	1	1056
4	4	8	74	34	108	332	318	650	8259	3281	11540	63940	33313	97253
3	7	10	744	162	906	7748	3663	11411	33250	3900	37150	39848	8806	48654
4	0	4	186	57	243	4341	5866	10207	13892	6223	20115	25710	18892	44602
0	0	0	1	0	1	25	4	29	383	432	815	1153	1087	2240
15	39	644	10078	137	10215	66423	1012	67435	22248	461	22709	120155	1213	121368
0	0	0	14379	1425	15804	81402	3545	84947	37359	4925	42284	147801	10134	157935
0	3	3	8	4	12	959	72	1031	138	91	229	3806	558	4364
0	0	0	3	0	3	96	9	105	21	5	26	296	38	334
0	0	0	22	0	22	66	6	72	319	4	323	104	13	117
7	4	11	669	71	740	10317	334	10651	25720	1011	26731	64073	985	65058
23	12	35	3655	509	4164	24243	535	24778	7331	1137	8468	101740	7368	109108
31	1	32	9361	8	9369	48100	46	48146	35485	9	35494	144452	52	144504
14	76	220	732	127	859	36865	1212	38077	3634	769	4403	83059	2356	85415
2	0	2	27	1	28	531	1	532	47	1	48	2138	6	2144
0	1	1	1	0	1	153	0	153	39	1	40	328	18	346
1	0	1	1	1	2	68	2	70	29	3	32	471	9	480
2	8	10	70	330	400	456	1200	1656	2586	2855	5441	1193	1945	3138
0	0	0	0	0	0	9	0	9	111	76	187	385	277	662
10	44	64	311	353	664	293	526	819	2057	1843	3900	823	1837	2660
0	0	0	59	56	115	349	395	744	3470	1117	4587	2079	2300	4379
0	0	0	3	45	48	156	152	308	27	905	932	2239	2494	4733
0	0	0	0	14	14	512	466	978	1006	674	1680	1095	1029	2124
56	234	1190	45398	3657	49055	350929	24791	375720	264752	35969	300721	1179338	119862	1299200

## STATE-WISE BREAK-UP OF UNTRAINED, UNDER QUALIFIED TEACHERS

Category	State	No. of Untrained Teachers		Total
		At Prim./ Middle level. with Middle or less Qualification	At Middle level with High School Qualification	
North Eastern States	1. Assam	6223	5866	12089
	2. Meghalaya	2855	1200	4055
	3. Mizoram	674	466	1140
	4. Nagaland	1843	526	2369
	5. Manipur	1117	395	1512
	6. Tripura	905	152	1057
		<u>13,617</u>	<u>8605</u>	<u>22,222</u>
Eastern States	7. West Bengal	3281	318	3599
	8. Bihar	1555	1807	3362
	9. Orissa	3900	3663	7563
		<u>8736</u>	<u>5788</u>	<u>14,524</u>
Other Educationally Backward States	10. Uttar Pradesh	934	704	1638
	11. Madhya Pradesh	2049	1374	3423
	12. Jammu & Kashmir	77	738	815
	13. Rajasthan	1588	659	2247
14. Andhra Pradesh	1011	334	1345	
		<u>5659</u>	<u>3809</u>	<u>9468</u>
Other States	15. Gujarat	461	1012	1473
	16. Maharashtra	4925	3545	8470
	17. Kerala	769	1212	1981
	18. Karnataka	1137	535	1672
		<u>7292</u>	<u>6304</u>	<u>13596</u>
Grand Total		<u>35304</u>	<u>24506</u>	<u>59810</u>

## STATE-WISE POSITION OF TEACHER POPULATION, &amp; BACKLOG OF

ZONE	NAME OF THE STATE/UT	NO. OF DISTTS.	TEACHER POPULATION			
			ELEMENTARY SCHOOLS		SECONDARY SCHOOLS	
			TOTAL	PER DISTT.	TOTAL	PER DISTT.
			4	5	6	7
NORTH CENTRAL	UTTAR PRADESH	60	361266	6021	155314	2588
	BIHAR	39	203130	5208	45314	1161
	MADHYA PRADESH	45	242473	5388	47934	1065
	RAJASTHAN	27	135376	5013	55338	2049
NORTH	JAMMU & KASHMIR	14	30235	2159	18391	1313
	HIMACHAL PRADESH	12	22742	1895	11954	996
	PUNJAB	12	55350	4696	47068	3922
	HARYANA	12	26720	2226	45539	3794
	DELHI	1	97319	97319	36495	36495
	CHANDIGARH	1	912	912	2402	2402
EAST	WEST BENGAL	17	209020	12295	118759	6985
	ORISSA	13	111758	8597	38452	2957
	ASSAM	18	102966	5720	35183	1954
	SIKKIM	4	3651	915	1878	469
WEST	GUJARAT	19	154300	8121	51500	2710
	MAHARASHTRA	30	255500	8516	172500	5750
	GOA	1	3825	3825	6241	6241
	DAMAN & DIU	2	462	231	177	88
	DADRA & NAGAP HAVELI	1	515	515	128	128
SOUTH	ANDHRA PRADESH	23	149405	6104	76153	3311
	KARNATAKA	20	126742	6337	47549	2377
	TAMIL NADU	20	183436	9171	109719	5485
	KERALA	14	102275	7305	92126	6580
	PONDICHERRY	4	3566	891	2272	568
	LAKSHADWEEP	1	332	332	302	302
	A. & N. ISLANDS	2	1334	667	1773	886
NORTH E/	MEGHALAYA	5	9680	1936	2706	541
	ARUNACHAL PRADESH	11	3161	287	1569	142
	NAGALAND	7	9740	1391	2420	345
	MANIPUR	8	13370	1671	5890	736
	TRIPURA	3	11578	3859	8577	2859
	MIZORAM	3	6678	2226	1200	400
	ALL INDIA	449	2630847	5859	1242823	2767

(i) SERVING UNTRAINED AND (ii) UNEMPLOYED TRAINED TEACHERS

ANNEX-7

ELEMENTARY SCHOOL TEACHERS			SECONDARY SCHOOL TEACHERS			REMARKS
SERVING UNTRAINED TEACHERS %	NO.	NO. OF PERSONS ON LIVE REGISTER OF EMP. EXCHANGES AS ON 31-12-85	SERVING UNTRAINED TEACHERS		NO. OF TRAINED TEACHERS ON LIVE REGISTER OF EMP. EXCHANGES AS ON 30-6-88	
			%	NO.		
8	9	10	11	12	13	14
3.75	13533	24796	4.00	6212	34100	
5.76	11692	23009	4.22	1911	10400	(i) For unemployed teachers
23.40	56738	2464	17.20	8245	10400	Source-D & E & T (1981)
10.41	14088	10148	3.37	1863	31100	
18.56	5612	29	18.47	3396	500	(ii) For other distric-
2.73	621	2337	4.25	508	4200	Ref. dt.-30-9-87
1.17	659	8160	1.00	470	19500	Source- Selected Educat
0.10	27	3403	0.44	202	12500	Statistics 1987
0.10	101	8762	1.81	661	39700	Published by M/
0.00	0	1461	0.00	0	3600	
39.45	82454	20887	46.39	55089	21400	
12.52	13991	14517	20.00	7690	9000	
51.63	53164	703	76.43	28888	900	
56.51	2068	0	58.44	1097	-	
0.00	0	9599	1.65	850	6200	
5.08	15541	27592	5.42	9355	13000	
7.49	286	359	16.88	1053	200	
6.00	27	0	5.40	9	-	
7.13	36	0	9.38	12	100	
3.11	4370	17407	0.73	553	27900	
7.95	10078	32087*	3.94	1872	14700	
0.00	0	8095	1.29	1415	21700	
5.99	6130	19034	1.24	1141	7800	
7.04	251	171	2.04	46	1200	
2.70	8	0	0.89	2	-	
6.48	86	87	4.59	81	200	
60.76	5881	5	69.00	1867	200	NOTE:-
59.93	1894	0	53.61	841	@	@ figs. are less
24.31	2367	5	37.60	909	-	than 50
37.97	5076	516	66.83	3936	@	* In 87-88 State Govt.
60.70	7027	8	51.92	4453	100	had reported this
47.88	3197	0	54.67	656	@	backlog as 157,0000
12.05	317019	235641	11.53	143295	290300	



## STATES WITH A LARGE BACKLOG OF UNTRAINED TEACHERS

Category	Name of State	Backlog of Untrained Teachers (as on 30.9.87)			
		Elementary Schools		Sec. Schools	
		No.	Pe cent	No.	Percent
1. Backlog high in abs. as well as % terms (Total Backlog of Ele. & Se. Teachers > 20,000; > % of each 15%)	1. West Bengal	82,454	39.5	55,089	46.4
	2. Madhya Pradesh	56,738	23.4	8,245	17.2
	3. Assam	53,164	57.6	26,888	76.4
	4. Orissa	13,991	12.5	7,690	20.0
			<u>2,06,347</u>		<u>97,912</u>
2. Backlog high in abs. but not in % terms (Total backlog of Ele. & Se. Teachers > 10,000; % for each < 15%)	5. Uttar Pradesh	13,533	3.75	6,212	4.0
	6. Bihar	11,692	5.8	1,911	4.2
	7. Rajasthan	14,088	10.4	1,863	3.4
	8. Maharashtra	15,541	6.1	9,355	5.4
	9. Karnataka	10,078	8.0	1,872	3.9
		<u>64,932</u>		<u>21,213</u>	
3. Abs. Backlog not high (< 10,000), but high in % terms (> 15% for each)	1. Jammu & Kashmir	5,612	18.6	3,396	18.5
	2. Sikkim	2,068	56.5	1,097	58.4
	3. Meghalaya	5,881	60.8	1,867	69.0
	4. Arunachal Pradesh	1,894	59.9	841	53.6
	5. Nagaland	2,367	24.3	909	37.6
	6. Mizoram	3,197	47.9	656	54.7
	7. Manipur	5,076	38.0	3,936	66.8
	8. Tripura	7,027	60.7	4,453	51.9
		<u>33,122</u>		<u>17,155</u>	

## PRIORITY AREAS SPELT OUT IN NPE FOR: ELEMENTARY AND SECONDARY EDUCATION

### Elementary Education

1 Universalisation of Primary/elementary education through:

a) adoption of a child-centred and activity-based process of learning at the primary stage, making optimal use of the equipment and facilities being provided in all primary schools under Operation Black-board,

b) Supplementary remedial instruction as also otherwise special attention to the needs of first generation learners, and provision of suitable incentives/arrangements for children of disadvantaged groups,

c) Micro-level planning for universal enrolment and retention, and involving the community in the educational process,

d) Laying down of minimum levels of learning and working towards their universal attainment,

e) Continuous and comprehensive learner evaluation,

f) Operationalization of a meaningful system of monitoring progress towards universalization of primary/elementary education

g) Revision of curricula, text books and other teaching-learning material so as to bring them in line with the national system of education, the national core curriculum and minimum levels of learning, at the same time, also making them locally relevant, and

h) Use of Educational Technology for qualitative improvement.

2 Culture, Value, Environmental and Physical Education.

### Secondary Education

a) Laying down of minimum levels of learning

b) Continuous and comprehensive learner evaluation,

c) Revision of curricula, text books and other teaching-learning material so as to bring them in line with the national system of education, the national core curriculum and minimum levels of learning,

d) Use of Educational Technology and Computers for qualitative improvement,

e) Improvement in Science & Mathematics Education,

f) Vocationalization,

g) Culture, Value, Environmental and Physical Education.