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NATIONAL DEVELOPMENT
COUNCIL
COMMITTEE
ON
LITERACY

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Planning Commission
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ABBREVIATIONS

CABE	Central Advisory Board of Education
DAE	Directorate of Adult Education
DIET	District Institute of Education and Training
DRU	District Resource Unit
GER	Gross Enrolment Ratio
ICMR	Indian Council of Medical Research
IPCL	Improved Pace and Content of Learning
JSN	Jan Shikshan Nilayam
KVK	Krishi Vigyan Kendfa
MHRD	Ministry of Human Resource Development
MLL	Minimum Levels of Learning
NAEP	National Adult Education Programme
NCERT	National Council for Education Research and Training
NDC	National Development Council
NFE	Non-Formal Education
NGO	Non-Government Organisation
NIAE	National Institute of Adult Education
NIEPA	National Institute of Educational Planning & Administration
NPE	National Policy on Education
OB	Operation Blackboard
POA	Programme of Action
RFLP	Rural Functional Literacy Project
SC	Scheduled Caste
SCERT	State Council for Education Research and Training
SEOTC	Social Education Organizers' Training Centre

SRC	State Resource Centre
ST	Scheduled Tribe
TLC	Total Literacy Campaign
UEE	Universalization of Elementary Education
UPE	Universal Primary Education
VEC	Village Education Committee
ZSS	Zila Saksharata Samiti

INTRODUCTION

Constitution of the Literacy Committee of NDC

1.   In pursuance of the decision taken at the 43rd meeting of the National Development Council held on 23 - 24 December, 1991, an NDC Committee on Literacy was constituted on 3rd April, 1992 comprising the following eight members :

1.	Shri Kalyan Singh, Chief Minister, Uttar Pradesh	Chairman
2.	Shri Arjun Singh, Minister of Human Resource Development, Govt. of India	Member
3.	Shri Ajit Kumar Panja, Minister of State (Independent Charge) of the Ministry of Information & Broadcasting, Govt. of India	Member
4.	Shri Jyoti Basu, Chief Minister, West Bengal	Member
5.	Shri Lalthanhawla, Chief Minister, Mizoram	Member
6.	Shri Beant Singh, Chief Minister, Punjab	Member
7.	Shri Lalu Prasad Yadav, Chief Minister Bihar	Member
8.	Dr. (Mrs.) Chitra Naik, Member Planning Commissi ,n	Member-Secretary

2.   Consequent on vacancy in the office of Chief Minister, U.P., in December, 1992, Shri Lalthanhawla, Chief Minister, Mi?oram was designated as the Chairman of the Committee by the Order dated 11.1.1993 which also extended the Term of the Committee till the end of January, 1993.

3.   **Terms** of **Reference**

The terms of reference of the Committee were as follows:

1.   To review the progress of schemes for eradicating existing illiteracy (National Literacy Mission) as well as schemes for prevention of future incidence of illiteracy through universalisation of elementary education; and to assess the magnitude of the task involved, in order to determine and reach the goals to be achieved by the end of the Eighth Plan.

2.   To suggest measures for reduction of social, gender and regional disparities in literacy achievement during the Eighth Plan.

3.   To suggest measures for promotion of Literacy and elementary education through Panchayat Raj Institutions and Village Education Committees with a view to ensuring full benefit of democratic decentralisation for achieving the literacy goal.

4.   To recommend ways and means for involving non-governmental agencies, youth organisations, women's organizations, professional organisations, trade & industry, labour and cooperative sector etc. in a total literacy movement.

5.   To suggest measures for enlisting and harnessing the cooperation and the potential of various folk-media, print-media and electronic media for promotion of literacy both in the matter of environment building and support programmes.

6.   To suggest structures and modalities for efficient administration, monitoring and evaluation of literacy activities so as to utilise all possible resources available at the Panchayat, Block and District levels in order to integrate the literacy movement **with** child-care, child-development, women's economic empowerment, population limitation and reduction of IMR and maternal mortality, etc.

7.   To suggest measures for providing post-literacy and continuing education, both academic and vocational for those who are already literate, neo-literates and for women in particular so as to improve their opportunities to participate in and benefit from socio-economic development.

Literacy Perspective

4.   The significance of education as an investment in socio-economic development had been recognised very early by our national leaders and they had, therefore, persistently struggled for universalization of primary education as a part of the freedom movement. After independence, Article 45 of the Indian Constitution as well as several Committees and Commissions stressed education as the foundation of national reconstruction and upgradation of the people's quality of life. The National Policy on Education (NPE) (1992) has once again highlighted the importance of literacy and elementary education as an inescapable **investment for human development. Provision of equality of opportunity through Universalisation of Elementary Education**

(UEE) as also the instrumentality of UEE for strengthening social cohesion and the democratic process, are now recognized as the most crucial aspects of educational action, especially in developing countries.

5.   Socio-economic development is generally assessed on the basis of five major indicators, viz. the growth-rate of the economy, birth rate, death rate, Infant mortality rate (IMR) and literacy rate. All these are interconnected but the literacy rate has been the major determinant of the rise or fall in the rate of other indicators. There is already enough evidence in India to show that a high literacy rate, especially in the case of women, correlates with low birth-rate, low IMR and increase in the rate of life-expectancy. Kerala State in which the overall literacy rate is 86.93%, being the highest not only in India but comparable with that in some advanced countries, also has the lowest IMR - 17 per thousand as against the country's average of 80. It also has the lowest proportion of married females in the age group 15 - 19, and a very low death rate. Literacy of parents has always been a stimulator of good enrollment, retention and achievement at the primary stage as seen from the Kerala example and such experience elsewhere. In comparison, the State of Uttar Pradesh shows quite the opposite picture. Its total literacy rate is only 41.71 per cent in which the female literacy rate is just 26.02 per cent. Correspondingly, it has a high IMR, high birth-rate and high death rate. It has a high proportion of married females in age group 15 - 19 and a low couple-protection rate. World Bank Studies in 29 Developing Countries have shown that infant and child mortality rates are

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in inverse proportion to the level of education of mothers and that each year of schooling for girls and women's literacy means further reduction of IMR and lower birth-rate. A study conducted by ICMR in 1990-91 on "Immunisation Programme and Maternal and Child Health" in the States of U.P., M.P., Rajasthan and Bihar has shown that the immunisation status of children of literate mothers is better than that of illiterate mothers both in urban and rural areas. Reduction of sickness arising from lack of hygiene, malnutrition, and superstitious practices has also been noticed in families which have literate women members. This improvement in health leads to reduction of national cost on health services while providing to the country more capable human resources. The conclusion that literacy and education of women lead to a higher pace of population control and to greater economic productivity has awakened the world to the need to focus upon literacy and elementary education programmes not simply as a matter of social justice but more pertinently as a matter of economic growth, social well-being and social stability.

6.   The question of environment is also closely connected with education. It has been observed that environmental awareness and achievement in environmental conservation and preservation, increase in direct proportion to the increase in the literacy level of a country. In the National Environmental Awareness Campaigns organised by the Ministry of Environment and Forest, Government of India, it has been observed that the maximum number of proposals for organising environmental activities are received from the States where the literacy rate is **quite high. In** the

sphere of unconventional energy resources also, women's literacy and education have proved to be strong supportive factors.

7.   The impact of elementary education and basic literacy on economic growth has been decisive. Research in developing countries has found returns to primary schooling averaging around 27 per cent while returns to secondary around 15 to .17 per cent. When education reaches economically and socially deprived groups, it brings about economic betterment not only for these groups but simultaneously promotes overall economic upgradation for the entire society through reduced dependency, increased productivity, and reduction in subsidized social services. UNESCO studies have shown that a stabilized adult literacy level of 70 per cent is a positive indication of universal primary education and a critical threshold for economic growth. According to the 1991 census, India has achieved 52.11 per cent literacy for the age-group 7 years and above. Thus it is short of the threshold only by 17.89 per cent. But this gain must be stabilized in an even manner in all States and UTs. As it happens, the progress of UEE and literacy has not been equally good in all the States and UTs and a rapid removal of disparities is essential. Reaching the threshold of 70 per cent and stabilizing it, as also moving above it to 80 per cent, is necessary in all strata of society. This can be done by making schooling and literacy a common custom created by social demand. At present, in the States which are classified as educationally backward, the growth of literacy and UEE is below the national average. In these States, intensive efforts are necessary to

increase, in as short a time-span as possible, adult literacy rates and achievement-oriented primary / elementary education for the 6 - 14 age-group. For this, special emphasis on the schooling of girls, and children from Scheduled Castes and Scheduled Tribes, is necessary. A study quoted in the document "Challenge of Education" (1985) declares that by 2000 AD, India would have the dubious distinction of carrying within its population 54% of the world's illiterate youth (age 15-19). The calamitous impact it is likely to have on the social fabric and economic condition of the country is too obvious to need any elaboration here. For the sheer survival of our people in the competitive world of to-day where access to technology has become the main instrument for economic and social well-being, the question of literacy and primary education has to be the 'question of questions', to use the phraseology found in Gopal Krishna Gokhale's pleadings for universal primary education while he presented a Bill for the purpose in the Viceroy's Council in 1912. The Bill were thrown out and along with it were thrown out India's future prospects as well. That damage can still be repaired by independent India, provided we understand 'the extent of that damage and muster our national will with such determination that we restore to every individual in our country the opportunity to acquire literacy and primary education so that the bright destiny that our Founding Fathers saw in their vision of India becomes a reality at not too distant a date. It was this overall perspective that guided the Committee's deliberations.

Meetings, Materials and Consultations

9.   The Committee had five sittings on 1st June, 8th July, 15th September, 1992, 19th November, 1992 and 22nd January, 1993 respectively.

10.   The resource support to the first meeting of the Committee was provided in the form of relevant documents, namely Literacy Digest, 1991, a status Paper on Adult Education, a note on the *Policies and Strategies of Elementary Education', extracts from the Chapter on Adult Education of Kothari Commission Report, summary of the recommendations of the CABE Committee on Policy (1992), Compilation of Statistics on Literacy and an expository note on the Terms of Reference. Besides, there were presentations on the current status of adult and elementary education in India by the Director General of National Literacy Mission and Joint Educational Adviser (Elementary Education Bureau), Ministry of HRD. The comments made by the Minister of State for Information & Broadcasting on the role of the media in the promotion of literacy and the need to have effective linkages among health, education, information and broadcasting, the views of the Education Ministers of Bihar and West Bengal on the current situation of adult and elementary education in their respective states, and the effective intervention by Chief Minister, Mizoram, in the second meeting, further facilitated the deliberations of the Committee. The discussions during the first meeting revolved around the main issues related to the implementation strategies. The need to ponder over the past failures and developing new strategies to overcome them, as well

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as the importance of viewing universalisation of elementary education and eradication of illiteracy in an integrated manner were stressed.

11.   It was decided that the views of eminent and experienced persons working in the area of elementary and adult education and written comments from all the State Governments and Union Territories, should be sought. Nine States and Union territories responded: Gujarat, Himachal Pradesh, Mizoram, Maharashtra, Punjab, Rajasthan, Dadra and Nagar Haveli, Lakshwadeep and Delhi. The action-points suggested by them are classified thematically and are given in Annexure-I.

12.   The views of the experts who either appeared before the Committee during the second meeting or sent written comments are classified thematically and are given in Annexure-II.

13.   The Member-Secretary held a series of consultations with specialists from the National Institute of Educational Planning and Administration and the Department of Education, Ministry of Human Resource Development, who provided documentation relating to evaluation of literacy campaigns, non-formal education, etc. The Member-Secretary also invited from other experts essential notes and papers covering the possible strategies for maximisation of collaboration between governmental and non-governmental agencies and governmental and people's financing of elementary ana adult education.

14.   These papers and comments of specialists and State Governments were circulated among the members of the Committee.

The Committee in its third meeting took note of the contents of the Revised Programme of Action (POA) 1992 based on the modified NPE 1986 and the strategies visualised in the Eighth Five Year Plan. In the light of these, the Committee's discussions focused upon the possible recommendations, format of the Committee's Report, and the procedure of drafting the report. It was decided that the innovative suggestions made by the State Governments and specialists should be incorporated in the report at appropriate places and the report should be made as precise and yet as comprehensive as possible and that the recommendations should be practical. The draft report was circulated in the first week of November, 1992 and was discussed in the fourth meeting held on 19.11.1992. The final report was signed in the meeting held on 22.1.1993.

Design of the Report

Apart from this introduction, the Report has five chapters. While in Chapter I, a historical perspective of elementary education in India is provided, Chapter II gives the present scenario with a view to providing a background to the

present Report. Chapter III highlights further suggestions made by the Committee with particular reference to the management changes essential for a successful and continuous programme of Elementary and Adult Education, its pedagogical and infrastructural aspects, and community participation. The financing of elementary and adult education is dealt with in Chapter IV, Chapter V presents the summary of recommendations. Action-points suggested by the State Governments and UTs, experts, and in POA 1992, are given in Annexure I - III which are followed by statistical tables (1-14) and a select bibliography.

CHAPTER I

ELEMENTARY AND ADULT EDUCATION IN INDIA: Historical Perspective

PART A j Elementary Education

Early history

1.1   India has a long tradition of education both through formally organised institutions (such as Institutes of Higher Learning at Takshashila and Nalanda) as well as less formal ones like hermitages or * ashrams' where pupils were under the complete custodial care of their Gurus.   A   mass education movement, however, began during the age of Jainism and Buddhism when a Uide&pread attempt was made to use the people's spoken language to impart education related to the needs of people.

1.2   In the medieval times, the system of education developed **two** main types of schools : (a) *Pathshalas' and 'Madrassahs' whose curriculum included traditional classical learning and religion; and (b) informal village-schools which imparted instruction in the three R's to any child desirous of such learning.

1.3   By the end of the 18th century, India had a fairly widespread village-based indigenous system of child education comparable to the primary stage.   Extensive surveys conducted by Thomas Munroe in Madras (1822-24), Mount-Stuart Elphinstone in Bombay (1823--25), William Adam in Bengal and Bihar (1835-38) and in Punjab (1849), provide ample information on this popular system of indigenous education.   These schools were independent. **They** neither received any funds from the state nor were they

under state-control. A school learning centre, generally functioned in the teacher's house / local temple / under a tree, and so on. Hours of instruction and working days were adjusted to the local requirements. There was a *monitorial' system in which the advanced pupils guided the new entrants and slow learners. Peer-group learning, multipoint entry, need-based studies and adaptability to the local environment were the chief merits of these indigenous schools in which, around 1854, 9 lakh pupils were receiving education.

1.4   The process of decay of the indigenous system of education in India started with the advent of the British rule when a system modelled on English schools was established- mainly in urban centres. The urban upper classes took advantage of this system for capturing government jobs. The bulk of the Indian population living in the rural areas remained outside the system.

1.5   In England, compulsory education Acts had been passed in 1870, 76 and 80. As a result an emphatic demand for 4 years of compulsory primary education was made by Dadabhai Naoroji & Jyotiba Phule from Bombay Presidency in their evidence before the Indian Education Commission (Hunter Commission, 1882) which accepted the logic and stated that "while every branch of education can justly claim the fostering care of the State, it is desirable, in the present circumstances to declare the elementary education of the masses, its provision, extension and improvement, to be that part of the educational system to which the strenuous efforts of the State should now be directed." The

Commission also recommended the transfer of the control and administration of elementary education to local bodies, as done in England. This was acted upon. State finances for making primary education universal could be reduced or even ultimately withdrawn, under this doctrine of local self-government. But local bodies had little resources to take up this burden.

UEE in the 20th Century

1.6   In 1910, Gopal Krishna Gokhale moved a resolution in the Imperial Legislative Council that "a beginning be made in the direction of making elementary education free and compulsory throughout the country", which was opposed by the official side. A Bill to that effect moved by Gokhale on March 16, 1911 was thrown out.

1.7   In 1917, Vithalbhai Patel was responsible for getting the first Law on Compulsory Primary Education in India passed by the Bombay Legislative Council. By 1930, every Province of British India had a law on primary education. But among the princely States, Baroda was the first to pass an Act for compulsory education of boys from age 7 - 12 and girls from age 7 - 10, in 1906.

1.8   After the passing of Government of India Act, 1919, the control of elementary education was transferred to Indian ministers. This ushered in an era of rapid expansion of elementary education. Which, however, created new problems. The Hartog Committee (an auxiliary Committee of Simon Commission, 1929) observed that "throughout the whole educational system,

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there is wastage and ineffectiveness."

1.9   The introduction of Provincial Autonomy in 1937 through the Government of India Act, 1935, gave more powers **to** Indian Ministers to act independently.   Though detailed plarrs for large scale expansion of elementary education were developed, the implementation was restricted because of the outbreak of the Second Wor!d War.   For overcoming the constraints of funds at the disposal of Congress Ministers, Mahatma Gandhi suggested that the plans of mass education need not be held up and that universal, compulsory and free primary education of seven years' duration could be given to every child if the process of schooling could be made self-supporting.   With this object in view, Gandhiji formulated the scheme of ^xBasic Education' which was discussed and endorsed by the first Conference of National Education held at Wardha in October, 1937 which resolved that free and compulsory education be provided for seven years on a nation-vide scale, the medium of instruction be the mother-tongue, and the process of education during this period should centre around some-form of manual productive work.   This scheme was adopted in several provinces where the Congress was in power.

1.10   Consequent upon the continued efforts of the leaders, the provision of free and compulsory education to all children till they reached the age of 14 years, was nationally accepted during the early 1940s as the responsibility of **the State.** The **Post-War Plan of Educational Development in India (1944) popularly known as the Sargent Plan, recommended the provision of**

free and compulsory education to all children in **the** age **group of** 6-14 years in a phased programme spread over **a** period of 40 years. However, the national leadership was determined to telescope the process and **a** Committee under **the** Chairmanship of *E.G.* Kher recommended that the goal should be achieved by 1960. It was this recommendation that formed the basis of Article 45 of the Directive Principles of the Indian Constitution enjoining that the "State shall endeavour to provide within a period of ten years from the commencement of this Constitution for free and compulsory education for all children until they complete the age of 14 years."

1.11   The goal of providing free and compulsory education to all children upto the age of 14 years has, however, not yet been achieved in spite of considerable investment of resources in successive Five Year Plans. An ever-increasing population, financial and organisational constraints, socio-economic problems and finally, lack of national will appear to have been the main hurdles in achieving the goal.

1.12   Consequent on the recommendations of the Education Commission a Resolution on National Policy on Education was formally issued in 1968.   It urged strenous efforts for the provision of free and compulsory education at the elementary stage, with emphasis on equalisation of educational opportunities, correction of regional imbalances in provision of access and improvement of educational facilities, especially in **the rural and backward areas. It also highlighted the need to emphasize the education of girls and spread of education among**

the backward classes and especially among the tribal people.

1.13   In order to reach the children from the deprived groups whose circumstances prevented them from availing of full-time primary schooling facilities, the Central Advisory Board of Education (CABE) recommended, in 1972, the alternative channel of part-time education. Accordingly, part-time education was emphasised for the first time in the Draft Fifth Plan (1974--79). The Fifth Plan also treated Elementary Education as part of the Minimum Needs Programme for which State Plan outlays were earmarked.

1.14   The Working Group on Universalization of Elementary Education set up by the Ministry of Education, Government of India in 1978 recommended a new motto : "Every child shall continue to learn in the age group 6 - 14, on a full-time basis if possible, and on a part-time basis if necessary." It was stressed that in such an arrangement, the basic minimum knowledge of literacy, numeracy and inculcation of the social and civic responsibilities should not be sacrificed. The content of education should be meaningful and relevant to the socio-economic milieu and needs but should not thwart the scope of vertical mobility. This led to the initiation of a Centrally Sponsored Scheme for part-time non-formal education for backward States during the sixth Five Year Plan.

National Policy on Education (1986)

1.15   In spite of **the** massive expansion **of educational**

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facilities and efforts made for qualitative improvement of elementary education, the problems of access, participation and quality in respect of elementary education continued to persist. This, together with a variety of new challenges and social needs made it imperative to evolve **a** new design for education and new policy directions in the context of contemporary realities and future concerns. Therefore, a new National Policy on Education was formulated by the Government of India in May 1986. It was followed by the preparation of a "Programme of Action" in August, 1986 for the time bound implementation of the various recommendations.

1.16 The NPE-1986 resolved 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 stream, and "likewise by 1995 all children will be provided free and compulsory education upto 14 years of age." For promoting equality, the NPE stressed equal opportunity to all not only in access, but also in the conditions for success". To facilitate universal elementary education, the NPE envisaged "a large and systematic programme of non-formal education for school drop-outs, for children from habitations without schools and working children and girls who cannot attend the whole-day schools."

1.17 The policy also recommended the laying down of ˆMinimum Levels of Learning' for each stage o: education, provision of essential facilities in primary schools through the scheme of **Operation Blackboard (OB), adoption of child centred activity-based approach, and establishment of District Institutes of**

Education and Training (DIETs) for the pre-service and in-service education of teachers for elementary schools and District Resource Units for the personnel working in non-formal and adult education programmes.

1.18   The NPE (1986) was reviewed by the Ramamurthy Committee in 1990. Keeping in view its recommendations as well as various developments, the CABE Committee on Policy (1991) suggested certain modifications. The NPE (1986) with modification, was adopted in May 1992 and led to the revised POA (1992) in August, 1992. (The detailed Action programme of POA so far as it relates to Elementary Education has been summarised in Annexure III).

PART B 1 ADULT EDUCATION

Early Efforts

1.19   Upto the end of World War I, th.are had been very little progress in the sphere of adult education in India which was confined to night schools in metropolitan cities. However, some of the enlightened Indian rulers of the princely States of Baroda, Travancore and Mysore had extended financial support to night schools. They also set up rural libraries mostly in the 19th century, and gave them patronage. The national leaders who steered the freedom movement were also concerned with the question of educating the masses as a part of the independence agenda. When the Congress Governments came to power in some provinces in 1937, adult literacy and education got included among the responsibilities of the Government. A series of provincial mass literacy campaigns were launched during 1937-39. But the Congress governments went out of power and the campaigns petered out. A CABE Committee appointed in 1939 on the problem of illiteracy suggested provision of facilities for adult education on the widest scale and introduction of free and compulsory primary education, as complementary activities. Besides, the Committee also suggested supplementation of official efforts by voluntary agencies interested in social amelioration. However, the Sargent Committee (1944) asserted that the State must accept the responsibility for these programmes and solve the problem within 25 years.

1.20   Eradication of illiteracy has been one of the major

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national concerns of the Government of India since independence. During the first Five Year Plan, the programme of Social Education, inclusive of literacy, was introduced as part of the Community Development Programme (1952). A new implementation machinery comprising male and female Social Education Organisers at grass-roots level and a Chief Social Education organiser at the project level was created. A comprehensive training support was provided through the establishment of Social Education Organizers' Training Centres (SEOTCs). Model community centres, rural libraries, Janata Colleges, youth clubs, mahila mandals and folk schools were encouraged. Folk schools on Danish High pattern called Yidyapeeths in Karnataka and Jagriti Vihars in Bihar provided a variety of skill-oriented adult education programmes to the rural youth. Government of India established a Council for Rural Higher Education for promoting the provision of graduate-level nanpover through the scheme of Rural Institutes. These gave fillip to rural development including literacy programmes. A Standing Committee of the CABE on Social Education was constituted in 1956. A National Fundamental Education Centre was started to provide high-level training facilities and undertake researches related to adult education. Efforts of varied types were made by the States for the spread of literacy. Among these, the Gram Shikshan Mohim initiated in Satara District of Maharashtra in 1959 was one of the successful mass campaigns. It aimed at completing literacy-work village by village within a short period of 3 to 6 months, through the honorary services **of primary teachers and middle-school and high school students, supported by the entire community. It achieved a good deal of**

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success but suffered from the lack of follow-up due to financial constraints and some of its good work was lost as a consequence.

1.21   In spite of these varied initiatives the programme of adult literacy did not make much headway. The Community Development Programme got weakened and was soon abandoned. It was assumed that adult literacy would automatically become universal as soon as the universal and compulsory elementary education became a reality. The literacy rate in India, therefore, increased only from 16.67 per cent in 1951 to 24.02 per cent in 1961. But the Kothari Commission (1964-66) took up the threads again and emphasized the importance of spreading literacy as fast as possible. It suggested the following measures :

> (a)   Expansion of universal schooling of five-year duration   for the age group 6-11.
>
> (b)   Provision of part-time education for those children of age group 11 - 14 who had either missed schooling or dropped out of school prematurely.
>
> (c) Provision of part-time general and vocational education to the younger adults of age group 15 - 30
>
> (d)   Use of mass media as a powerful tool of environment building for literacy.
>
> (e)   Setting up of libraries.
>
> (f)   Need for follow up programme.
>
> (g)   Active role of universities and voluntary organisation **at the State and district levels.**
>
> **It** was **hoped that** with **the help of these measures, the**

national percentage of literacy could be raised to 60 by 1971 and 80 by 1976. The Resolution on NPE 1968 not only endorsed the recommendations of the Education Commission but also reiterated the significance of universal literacy and developing adult and continuing education as matters of priority.

1.22   The Education Commission had observed that "literacy if it is to be worthwhile, must be functional". The launching of the inter-ministerial project of Farmers' Training and Functional :Literacy in 1967-68 aimed at popularisation of high yielding varieties of seeds through adult education was a step in this direction. The programme covered 144 districts where nearly 8640 classes were organised for about 2.6 lakh farmer-adults by 1977-78. But in this programme, the clientele remained selective and several largely illiterate groups viz. artisans, landless labour, SCs, STs, and women got neglected.

1.23   The Central Advisory Board of Education at its meetings held in 1974 and 1975 lent strong support to non-formal education programmes for adults with emphasis on functionality dimension. The scheme of Functional Literacy for Adult Women (FLAW) started in 1975-76 in the experimental ICDS project areas was gradually expanded in 1981-82. The FLAW aimed at enabling illiterate adult women to acquire functional skills along with literacy to promote better awareness of health, hygiene, and child care.

1.24   A policy statement on adult education was adopted by Parliament in April, 1977 which spelt out the Government of India's resolve to wage a clearly conceived, well-planned and

relentless struggle against illiteracy to enable the masses to play an active role in social and cultural change. Subsequently, the National Adult Education Programme (NAEP) was launched on October 2, 1978 with the objective of imparting ^literacy, functionality and awareness' to approximately 100 million persons in the age group 15-35. New structures were created for the programme, viz. State Directorates of Adult Education, State Resource Centres and the Directorate of Adult Education at the national level for providing research and training support. In the sixth Five Year Plan, adult education was made a part of Minimum Needs Programme with the goal of reaching 100 per cent literacy by 1990.

1.25   The implementation of the programme of adult education was   evaluated   by   the NAEP Review Committee headed by Prof. D.S: Kothari (April 1980). The Committee observed that the NAEP programme needed radical modifications. The follow-up provisions were inadequate, the content needed to be deepened, and adult education had to be made an integral part of the minimum needs programme (MNP). It also suggested that the duration of the programme should be three years and that a National Board of Adult Education be set up as an autonomous body.

1.26   The National Policy on Education (1986) and the programme of Action 1986 envisaged the coverage of 4 crore illiterates by 1990 and another 6 crores by 1995. **With the launching** of **the National Literacy Mission in May, 1988, the programme-objectives were reformulated and strategies were**

recast accordingly. More than 3 crore illiterates were expected to be covered by 1990 and 5 crores by 1995. The Rural Functional Literacy Programme (of which there were 513 projects), the post-literacy programme and the teaching-learning processes were modified. New strategies like area-specific and time-bound approach to achieve 100 per cent literacy, massive participation of non-governmental organisations and students, and effective utilisation of traditional folk media as well as science and technology inputs for literacy work came to be emphasized. The post literacy programme was institutionalised in the form of Jana Shikshan Nilayams. Of these, 36000 were on the ground in 1991-92. Apart from the introduction of the * improved pace and content of learning' (IPCL) process which reduced the duration of learning to 200 hrs.from 500, technology demonstration programmes were initated in 32 selected districts. The scheme of Sharmik Vidyapeeths catering to the adult education needs of the urban organized sector, was reviewed so as to direct it to the informal sector as well and to strengthen it accordingly. The number of State Resource Centres increased from 19 to 20. A National Institute of Adult Education was set up in January 1991 to augment the technical and academic resource support to adult education and to undertake quality research and evaluation studies. Area-specific and time-bound mass literacy campaign were first launched in Kottayam town and in Ernakulam District in Kerala ii. 1989 with the active participation of students and voluntary agencies. By March, 1992, 25 districts had achieved total literacy. TLCs were at different stages of progress in 80 districts in Andhra Pradesh, Bihar, Gujarat, Haryana, Himachal

Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Punjab, Rajasthan, Uttar Pradesh and West Bengal covering over 3 crore illiterates with the help of about 30 lakh volunteers.

1.27   During the Seventh Plan, 3.8 crore adults are estimated to have been covered under various adult education programmes. However, only 2.3 crores (61 per cent) were made literate. During 1990-91, as against the target of 1.30 crores, the achievement was 0.82 crores (63 per cent). The target for 1991-92 was about 1.36 crores.

CHAPTER II

ELEMENTARY AND ADULT EDUCATION: The Present Scenario

PART A i Elementary Education

Quantitative Dimension

2.1   Size: In 1950-51, there were only about 34,000 and odd elementary schools having an enrolment of 223 lakh children. Since then, the elementary education system in India has grown at an accelerated pace. It is now one of the largest in the world with an enrolment of 991.18 lakh children in 5.58 lakh primary schools and 338.82 children in 1.47 lakh upper primary schools i.e. 1324 lakh children in 7.05 lakh elementary schools. Besides, there were 2.72 lakh non-formal educational centres with the normative enrolment of 81 lakh children.

2.2   Access: Substantial progress has been achieved in the provision of schooling facilities. Table 1 indicates the growth of recognised primary and upper primary schools in India from 1950-51 to 1989-90, being two and a half times in the case of primary and 10 times in the case of upper primary schools.

TABLE 1

Expansion of Elementary Education since 1950-51

	1950 - 51	1990-91
Number of Primary Schools	20967	558392
Number of middle schools	13596	146636
Number of elementary schools	34562	705028

Source: Ministry of Human Resource Development Annual Report 1991-92 (Part-I)

2.3   <u>Fifth All-India Educational Survey</u>:   At the time of the Fifth All India Educational Survey (1986), of the 979,065 rural habitations, 502,806 (51.36 per cent) habitations covering 80.34 per cent of the rural population had primary schools/sections. 94.60 per cent of the rural population were served by primary schools / sections located either within the habitation or upto a walking distance of 1 Km.   In the country as a whole, of the 530,246 (54.16 per cent) habitations with a population of 300 or more, 76.98 per cent had the facility for primary education within the habitation of residence or within a walking distance of 1 Km.   In 1986, 36.98 per cent of the rural population had upper primary schools / sections within the habitation of residence, 85.39 per cent of the rural population had the facility for upper primary stage either within the habitation of residence or within a walking distance of 3 Km.   Of the 358,996 (36.67 per cent) habitations with a population 500 or more, 29.93 per cent were served by upper primary schools / sections within the habitation of residence and 84.45 per cent had the facility either within the habitation or within a walking distance of 3 Km. (see table No. 2.5 - 2.6).

2.4   <u>Small habitations</u> Though substantial progress has been achieved in terms of provision of educational facilities, it has not been sufficient enough to provide access to education for all.   The major thrust of the programmes for quantitative expansion of educational facilities has been to cover all habitations which have a population of about 300 with the provision of primary scnool / section within a distance of one

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kilometer and to cover all habitations with a population of about 500 with the provision of upper primary school / section within a distance of three kilometers. In 1986, there were 31,750 habitations which had a population of 300 or more but had no primary schooling facility within them or within a distance of 1 Km. However, the major problem is of providing primary schooling facilities within a distance of 1 Km. in respect of 120,480 habitations which have a population less than 300.

2.5 In 1986, schooling facilities at the upper primary stage within a distance of one kilometer were available to only 54.81 per cent of the population. The same were available to 72.45 per cent of population within a distance of three kilometers. About 14.61 per cent of the rural population did not have upper primary schooling facility within 3 kilometers. 2,36,986 habitations were -unserved by upper primary schooling facility within a distance of 3 Km. in 1986. These included 55,833 habitations with a population of 500 or more and 131,147 habitations which had an average population below 500. Since upper primary schooling facilities are not available within convenient walking distance from the homes of children, many of them after completing primary education for which facilities are available within convenient walking distance, tend to discontinue education.

2.6 Disparities; A wide disparity exists in the provision of educational facilities among different States and Union Territories. For instance, in 1986, while for the country as a

whole, primary schooling facilities within the habitation or within a distance of 1 km., was available for 94.60 per cent of the rural population, the variation in the country ranged between 73.35 per cent in respect of Arunachal Pradesh and 100 per cent in respect of two union territories viz. Delhi and Lakshadweep (see Table No. 2.5). The percentage of population served by primary school / section within the habitation or within a distance of 1 km. was over 90 per cent in the case of 19 States and five UTs and between 70 and 80 per cent in two States. In the case of upper primary schooling facility, while 85.39 per cent of the rural population in the country had this facility within the habitation or within a distance of 3 km., the coverage, however, ranged between 100 per cent in respect of one Union Territory (Chandigarh) and 42.19 per cent in respect of one State (Arunachal Pradesh). In the case of six States and five UTs, the coverage was 90 per cent.

2.7   The absence of educational facilities within easy reach of children has been a factor hindering the spread of elementary education in rural areas. The main problem is of providing prjir.=-y schooling facilities to children in habitations which have an average population of less than 300 and upper primary schooling facilities within easy reach of children in habitations which have a population of less than 500. Some alternative strategies need to be evolved for providing educational facilities on a scale and in forms adequate and suitable to ensure that all children of elementary school age in these habitations have access to and are able to benefit from such

facilities.

2.8   Enrolment: 37.8 per cent children of the 6 - 11 years age-group and 13.0% in the age group 11 - 14 were enrolled in 1951.   These increased to 54.3 per cent and 24.3% in 1961, 76.4 per cent and 34.2% in 1971 84.3 per cent and 41.8% in 1981 and 99.6 per cent and 56.9% in 1988-89.   Thus the gross enrolment ratio which includes overage & underage children has recorded a significant increase in the past four decades. (Five times in the case of primary education & ten times in the case of upper primary education)

2.9   During the period 1986 to 1990, while GER for girls increased from 79.81 to 85.97 at primary stage> the increase at upper primary stage was from 35.65 to 46.13.   As is evident from Table No. 2.7 there is considerable disparity in GER among different States and UTs.   There were 10 States / UTs where the GER for girls is below the National Average at primary and upper primary stages (see Table 2.8 & 2.9).
Sexwise enrolment by stages / classes is given in Table 2.

TABLE 2

Year	Primary			Upper Primary			Elementary		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
1951	138	54	192	26	5	31	164	59	223
1961	236	114	350	51	16	67	287	130	417
1971	357	213	570	94	39	133	451	252	703
1981-82	446	281	727	133	66	199	579	347	926
1983-84	493	318	811	165	85	250	658	403	1061
1987-88	552	378	930	192	107	299	744	485	1229
1989-90	578	395	973	203	112	312	781	507	1285

Source: Ministry of Education, Selected Educational Ststistics, 1980.
Ministry of Education, A Handbook of Educational and Allied Statistics, 1981-82.
Ministry of Human Resource Development, Selected Educational Statistics, 1987-88. MHRD Annual Report 1991-92

2.10   Equity; Participation of girls in school-education tends to be much lower than that of boys though it is on the increase. In the case of primary education the proportion of enrolment of girls to the total enrolment increased from 28.02 per cent in 1951 to 40.4 per cent in 1989-90. In the case of upper primary education, the proportion of girls to total enrolment increased from 16.1 per cent in 1951 to 34.9 per cent in 1989-90.

2.11   There has been progress in the coverage of Scheduled Castes and Scheduled Tribes also. Data on enrolment of SC/ST for elementary education in table 3 shows that the share of SC in proportion to the total enrolled children improved from 11.4 per cent in 1971 to 15.0 per cent in 1987-88. Similarly the share of ST enrolment in the total enrollment is about 7 per cent.

TABLE 3

Sex-wise Enrolment of Scheduled Castes and Scheduled Tribes since 1971 (in millions)

	Years		
	1970-71	1980-81	1987-88
Scheduled Castes			
Male	56	88	116
Female	23	44	68
Total	79	132	184
Scheduled Tribes			
Male	22	37	56
Female	9	17	31
Total	31	54	87
Grand Total	110	186	271

Source: Ministry of Education, Trends of Educational Development of SCs and STs in India.
        Ministry of Education, Education and Allied Statistics, 1980-81.
        Ministry of HRD. Selected Educational Statistics, 1987-88.

2.12   Retention: The proportion of children moving up from the primary to the upper primary level has also been increasing during the last four decades. This interstage transition was 16.28 per cent in 1950-51, 19.15 per cent in 1960-61, 23.34 per cent in 1970-71, 28.83 in 1982-83 and 32.3 per cent in 1987-88. The drop-out rate during 1987-88 was 46.97 per cent (43.35% for boys and 49.42% for girls) at primary stage. This does not take into account the repeaters and those who enter the system after Class I.

2.13   At the upper primary stage, out of a cohort of 100 students in Class VI in 1950-51, only 75 could reach class VIII. The retention increased to 77% for the cohort beginning 1957-58

and 83% for the 1981-82 cohort.

2.14   Although in 1987-88 the drop-out rate, which is the obverse of retention rate, at the primary stage was 46.97 for the country as a whole, it ranged from 71.61 in Manipur to - 3.62 in Kerala. At the elementary stage while drop-out rate at National level was 62.29, it ranged from 79.08 in Bihar to 8.94 in Chandigarh. The drop-out rate among girls was higher than the boys (see table 2.10).

Qualitative Dimensions

2.15   During the first two decades after independence, top priority was given for the expansion of educational facilities within which programmes for bringing about qualitative improvement could not keep pace. While the number of good schools increased, the number of substandard schools also grew under the pressures to meet the increased demand for education.

2.16   Some of the factors which adversely affect quality are: inadequate physical facilities, shortage of well-qualified teachers, heavy and rigid curricula, uninteresting instructional programmes and inattention of the school-system to the life-situations of the majority of children, especially in the rural areas.

2.17   Buildings : In 1986, 71495 (13.51 per cent) primary schools in the country were housed in unsatisfactory structures comprising thatched huts, tents or open space. Of the rest, 385120 (72.75 per cent) primary schools had permanent or semi-

permanent buildings. Among the upper primary schools, 121707 (87.76 per cent) had permanent or semi-permanent buildings and 11280 (8.13 per cent) had only temporary structures / buildings. There has also been shortage of classroom space in primary and upper primary schools. The shortages were more acute in rural areas than those in urban areas. Among the primary schools, in 1986, 200077 (37.8 per cent) had only two instructional rooms. However, there has been improvement in the situation during the past few years. As a result of the effort made for improving the physical facilities in schools, the percentage of primary schools without buildings (i.e. primary schools housed in tents/thatched huts and open space) decreased from 18.75 in 1978 to 13.50 in 1986. During the period 1978-86, the percentage of primary schools with temporary structures / buildings decreased from 21.35 to 13.75 while the percentage of primary schools with permanent /semi-permanent structures / buildings increased from 59.90 to 72.75. During the same period, the percentage of upper primary schools with temporary structures / buildings decreased from 10.53 to 8.13 while the percentage of upper primary schools with permanent / semi-permanent structures / buildings increased from 85.82 to 87.76.

2.18   Teachers: Though the number of primary and upper primary school teachers has registered a substantial increase since 1950-51, there still exist a large number of primary / upper primary schools without adequate number of teachers. The number of primary school teachers increased from 537918 in 1950-51 to 1530145 in 1986-87. During this period, the number of

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teachers in upper primary schools increased from 85496 to 1011049. In spite of this, in 1986, 148033 (27.47 per cent) primary schools had only one teacher in position and 171389 (32.38 per cent) primary schools had only two teachers. In 1986, 15.18 per cent of the primary schools had three teachers and 8.91 per cent had four teachers while 15.07 per cent of the primary schools had five or more than five teachers. However, the situation with regard to the availability of teachers in primary schools has improved during 1978-86. The percentage of one-teacher schools decreased from 34.75 in 1978 to 27.96 in 1986 and the schools with two teachers increased from 27.27 per cent to 32.38 per cent during this period. The percentage of schools with five or more than five teachers increased from 14.10 in 1978 to 15.07 in 1986.

2.19   As regards the placement of teachers in primary schools, the picture is not satisfactory. The following figures (Fifth All India Education Survey) show this deficiency:

Percentage of Primary Schools with

One teacher	28.91
Two teachers	31.91
Three teachers	15.11
Four teachers	8.88
Five or more than five teachers	14.83

2.20   However, this teacher-provision needs to be seen against the class-wise distribution of students in primary schools, especially in small villages and habitations. The average number

of pupils per school and per class within a school as per the Fifth All India Educational Survey was as follows :

Class	I	II	III	IV	V	Total
	39.4	28.9	25.9	22.3	19.5	136

2.21   Operation Blackboard; For qualaitative improvement, the centrally sponsored scheme of Operation Blackboard was launched during the Seventh Five Year Plan period. It has brought about significant improvement as regards construction of school-buildings, appointment of a second teacher in single teacher primary schools and provision of teaching-learning material. By the end of 1991-92, 38067 two-room and 16103 one-room schools had been constructed and 70182 new teachers had been appointed in single teacher schools. 55010 Upper Primary Schools were provided science kits and teaching material like maps, charts books etc., 231228 schools were provided radio cum cassette players and 31129 schools were provided TV sets by December, 1991. Additionally, orientation of primary teachers was undertaken.

PART B i Adult Education

Disparities in Literacy Achievement

2.22   According to 1991 Census, the literacy rate for the population of age-group seven and above works out to 52.11 per cent. Rate of literacy during 1981-91 has increased from 43.6 per cent to 52.11 per cent. Not only the percentage increase during 1981-91 is higher than that of the earlier decades, the literacy rate of 1991 has crossed 50 per cent mark. The literacy rate in the case of females during 1981-91 increased by 9.6 percentage as compared to 7.5 percentage in case of males. Though the progress rate of literacy in 1981-91 in respect of females was better, yet a huge disparity between male and female literacy rate continued to exist. As against the literacy rate of 63.9 per cent for males, literacy rate for females was 39.4 per cent. Females form 60% of illiterate population though they constitute 48.1% of population. Literacy rate in rural areas which was 36 per cent in 1981 improved to 44.2 per cent in 1991. 86.6 per cent of the illiterates reside in rural areas although the rural population forms only 74.28 per cent of the total population.

2.23   Literacy rate in 1991 was the highest in Kerala (90.6 per cent) followed by Mizoram, Lakshadweep, Chandigarh, and Goa where it was more than 75 per cent. At the lowest end was Bihar with 38.5 per cent literacy rate preceded by Rajasthan, Dadra & Nagar Haveli, Arunachal Pradesh, Uttar Pradesh and Madhya Pradesh where the literacy was below 45 per cent.   Andhra Pradesh &

Orissa are also below national average (52.11%). Kerala, Mizoram, Lakshadweep and Chandigarh have maintained their ranking from first to fourth position between 1981 & 1991. More than half of illiterates are concentrated in the four States of Uttar Pradesh (65.6 million), Bihar (42.8 million), Madhya Pradesh (30.6 million), and Andhra Pradesh (30.2 million)- In Andhra Pradesh, Bihar, M.P. and Rajasthan, more than 50 per cent districts have literacy rate below the national average. 19 out of 27 districts of Rajasthan have literacy rate below the national average. 24 districts have literacy rate below 30 per cent, and 80 districts have female literacy rate below 20 per cent. Jhabua district in Madhya Pradesh has the lowest general literacy (17.3 per cent), Jalore district in Rajasthan has the lowest female literacy (7.7 per cent) [see table Nos.2.1 & 2.2]

2.24   Literacy percentage for SC/ST population according to 1981 census was 21.38 per cent and 16.35 per cent respectively. (Data for 1991 are not yet available) While eight States have SC literacy rate below the national average, in Bihar, SC literacy rate was only 10.4% (2.51 % for females). Seven States have ST literacy rate below national average. In Andhra Pradesh, ST literacy rate was 7.32 per cent. In Rajasthan female ST literacy rate was (1.20 per cent) as against the national average of 8.04 per cent (table No.2.3).

2.25   As on 31st March, 1991, there were 91,65,773   lakh learners enrolled in 2,81,131 Adult Education Centres. 44.2 per cent of the learners were male and 55.72 per cent were females. The percentage of SC and ST among the learners were 23.33 and 12.76 respectively. (Table 2.4)

CHAPTER III

PLANNING FOR FURTHER ACTION X SUGGESTIONS BJ[JHE COMMITTEE

The Task

3.1   Achievement of basic literacy is one of the cherished
goals of the developing nations.   Adult basic literacy and
primary education, being the two dimensions of basic education
top priority to these two sub-sectors of   education is
undoubtedly imperative.   Notwithstanding the various strategies
devised during the earlier Five Year Plans and the institutional
mechanisms developed at national and state levels, the target of
100 per cent coverage of the 6 - 1 4 age group and adult
illiterates has been elusive because of several constraints. The
Revised National Policy on Education and the Programme of Action
 (1992) and particularly the deliberations of this Committee have
made it clear that universal literacy can be achieved in India
only if a strong thrust is given to adult literacy and elementary
education both, simultaneously.   The components of such a thrust
must include not only structural and pedagogical reorganization
but, most importantly, democratic decentralisation which can
involve the people purposively in these programmes at the local
level.   Decentralization is crucial not only because of the vast
numbers to be covered but equally because the varied geographical
factors and the diversity in the socio-cultural composition of
the population of our country call for such a step to meet the
challenge of education and development.   While 10.58 crore
illiterates have to be covered to achieve total literacy in the
15 - 35 age group, universalization of elementary education would

require the coverage of nearly 5.61 crores children, by the end of the Eighth Plan. These massive targets require commensurate financial resources which can be mustered only if governmental and public resources are combined in appropriate ways. The Committee strongly feels that literacy which is basic to human development has to be a concern of the entire Indian society and fln atmosphere must be created for enthusing all citizens to give their best for achieving this great task which must be accomplished before the end of this century.

Elementary education: Structural aspects

3 . 2 NPE j_ Better implementation

In pursuance of NPE (1986), several schemes have been launched to expand and improve UEE. Enrolment, retention,and achievement have been emphasised as a package. Disparities arising from gender, caste, tribal situation and regional factors are sought to be overcome through such schemes as Operation Blackboard, part-time non-formal education centres for out-of-school children in the 9-14 age-group, improved teacher training facilities, insistence on the attainment of the Minimum Levels of Learning as part of achievement dimension of UEE, establishment of Village Education .Committees for ensuring community participation in universalizing basic education, and so on. But implementation problems need more critical attention. Review reports of the Operation Blackboard scheme show that on an average, only 50 per cent teaching-learning material has been utilized, storage facility for these materials are inadequate, and that inadequacies in training the teachers have been the

reason for this situation. Besides, decentralization of the purchase of materials would be advantageous. To begin with, the Block Level may be the point at which needs are assessed, materials ordered, checks on the material are made efficient, and timely distribution is made to the schools concerned. Such a decentralized arrangement would give a chance to the teachers to apply their minds to ascertaining the needs of their respective schools, approach the community to discuss this matter, select materials, and use them purposefully for getting the children the best educational returns from this national investment. Powers must be given to headmasters to write off unserviceable materials or to get them repaired after placing the matter before the VEC for its consideration and obtaining its concurrence. It would be useful to provide a small contingency to each school for repairs and maintenance of equipment. This should be a part of the *non-teacher cost' of elementary education. In this connection specification of some indispensable teaching-learning equipment needed for each primary class and for a school of I - V classes and I - VIII classes is essential for the guidance of the teachers and the VEC and other types management / supervisory agencies, whether public or private.

3.3   Supply of text-books: For each pupil in classes I to V, a full set of textbooks and writing material such as slate / notebook / pencil must be made available. These are basic tools of learning and there should be no exception to this rule in any case. Provision of text-books and their proper use is not merely a question of governmental incentive to the child or of resource

mobilisation by the community, local bodies, private managements, etc. At the start of the school year, the text-books and materials must be available to pupils as soon as they come to school where the supply should be ready for them. The practice of providing free textbooks to all pupils must be accompanied by the practice keeping them in the school itself and not giving any home-work which requires taking the text-books home. To ensure that every pupil gets the needed text-book in a timely fashion and that the text-books are used so carefully that each copy remains usable for about 2 to 3 years, should be dual objective of such a step. It would also enable the education system to face the ever-rising costs of paper & production, to some extent. It may be noted that keeping the text-books in school is a practice followed at the primary stage in some affluent countries also, for enabling children to treat the books with due care and respect. Facilities for the storage of text-books should be provided class-wise. Along with this arrangement, the existing scheme of book banks may be suitably adapted. At the same time, the process of text-book production be enabled to observe the triple criteria of good quality, minimum cost, and timely distribution.

3.4   Mobilization for enrollment and retention: In some experiments, it has been possible to organize the school children themselves as mobilizers for enrollment and guides for younger children so as to help retention. The child-to-child approach which seems to woˆk well in the health sector for motivating older children to orient younger to acquire good health-habits

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can be adopted for primary education as well. The indigenous practice of ˆmonitors' who helped younger learners in their play and studies was admired by the missionaries Bell and Lankaster who transferred it to English schools. We may revive and modernize it for ensuring enrolment, retention and achievement at the primary stage, especially in classes I to III where the dropout is the largest and must be stemmed. School children have already shown their tremendous potential for helping adults to learn and various aspects of social responsibility in the Total Literacy Campaigns. It may also be profitable to enthuse large urban primary schools and both urban and rural secondary schools and colleges to adopt at least one rural / tribal primary school and send to it reading materials, toys, teaching-learning aids and even cash assistance to the extent possible. Institutional interaction and bonds of mutual support and consideration among children and youth must be built up in such ways not only to universalize primary education but to build a cohesive society for the benefit of the younger generation.

3.5   Caring for teachers: The majority of teachers in rural schools function under conditions, of total academic and professional isolation. This leads to lack of interest in the job and has a deletarious effect on their own personalities as well as on the studies and development of the children placed in their care. Teachers must, therefore, be provided with area-based mechanisms for periodical interaction. It is the poractice in some countries to have ˣQuality Circles' and some countries have ˆTeacher Development Centres'. In Maharashtra there is a

practice of *Gat Sammelan' (Village-cluster meetings) which began in the early 50s and has proved useful for teacher-interaction. Teachers' camps also are occasionally organized for specific purposes. Other such devices exist in the ODA assisted primary education project in Andhra Pradesh and UNICEF assisted project in a tribal district in M.P. where the teacher's empowerment approach has been adopted. Such informal mechanisms can be structured in a more advanced fashion as "Teacher Development Centre" be encouraged in the area of an Education Complex. Self-training and group-interaction could be facilitated through such mechanisms. They may lead to ^professional accountability' and encourage teachers to develop their creativity.

3.6   Reading materials; Production of supplementary reading materials suitable to the age and reading abilities at the primary stage needs urgent attention. Newly literate and semi-skilled readers of this stage need much reinforcement beyond the language text-book for acquiring a good grasp over reading with comprehension and writing for communication. The experiment conducted in Bangladesh under the "Operation Book Flood" has shown very positive results in enhancing the achievement of not only young learners but also adults. A variety of reading materials for pupils, teachers, VEC Members and the generality of semi-skilled readers may be made widely available in the rural & tribal areas. In this connection, the cooperation of NBT, CBT, State Resource Centres, organisations of writers for children and educational publishers may be sought.

3.7   _Space for increased enrolments:_ In order to meet the increasing enrolments likely to be generated as a result of the Total Literacy Campaigns and a general awakening to promote primary education, innovative and cost-effective measures need to be evolved in collaboration with the local community. Accommodation for the growing numbers in existing structures of the community or fresh construction of classrooms of proper dimensions with local materials, and community contribution through donation of land, funds and labour would be the best way to involve the community in the education of its children. It is necessary that the creative imagination of the community and its traditions in construction are given full scope in designing well-lit, well-ventilated, educationally useful and culturally acceptable school-houses or school-rooms, with guidance from our most innovative and culture-conscious architects. The old ^{x}type-plans' prescribed since the early days of the British rule are uncomfortable for the children, obstructive of creative pedagogy, costly and alien to the people's culture. These academically restrictive imposition on community-culture should be abandoned. Experiments in various regions of the country have been taking place to construct school-buildings with local materials, environment friendly design and people's participation. These have proved that India can definitely provide enough and good learning space to the children in primary education at a much lower cost than the outdated ^{x}type-plan' structures. Such modernised and localised school construction may have two side-benefits : improvement of local housing through the training of local people in new construction skills and a feeling in the

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community of *owning its school,' leading to its good maintenance.

3.8   Teachers **and** equipment; The requirements of additional teachers, text-books, blcakboards, etc. can be met by suitably grouping the children and staggering school hours for holding the sessions of various classes. For instance, all children in class I may come to school for three hours when all teachers could be available to teach them in small groups of 20 - 25. The remaining classes could be adjusted later in the day. Schools working in shifts and staggered schedules of primary schooling are to be found in many an advanced country also and these have shown that intensive learning in a short duration is much more useful for good achievement since it prevents boredom and fatigue. The goals of enrolment, retention and achievement may approach nearer through three hour sessions for classes I and II than a five hour or six hour schooling which reduces the child's time for play and makes it reject schooling. For older children newly entering primary education, NFE Centres, early morning schools, or night schools with primary education facilities in selected urban areas, could be systematically organized. The coverage of urban out-of-school children could be attempted through afternoon classes also. Many of these arrangement can be carried out with the help of part-time professional or non-professional teachers.

3.9   Wherever TLC's have resulted in a rush for fresh enrolments, the question of provision of additional teachers has

risen. Unconventional arrangements may not be possible in all places and situations. Expenditure on additional posts of teachers would have to be ultimately met by increasing the allocations for elementary education, while ensuring that non-teacher costs are not reduced.

3.10   Problems of difficult areas: In remote, hilly and Tribal areas, the qualification of primary teachers should not be looked at merely from the academic angle but the rapport the teacher can establish with the local community should constitute a very important element in selection. If this element is strong, even relaxing the formal qualifications, whether for full-time school or part-time classes, should be considered. Such measures as appointing community health guides and other educated persons available in the community as part-time teachers, especially for NFE Centres could be advantageous and may be tried out wherever necessary. Academically qualified local youth, retired persons, educated farmers and artisans, desirous of helping to educate out-of-school children, could be oriented in the basic principles and skill of pedagogy and given recurrent training every month. Utilisation of their services as nonprofessional teachers would help the village communities to accelerate the spread of primary education. Voluntary agencies, public trusts, factories, cooperatives, registered industrial establishments, and all types of work-places where out-of-school children may be found, should be encouraged to set up learning arrangements like coaching-groups, NFE Centres and 'release-time' from work. Voluntary primary schools have been recommended in

the Eighth Five Year Plan to serve groups of children belonging to hilly, desert, marshy, flood-affected, snow-bound & forest areas as well as nomadic tribes, seasonal migrants, urban poor and so on. According to this shcetoe, there will be freedom to adjust the curriculum, number of school days and institutional hours, to suit the convenience of learners, but with insistence on good achievement. For such schools, teachers may be appointed on contract basis. The scheme formulated by the Department of Education (HRD Ministry) in consultation with Planning Commission should be vigorously operationalised. Alongside, the Shikshan Karmi model of Rajasthan may also be considered for adaptation elsewhere.

3.11   Provision of primary education in remote villages with scanty population, is a matter of serious concern. Obviously, non-formal education centres are an alternative where establishment of formal primary schools may not be a viable proposition. Recognising this problem, in some parts of Malaysia, enrolment of school children is done only in alternate years. This idea may be tried out as an experiment in remote and sparsely populated areas where there are not enough children to be enrolled annually. In those States or particular areas of some State where enrolments have reached a saturation point, the question of enrollment may have to be tackled in similar innovative ways.

3.12   Removing disparities

A critical analysis of enrolment shows that the traditionally upper, better off and more powerful segments of

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society have taken full advantage of the primary system even as it stands at present and continue to do so. The question of universalization now concerns the disadvantaged whose socio-cultural and economic conditions obstruct their children's schooling. This question is still not fully understood by those who would wish to support universal primary education because its ramifications have not been clearly placed by researchers before educational administrators and the society as a whole. This lack of a sharp focus on the education of the rural, tribal and urban disadvantaged that has made the task of spreading primary education difficult. Besides, the gender-related problems of enrollment and retention have been neglected. Consequently, the progress of universalisation of primary education is obstructed by the non-participation of girls in the system. Conservatism of tradition-bound families and illiterate groups, the practice of early marriage despite preventive legislation, reluctance to release girls from domestic chores, rapid population growth which compels girls to look after younger siblings, need for girls to release older women in the household for wage-employment, need for girls themselves to work for wage-employment increasingly seen among the rural poor, traditional preference to sons as providers for the parents in old age and looking upon daughters as economic burden, and the overall low status of women, are parts of the cluster of reasons for the educational deprivation of girls in India. Such administrative measures as reservation of seats for women in teacher-training institutions, selection of women teachers especially for handling lower primary classes,

construction of quarters for women teachers etc., have been tried out in the past as a blanket provisions for tackling the problem of girls' enrolment without a critical attention to the feasibility of implementing such measures in a predominantly rural and tradition-bound society which is largely illiterate and male-dominated. The inability of urban-educated women to work as primary teachers in an isolated manner in the rural areas, the lack of educated women in the rural areas themselves, the orthodoxy and outdated customs which treat women as a lower order of citizens, and uncharitable male attitudes have led to the failure of these schemes based on urban viewpoints. Disregard of the Constitution in the case of SC/STs, and girls has been most noticeable all along. Such are the factors that have been the major hurdles in the path of universal primary education. Dependence on mere administrative efforts will not solve this problem. Mobilizing public opinion against this social injustice and finding specific solutions to the predicament of different disadvantaged groups, State by State, district by district, block by block, and even habitation by habitation is now most essential. Disaggregated micro-level planning which treats each rural and tribal household and each habitation as the basic unit for planning and and socio-political action for implementation has been the major thrust if equality of educational opportunity at the primary stage is to be realized before the year 2000.

3.13   <u>Planning for universalization</u>

Broadly, the pattern of planning for universalization may be visualized as follows :

(a)   In districts in which access and enrolment are almost universal and community awareness for education is already high, a strong effort should be made to bring the residue into the fold of UPE / UEE as fast as possible by providing to the out-of-school children such facilities and support as they may need.

(b)   In all Total Literacy Campaign Districts in which community mobilization for literacy and education has been successfully done under the National Literacy Mission programme, a strong intervention should be made, through formal and non-formal channels, for a total coverage of all eligible children. This may be compared to the Chinese model of concentration on better-off areas so as to quickly derive the maximum benefits possible from given inputs and clearing the district of its backlog in enrollments. But in such cases, measures must immediately be taken to ensure retention, achievement and 'post-primary' education facilities.

In the Low Literacy Districts in which the provision of educational facilities is unsatisfactory and the delivery system functions without any community involvement, efforts at socio-political and community mobilization should be undertaken block by block, or even parts of the block where the problem is acute.

(c)   The externally assisted project districts with a different management structure and sufficient financial support, are moving ahead in an innovative fashion. A regular feedback on successful practices from these districts should be available to all the State governments and to the public, for replication.

(d)   Quite a few voluntary agencies and research

organizations are evolving area-specific methodologies for planning and conducting primary education programmes in an innovative manner and with good success. These need to be identified and given publicity by the HRD Ministry.

3.14   Primary Education Acts: In sixteen States. India has already enacted Primary Education Acts with a view to ensuring full enrollment and retention of eligible children. However, it has not been possible to enforce compulsion at the primary stage for several reasons, with poverty and cultural constraints as the major obstacles. The removal of these obstructions require more of societal effort and political will than legislation. In some areas, by compensating poor parents for the loss of help the child had been giving, on an experimental basis, because compulsion based on punitive measures attempted in the past, has not succeeded in the case of the rural poor and tribals. In those districts where universal primary education has been in operation quite successfully and for a long time, this compensatory style of compulsion may be tried. In this strategy, compulsion would primarily aim at mopping up the left out children. In the case of special groups of children, it may be necessary to take such measures as provision of .sets of clothes (uniforms), mid-day meals, weekly supply of grain, attendance scholarships, etc. Besides, alternative channels of schooling with some modifications in curricula, school-year, learning-materials, etc. could perhaps provide the facilities which the formal school denies. It needs to be emphasized that * identity of schooling' does not mean equality of educational opportunity

even under the compulsion laws in most countries which have such legislation.

3.15   Provision pf text-books, slates, etci L Every primary pupil must be given text-books and minimum learning materials. Text-books and such minimum learning materials -as slates & exercise books, and essential stationery articles should be supplied free of cost to all children from class I to IV / V. This requirement in fact flows directly also from the constitutional provisions enuncia'ted recently by the Aurangabad Bench of the Bombay High Court.

3.16   PXQ y is.ion of; upper irimary / middXe.-^choojL sec t.ions and i.Ilst,.it.utioiiai planning

        While establishing new upper primary sections, top priority should be given to unserved habitations   and areas having concentration of minority groups, SC's/ST's & backward classes.   A time-bound, well-prepared programme of school improvement based on ^institutional planning' for each school should be prepared through collaboration of teachers, the community, functionaries of the education department of the Zilla Parishad and other government functionaries as well as voluntary resources. The ongoing programmes of Operation Blackboard, District Institute of Education and Training etc. should be interlinked with this exercise of schoolwise planned improvement to be achieved fully in the Eighth Plan period.   The development of middle-school sections should be a part of such plans.

3.17   The established colonial models of school administration

and supervison are bound to prove irrelevant in community-motivated school-improvement through time-bound institutional planning. For meeting the needs of decentralisation, systematic reduction of the authoritarian regulatory processes is called for. Also, emphasis on the Education Complex as an alternative structure for academic monitoring and continuous improvement of schooling would be necessary. This measure would need considerable preparatory action on the part of State Education Department and Zilla Parishads.

3.18   Recruitment of Women teachers: While recruitment of women teachers for primary schools has to be the general policy, its implications for recruitment procedures and service-conditions must be clearly worked out in relation to the place of posting and the question of transfer and promotion. By the year 2000 A.D., conditions be created to facilitate the recruitment of womon teachers so that these range from 60 to 80 per cent in most of the States.

3.19   Facilitating the enrollment of girls: To enhance the enrolment as well as retention of children, especially girls, in primary schools, support services in the form of child-care facilities and pre-school programmes should be adequately provided through various patterns and with full community involvement, by all the States. These need to include not only ICDS blocks but other areas too. Attachment of pre-primary sections to primary classes, assistance to voluntary organisations for conducting ECCE centres, and support to innovative projects run by NGOs, need particular attention in

microplanning for UPE/UEE.

3.20   National Mission for UEE: While the Committee fully
supports the idea of launching a National Mission for
universalization of Elementary Education, it recommends that
close links of this mission should be ensured with -the existing
National Literacy Mission since the spread of elementary and
adult education are interdependent. An integrated approach by
the Missions concerned would greatly facilitate the simultaneous
operationalisation of the programmes of universalisation of
elementary education, literacy and post-literacy especially at
the grass-root level. In pockets of educational deprivation and
disadvantage, such interlinkages cannot be overlooked without
detriment to both the programmes.

3.21   While the missions would function in an integrated
fashion at the National and State levels, a similar coordinating
mechanism would be essential at the District level. Therefore,
there should be one single unit for implementation of adult and
elementary education programmes as the separation of these two
sectors is likely to harm the implementation of both. The DIETS
should also be geared to look upon resource support to elementary
and adult education as a unified task and, therefore, establish
cooperative functional relations with Zilla Saksharata Samities,
NGOs, SRCs and other organizations in this field at the State and
district levels.

Structural Aspects of Adult Education

3.22   Roles and functions of DAE and NIAE

A systematic attempt has been made since the launching of the NAEP in 1978 to develop institutional infrastructure as well as administrative machinery for Adult Education both at the Central and State levels, as already pointed out in Chapter 1. A National Institute of Adult Education has been established in 1990-91 for taking up high quality research & comparative studies in the field of Adult Education & for providing technical and academic support in areas relating to learning processes and materials, evaluation, training, production and utilization of media, planning, management, and research. It is necessary that in view of*=^teheuJrLC, the role of the State level machinery for adult education be reviewed, the role of the Directorate of Adult Education need to be redefined in view of the establishment of the NIAE. The Directorate may do well to fulfil an administrative rather than an academic role and work as the Secretariat of NLM with the primary function of monitoring of TLC's. Its earlier functions related to R&D have now to be entrusted to NIAE could work closely with the NLM, the State Resource Centres, research institutes and voluntary agencies engaged in research-oriented literacy and post-literacy work, as well as eminent scholars who can give interdisciplinary inputs for the promotion of adult education. The Eighth Plan proposal of strengthening the SRCs and the emphasis of the Plan on decentralisation would require a fresh spelling out of the roles and functions of the NIAE and DAE. As visualized in the Programme of Action based on revised NPE (1986), the tasks related to training, material production, and field-research

would be the mandate for the SRCs. In view of this, it would be appropriate for the NIAE to build up collaborative research activities with SRCs and thus establish an interactive relationship among them. NIAE should strive to develop conceptual & action-research in adult education on a priority basis so as to help the AE movement to reach its goal by the year 2000.. High quality publications of international standards should be brought out by NIAE for augmenting the limited professional literature at present available in this field. In this activity also collaboration with SRCs and other such organizations may be sought. Being the only institute of its kind in the SAARC region, NIAE should evolve appropriate professional development programmes for the senior level policy planners and administrators in the region, in respect of Adult Education and also promote regional and international cooperation.

3.23   Micro-planning for area-wise development of AE

The Committee **observed that** a purposeful networking of various institutions of utility in adult education at the grass-roots level needs to be effected through the micro-planning technique. Apart from JSNs and Shramik Vidyapeeths, there exist Community Polytechnics, Krishi Vigyan Kendras, and a variety of organizations and developmental training programmes, functioning under different government departments or NGOs, with more or less similar goals and functions but without co-ordination. Such uncoordinated programmes at the grass-roots level often confuse the beneficiaries and are wasteful of human and financial resources. Consequently, they fail to achieve development

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objectives and make people lose faith in some of the programmes as well. Hence, there is a need for integrated delivery of services through properly planned and organized convergence at the grass-roots level. To start with, carefully designed innovative pilot projects for collaborative micro-planning and convergence of literacy, primary education, health and sanitation, water-supply, small and cottage industries, and so on may be launched by way of action-research in selected areas with participation of local people at every step. Voluntary agencies should be assisted to launch such micro-planning projects for adult education and related activities. Integration of existing structures like rural libraries with JSNs, along with reading clubs in each habitation, would be desirable and these could form part of an Education Complex of 20-25 villages. As a consequence of the policy of encouraging the participation of NGOs in developmental programme in recent times their number and levels of participation have been considerably increasing. Although the emergence of the Total Literacy Campaign approach has brought the Government and NGOs closer, the existing administrative machinery should be so adapted as to strengthen the NGOs and enable them to fruitfully collaborate with government functionaries for promoting literacy and further education on a continuing basis. While Government should continue the policy of providing grants to the NGOs who seek them, an attempt should "lso be made to identify reputed NGO and invite them to participate in the development schemes of government by providing necessary financial support and

arrangements for interaction with officials on an equal footing.

3.24   Centre-State participation: At present, some State Governments tend to perceive adult education as a Central responsibility. Some of the State Governments have not even been forthcoming with their share of funding to TLCs in the ratio of 2:1 to be shared between the Centre and the State, even when Central funds are released. The success of the TLC approach being dependent on the initiatives and interest of the State Govornemtns in identifying districts and facilitating the procr s of formation and successful functioning of the Zilla Sahsharta Samiti, it is imperative that all the State Governments and UT Administrations should formulate detailed, district by district Action Plans for the State/UT to eradicate illiteracy as fast as possible and in any case by the year 2000 AD.

3.25   Action by people's representatives : Members of Parliament and of State legislatures should be able to contribute substantially to mobilize the people in their constituencies for giving a push to the preparation of time-bound plans for eradication of illiteracy & universalization of primary education. These could be implemented with full involvement of all the interest groups in their respective constituencies, under their guidance and strong encouragement.

3.26   Clearance of TLC proposals: National Literacy Mission Authority **(NLMA)**, and its **executive** committee **have been meeting regularly & transacting useful business including sanction of TLC proposals.   In** all **States** / UTs a **similar State Executive**

Committee of NLM should be constituted for processing the proposals of TLCs. In this respect, the relationship of the State & Central governments be clearly defined for quick and fully justified clearance of proposals.

3.27   _District-level Plans pjf States_: The NLM has been organizing orientation programmes for district Collectors. The State government needs to extend to such trained Collectors its full support for gearing up in implementing the TLC. Once TLC has been initiated, the State Government should not transfer the trained officers, as far as possible. Transfers of officials involved with the campaign disturb its smooth progress and successful completion. Besides, the State Government should make available the necessary personnel at various levels to work for the successful implementation of TLCs, and clear the district in a series of block-Level campaigns. In States where the size and population of the districts are large, the approach should be to identify manageable blocks to launch TLCs. In educationally backward districts where voluntary instructors are in short supply but the number of learners is massive, the approach should be initially to select those blocks that are in favourable circumstances so that the literacy campaign may achieve demonstrable success within a reasonable period. The demonstration effect of such successful blocks could serve as a stimulating example to the relatively backward blocks and also provide them some preparatory time for gearing themselves up for the campaign. The problem of weaker sections of the society, especially women, SCs/STs backward classes and minorities should be given special attention by the State not only by creating

structures and facilitating mechanisms but also by organizing special consultations wit voluntary agencies involved in working with such groups in any aspect of education and, or development. Special encouragement, advice and financial facilities should be provided to neo-1iterates, especially women, in setting up income-generation programmes. In order to break the vicious circle of poverty and illiteracy especially among the underprivileged groups and women, a skill modernisation programme should be developed for them. For this purpose, the functionaries of various government departments and knowledgeable voluntary agencies should constitute themselves into flexible advisory groups.

3.28   Literacy materials: The expansion of literacy and post-literacy programme would inevitably require a variety of printed materials such as primers, readers, supplementary book-lets, posters, wall-news papers, training guides, etc. This would call for a huge quantity of paper. Each State Government should explore the possibilities of getting the required supply of paper from national and international sources. The demand for printing paper for primary and elementary level text-book is going to increase fast with the flood of enrollments resulting from TLC and other measures. Supplementary reading books also are an essential aid for good learning-achievement. The cooperation of newspaper agencies, printing presses, and publishers for **producing literacy materials at** a low cost needs to be sought to **tackle this problem. A certain quota** of **the** necessary type of **paper could be reserved** by paper-mills for adult education

materials and primary text-books, supplementary reading and copy books for primary school pupils.

3.29   Work-oriented post-literacy education: Currently, the post-literacy and continuing education programmes are provided through the JSNs. A JSN is expected to serve a population of 5000 and the main thrust of the programme is development of the reading habit for consolidation of literacy-skills and cultural growth. The JSN may give vocational information but its limited sphere cannot organize work-oriented programmes. The scheme of Shramik Vidyapeeths has been functioning for over twenty-five years for vocation oriented programmes for the urban workers in the organized sector and their families. The scheme of Krishi Vigyan Kendras remains confined to farmers and rural areas. Such schemes need to. be reoriented to serve the literate learners from age 15 above at the post-literacy and continuing education stage. In this connection, the possibility of providing an *open learning' system, along with practical experience, may be explored as recommended by the Core Group on Open Education set up by Planning Commission. This may necessitate closer links between the post-literacy programme and those of the Shramik Vidyapeeths, KVKSs, Community Polytechnics, JSNs, Central Open Schools, and State Open Schools and the flexible vocational training programmes of Government departments and NGOs. Innovative and locally relevant skill-development courses be attempted through the open channel to cater to the needs of rural women and youth. The Core Group on Open Education has suggested the possibilities of involving commerce, industry, the service

sector and rural development organisations, in such programmes for ensuring their market-relationship. The educational needs of out of school youth and adolescent girls in rural and tribal areas and urban areas may be met through such unconventional measures in order to counter to some extent the educational deprivation of disadvantaged groups and alleviate their economic distress. Since the open learning system consists of a cluster of innovations in planning, management, financing, and networking of Contact Centres and evolving packages of teaching-learning materials as also use of media, preparatory action must precede, in well-designed steps, the adoption of such an innovation.

3.30   The JSNs need to be developed as [x]People's Education and Information Centres' with a view to spreading information about technology, learning programmes, credit facilities, marketing, etc. Various educational opportunities and developmental programmes should be made known to the rural and tribal people through the JSNs which must also set up a special service of this type for women literates. Such a step would help attract illiterate women towards literacy in larger numbers.

Pedagogical aspects of Elementary Education

3.31   Need for differential curricula; There is a general feeling among the parents and the public that the load of the primary curriculum and text-books is too heavy for the children. There are complaints that the teaching based mainly on text-books is too formal and examination-oriented. In view of this it is necessary that while keeping the national "core" curriculum

intact, a differential appropriate in curriculum construction is adopted to suit the needs of the learners' development. All such differential curricula, however, must lead the child to the expected levels of learning. Decentralized construction of curricula with emphasis on these points should be possible at the State level with the help of national and State-level experts and with participation of teacheis and representatives of the Education Department. It has been found by researchers that about three hours of formal instruction per working day is quite adequate for the 6 - 8 age group i.e. for children in classes I and II. The curricular transaction should be enjoyed by the pupils and teacher both. It should be conducted in a participatory manner and non-authoritarian class-climate. Relaxation exercises like simple yogasanas and deep breathing could precede the curricular transaction. Songs, games, dramatics, story-telling, and craft work could be interspersed with subject-studies for freshening the mind and better absorption of cognitive processes. Nature-study, speciman collections from nature, drawing and painting investigating local history and culture should invariably **form part of the** learning activities for enlivening the studies at **the** primary stage. It has been found that teachers do not **know the** importance of relaxation techniques and a cheerful class-climate for promoting good intellectual work by the children. They also do not seem to know songs and stories which can keep the children interested. Critical attention should be paid to the work of teacher training institutes because it is their responsibility to train primary teachers in the understanding and skills that can make learning

joyful for young children. This would be the best way to reach the triple goal of enrollment, 1 tention and achievement in primary education.

3.32   Curriculum structure; Modifications in the elementary curriculum may have to be visualized if science and technology are to be given their due importance for meeting the need of modernization for the country's economic growth and for the individual learners' future opportunities in the rapddly changing industrial scene all the world over. The teaching of languages could be made more efficient with the help of the radio and also TV to the extent possible. Languages can be learned well and fast if- their use in day-to-day affairs is a necessity for the learner. It has also been observed that intensive teaching of any second language is more beneficial than its spread over a long period. In the light of proven principles, the overall curriculum load may be adjusted to make room for science and technology in a practical manner. Convergence of education and training for tackling the growing problem of rural underemployment and unemployment could be adjusted in the elementary level studies for those who desire to continue in such studies at the post-literacy / post-primary stage, as an alternative to the course leading to academic secondary education.

3.33   Local adaptation of text-books

        Although the printing and distribution of text-books is done in a decentralised manner in certain States such as Uttar Pradesh, their preparation is centralized and hence their content

is uniform. There must be uniformity in maintaining a high standard of content and production. Centralized production also reduces cost. However, with adequate safeguards for ensuring qual]ity of content and production and for keeping the cost low, the districtwise adjustment of some language lessons and Social Studies text-books should be possible to suit the special features of the district concerned. To bring about such flexibility some preparatory research and investigation would be necessary. Participation of teachers in such academic activities at the district level, through the agency of the DIET or a group set up by the District Board of Education for such a purpose would give good inputs to the exercise and also build up the self-confidence of teachers as professionals.

3.34   NFE Pedagogy; Since NFE is an important strategy of universalisation, its pedagogical process and teaching-learning materials require close attention. An evaluation of NFE programme has noted that at present a common set of learning materials centrally produced by the NCERT is being used in the NFE centres all over. This practice needs to be reviewed. It would be advisable to develop for the 9 - 14 age-group in NFE Centres a modified curriculum, teaching - learning materials having relevance to the age, work, and environment of the learners and a system of training of NFE instructors in a decentralised and recurrent fashion with the help of the DRU functioning within a government DIET or a DRU conducted by a non-government organization. Considering that NFE Centres are for the 9 - 14 age-group of fairly mature working children who

have had little opportunity to play and relax, the Centres should be conducted in the fashion of "Learning Clubs" for regeneration of the children's cognitive energy and their suppressed natural inclination of "auto-instruction". NFE should be a refreshing and enjoyable system of learning for tired working children so as to restore to them their lost childhood. The duration of the programme could be about 1200 to 1500 instructional hours in a two-year span for reaching the minimum levels of learning in primary education and not less than 1500 hours for MLL in elementary education. In the light of time-constraints and modified curriculum special text-books should be provided for the part-time learner in the NFE channel!

3.35   Role of State Resource Centres: Recognizing the urgency to universalize primary education State Resource Centres for Non-formal Education began to be established in accordance with a scheme evolved by the Ministry of Education in 1976. Non-formal Primary Education as recommended by the Central Advisory Board of Education was to be propagated and guided by these SRCs for NFE. In most States they were sanctioned to NGOs. But after the launching of NAEP in 1978, the SRCs have been utilised mainly in connection with Adult Education. Since 1988, they have been helping the programmes by providing training of functionaries, literacy and post-literacy materials and guide books for instructors. They also carry out population education activities which are co-ordinated by the Directorate of Adult Education. Since the TLC have the dual purpose of promoting adult literacy and primary education for the 6-14 age group and especially for

working children in the 9-14 age-group, the SRCs need to be strengthened not only to attend to adult education work but also to the work relating to non-formal education so as to prevent future incidence of illiteracy among the 15+ age-group. The TLC districts and educationally backward tracts are particularly in need of resource support to NFE. The SKCs, therefore, should be asked to develop this activity and given a fully-financed NFE Cell as part of the SRC structure. Work relating to material production, and training instructors and supervisors of Non-formal Education Centres, developing microplanning for UPE/UEE with the close co-operation of Education Complexes, and building contacts with SCERTs for collaboration in curriculum adaptation and evaluation of learning. These NFE Cells in the SRCs could particularly attend to the programmes of NFE conducted by voluntary organisations and also to the new scheme for voluntary schools which would be essentially non-formal and may not fit into the resource support arrangements for formal schools. The NFE cells would work in the sphere of public awareness, advocacy and guidance in respect of NFE and combine in a package the post-literacy and post NFE programmes.

3.36   Learner evaluation: An important issue affecting the credibility of any education system, whether formal or non-formal, relates to learner evaluation. The issue involved are the minimum standcards to be reached by pupils in the primary and elementary courses, nature of tests, role of teachers, and the role of the community also in maintenance and further development of standrds of achievement. On these points, the Committee takes

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the following view :

(a)   A system of formal and non-formal learner evaluation should be evolved under the MLL (Minimum Levels of Learning) principle so as to ensure the comparability of achievement through the two channels.   It   should be an *open testing' system in which the community can observe the achievement levels and even participate in evaluation so as to help the instructors to make evaluation an indivisible part of the learning process. Thus demystified, evaluation would make the teachers / instructors not only accountable to the community for their professional performance but would enable them to win the confidence and respect of the pupils and the community.

(b)   The teachers should be trained in the technique of using and formulating the pedagogical inputs and tests essential to assess the MLL in the formal and non-formal channels.   Besides, gearing the teaching-learning process to MLL requirements within the school or NFE Centre, the Village Education Committee should be fully oriented as collaborator for this purpose.

(c)   There should be no confidentiality about tests & examinations at the primary and elementary stages as these are essentially a component of the process of learning.   The tests should be designed to help the pupils in self-evaluation and self-improvement and their fear of failure should be removed. Each pupil should be enabled to know that the objective of the tests is ultimate "mastery learning" of each step in the expected attainment.   The testing sessions may be **organized for groups of** villages.   Cluster-level arrangements may be made **with the help**

of the local community and the schools in the Education Complex. In this way, the pupils, teachers and the community will come together periodically not simply for academic evaluation but for organizing sports, games and lor pupils of formal and non-formal channels and thus build bridges between them. Testing and evaluation at the primary and elementary stages should be altogether ᵛstress-free' and share the nature of solving puzzles and playing games. This would be a good antidote to the problem of failure, dropout and community indifference to primary education.

3.37   National Standards It is necessary to distinguish between individual learner assessment & the assessment of acquisition of expected levels of learning on a system-wide scale. Individual learner-evaluation needs to be supplemented by systemic assessment for districtwise, statewise and also international comparison of standards. The POA (92) envisages the establishment of National Evaluation Organisation (NEO) which would work in close coordination with the NCERT and would devise tests to assess the attainment of minimum levels of learning by children in both formal and non-formal channels of elementary education. Such testing may also be extended to adult education at the literacy and post -literacy stages, in a modified from in the light of the objectives and style of implementation of these programmes.

3.38   There should therefore, be a national system of assessment at the 3 levels - (1) basic literacy/numeracy comparable to the MLL in class III, (2) MLL in language, science

and mathematics comparable to class v expectation and (3) MLL in languages, science & mathematics comparable to class viii expectation. The academic support in this regard has to be extended by NEO/NCERT at the national as well as the State level through the SCERTs and SRCs in the case of NFE and AE. The assessment of MLL in non-formal centres, literacy and post-literacy are a special task in which the SRCs should be fully involved. Efforts to place a national system of assessment on the around be made expeditiously so that it becomes operational by the end of the 8th Plan.

Andragogical aspects of Adult Education

3.39   Reaching the disadvantaged: Eradication of illiteracy has figured as an important programme in India's educational plans during the past fifteen years. While the target of full literacy is yet to be achieved, the 52.11 per cent literacy reported in the 1991 census for the whole country along with more than 60 per cent for some States is no mean achievement in a relatively short period and despite population rise over the past 40 years. The recent achievement of nearly full literacy in Kerala and over 70 per cent in some TLC districts raises a strong hope that fully literacy will be achieved by India by the year 2000. But this intensive efforts to cover what remains i.e. the hard core consisting of the disadvantaged struggling under the poverty line, tribals, scheduled castes and women in all types of groups. These *leftout' groups have received no chance either for primary education or for literacy acquisition. As in the case of universal primary action, the adult literacy programme

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also must cover these groups whose socio-economic disadvantages have condemned them to a life of ignorance and poverty. For this group, literacy has to be a means for rising above poverty and socio-cultural constraints. For attracting illiterate adults towards literacy, a variety of area-specific & need-based motivational activities should be designed innovatively. Among these improvement of the socio-economic status of women, population control, and health related programmes must figure as priority concerns. Arousal of public interest in such programmes and motivating the disadvantaged to become literate can best be done through Jathas i.e. *cultural carvans', using a variety of folk-media and other communication devices which easily appeal to the disadvantaged in particular, because of their cultural familiarity and ease of interpretation.

3.40   Successful implementation of adult education programmes depends heavily on the competence of the adult education workers at various levels. But equally important is the interest taken by the people's representatives like MP's, MLA's & office bearers of urban and rural local self-government bodies. Intensive and well structured programmes of orientation for different levels of functionaries and people's representatives should be devised with the help of the State Resource Centres and other independent support organisations like NGOs and universities in order to ensure their participation in the adult education movement.

3.41   Training and orientation: The training programmes of adult education functionaries need particular attention.

Understanding the principles and techniques of andragogy is not an easy matter content, duration and process of training and orientation must be such that they help the functionaries to understand and absorb the skills essential for their work in adult education. Recurrent training of functionaries should be regularly held through SRCs & other support organisations for keeping up the tempo of work and solving field problems.

3.42   Literacy and post-literacy materials: The present content of the literacy materials is quite good as it highlights the values enshrined in the Indian Constitution and the problems encountered by the illiterates. In addition, however, the material must contain topics and stories which can entertain the learners and enable them to enjoy reading. Also, the literacy and post-literacy material should also provide stimulus for acquiring life-skills like problem analysis, communication, identity formation & overall upgradation of the intellectual capability of the learners to reflect on their predicament and moved ahead in life by overcoming them. Confirming the reading habit and leading the learner towards the process of *auto-instruction' should be the ultimate aim of these materials.

3.43   The post-literacy programmes, focussed as they would be on enabling the neoliterates to be self-reliant learners, would call for varied materials like instruction-sheets and guides for art, craft and income-generation activities; informative booklets on occupational matters and social skills; good literature in different literacy forms; plays and drama, etc While evolving a strategy for post-literacy and continuing education programme

leading to formal or non-formal learning, the needs and aspirations of the learners should be taken into account.

3.44   Role of mediji : A more extensive and vigorous attempt should be made to utilise the electronic and non-electronic communication media and visual aids for the promotion of literacy and post-literacy programmes. So far, these media have been used for sensitization of the public and motivating the learners. But at the post-literacy stage regular teaching-learning programmes must be broadcast, televised and supported by audio and video resources.   Some video programmes have been developed in the area of adult education but their systematic use for dissemination of information on developmental matters in particular, must be launched in a very big way. For the socio-economic development of rural and tribal areas and for arousing the disadvantaged groups to educate themselves, videos could be the best means.   This matter is connected with the supply of electricity and TV sets with VCPs in an adequate measure at least to a cluster of villages and habitations where the viewers can conveniently gather together according to the schedule set by them.   The utility of folk-forms has already been proved by the Gyan Vigyan Jathas in the TLCs conducted in Kottayam, Ernakulam, Bijapur, Burdwan, Midnapur, and elsewhere too.   The folk-media performances also must be widely shown on television so that they reach a wider public of all types and also regenerate many a folk-forms of communication which have served to educate and and unite our people **over hundreds** of years past and have been an excellent device not **only for** information-dissemination but

individual and social catharsis and reaffirmation of human values. The importanc of communication media for the release of women from cultural constraints is obvious. Also, they can deal with all aspects of activities essential for achieving sustainable development. A call must go forth through the various media in a continuous and persistent manner so that all segments of society are aroused to treat the campaign for adult literacy, UEE, and total socio-economic development of the country as a matter to be dealt with on a war-footing.

3.45   Training programmes need to be developed to prepare the personal necessary for creating and utilising various forms of media for promotion of literacy and UEE in the manner indicated. Persons engaged in print and electronic media must be urgently sensitised for taking up the cause of literacy, UEE and development as a corresponding programme. For this purpose, special orientation seminars and workshops should be held by SRCs and NIAE. The required funding should be made urgently available to these organisations.

3.46   For the post-literacy and elementary stages, the possibility of utilising the open education system would also have to be linked up with the use of media in various forms. In this connection, the recomendations of the Karnik Committee appointed by Department of Education regarding setting up of a dedicated TV channel for education and also the recommendations of the Planning Commission's Core Group on Open Education, should be implemented.

Democratic Decentralization: Role of Voluntary Agencies and Panchayat Raj Institutions

3.47   Voluntary agencies: Since the success of UEE and AE depends mainly on preparing the people at the grass-roots level for planned action, a serious effort should be made by government at the Central and State levels to secure increased participation of voluntary agencies by providing to them the necessary funds, facilities and recognition for their contribution.

3.48   Unfortunately, the regulatory ethos inherited by the bureaucratic *steel-frame' as legacy from a colonial government which worked on the principle of distrust of everyone outside government, creates problems in the smooth functioning of the voluntary sector.   In order to promote the movement of our people's education and. development it is necessary that an open dialogue and collaborative relationship between government and voluntary agencies become possible.   For this purpose, the outdated file-work and antiquated financial procedures which throttle our administration must be changed and modernized. The traditional distrust of voluntary agencies by the British government had arisen out of the fear that they might subvert its rule.   This fear of seditism and subversion cannot have a place in an independent nation.   Although due care must be taken in dealing with financial and administrative matters in the interest of the objectives of an activity, it is the objective that should be the focus and if procedures need modification to achieve it, there should be no hesitation in carrying out such modifications. The process of sanction of grants to projects, evaluation and

release of funds must be made more transparent and goal-oriented. Without such changes, it would be difficult to involve voluntary agencies in UEE, AE or any other nation-building activity.

3.49   Panchayats: The Panchayat structure must be strengthened by giving it the necessary financial and administrative powers to achieve "Education for All". The Village Education Committee is an operational wing of the Panchayat. It should be suitably empowered for promoting universal elementary education and adult education at the village level. It should have the necessary authority to monitor, supervise and evaluate the local adult literacy & EE programme and mobilize the entire oommunity in that behalf. The training of Panchayat office-bearers and office bearers of VECs acquires a special urgency from this standpoint and must be attended to systematically. For this purpose, voluntary agencies and social science research institutes may be of considerable help.

3.50   The roles and functions of officials, voluntary agencies, Panchayat and Village Education Committees need to be clearly spelt out in relation to short-term & long-term action for literacy and universal elementary education. In this connection, the sensitization of government officials is necessary.

3.51   Most of the St^te governments have established Panchayati Raj structures in some form or the other based on the **Balwantrai Mehta Committee Report.** The Education Commission had **also recommended that** local authorities should be given the right

to administer education in a responsible manner. In 16 States/UTs, a three-tier management system is in existence; in five States / UTs, it is two tier and in eight States and UTs it is just one tier. With the recent passage of the Panchayati Paj Bill would accelerate the process of decentralization of development. What is most important is the need to provide to the Panchayati Raj Institutions financial resources in an adequate measure to enable them to support the programmes of elementary and adult education. Augmentation of finances through revenue collection could be considered. In U.P., for instance, every village or group of villages have a Village Education Committee for all primary and upper primary schools located in the villages under the U.P. Basic Education Act of 1972. The Village Education Committee is fully empowered to regulate the utilisation of funds collected from schools and grants received for maintenance of school plant.

3.52   Microplanning : Now that the Constitution (72nd & 73rd) Amendment Bill has been passed by Parliament, democratic decentralisation upto the Panchayat level should be expedited and that microplanning from the village level upwards to the block and district be supported as visualised in the Programme of Action (1992). To begin with, microplanning in a systematic manner along with estimates of resources needed and the sources for providing them, should **be** promoted. The training of Panchayats, VEC's and **the** officials **at various levels of the programme be operationalised in at least one project area per State & UT on an experimental basis from 1993-94. Due**

preparatory work must be undertaken and completed before such training to ensure that this innovation does not fail because of hurried and unplanned haphazard handling.

3.53   All over the country, several voluntary organizations are already engaged in planning & implementation   of microplanning projects in a variety of areas including EE & AE. In each State & UT, officers concerned must urgently identify voluntary agencies having the necessary experience and expertise in microplanning or the capacity to understand and help Panchayats conduct microplanning. Mobilization of local human & material resources and creating capability for the promotion of UEE / literacy and post-literacy at the local level should be clearly set out as the priority aim of the exercise. Systemic organization and   management of UPE / UEE / total literacy campaigns in minority and SC / ST concentration areas in particular,   necessitate   that   the   concerned   voluntary organisations, minority-managed institutions and officials should be oriented through special courses for collaborative action aimed at the realization of the AE / UEE goal by the year 2000.

3.54   There is a close link between the availability of a reliable monitoring system for educational programmes and decentralised planning and administration. It is well known that at present the data that come up from the village and block levels are generally inaccurate, get more confused in going up from districts to the State level and what reaches the national level is merely broad approximations. This lack of reliable data is a great obstruction in the planning and financing of AE and

UEE. Gathering reliable data on UPE / UEE and literacy through **the** Village Education Committees would be a great advantage for the planning process. The responsibility to be entrusted to the Panchayats for gathering householdwise data on universal elementary education and literacy programme would infuse greater meaning and efficiency in planning, monitoring & evaluating of AE / UEE. This programme should be supported by computerization. Models of such data collection and use at the village level are already available with some voluntary agencies. These should be studied, publicized and used for the training of the Panchayats, VEC's and the government officials concerned, with the techniques of microplanning.

CHAPTER IV

FINANCING THE PROGRAMME

Past Trends

4.1   Adequate financial resources constitute the backbone of all developmental activities.   For major programmes like universalisation of elementary education and adult education which are gigantic in terms of numerical targets, India requires massive financial inputs.   It has been observed that when funding is not commensurate with the magnitude of the mobilizational tasks and size of the numerical targets to be covered, the programme falters.   All along, insufficient funds even to open and run the schools, apart from the tasks of parental co-operation and societal mobilization, have been the main reasons for the obstruction of universalisation of elementary education in India.   The problem has been exacerbated by the ever-increasing backlog caused partly by demographic growth but more so by the high drop-out rates caused by systemic deficiencies along with socio-economic factors.

4.2   The view putforth by the Education Commission (1964-66) that the public expenditure on education should be 6 per cent of the GNP, has been reiterated time and again by various committees and commissions and has become a national resolve.   The National Policy on Education (1986) states that during the Eighth Five Year Plan and onwards it will uniformaly exceed 6 per cent of the National Income. Over the years, the percentage of GNP spent on education has been increasing.   At the inception of planning

(1950-51) India was spending 1.2 per cent of the GNP on education, and this increased approximately to 3.9 per cent i. 1989-90. (Table 4.1)

4.3   Education is now funded by various sources - Central and State Governments, local bodies and private contributors. Data on sourcewise financing of education in India show that the Central, State and local Governments accounted for 87.13 per cent of the expenditure on education in the year 1983-84 (see table No. 4.2)

4.4   The allocation to education in the successive five year plans has, however, shown a declining trend in percentage terms. In the first Plan, 8.62 per cent of the total plan outlay was devoted to education which declined to 2.59 per cent in the sixth Plan. It has shown a marginal increase to 3.55 per cent in the seventh Plan. In the eighth Plan, however, the percentage of educational outlay to total plan outlay is 4.89 (Table 4.3). This position indicates that as investment in the infrastructural expenditure of the States got stepped up, education sector's percentage went down; but with renewed emphasis on human resource development, the percentage has increased.

4.5   However, the percentages need to be seen against the background of allocations in absolute terms. Thus, the outlay for education increased from Rs. 169 crores in the first Plan to Rs. 1285 in the fifth Plan and to Rs. 6385 in the seventh Plan in which the actual expenditure was much higher at Rs. 8540 crores. The increase in the outlay during the eighth Plan at Rs. 21217 is

more than three times the outlay of the seventh Plan and more than two times the expenditure of the seventh Plan (Table 4.4).

AXlocation for Elementary Education:

4.6   The pattern of allocation of resources for elementary education has been quite favourable though there are ups & downs. During 1951-56, nearly three-fifths of the outlay of the education sector was allocated to elementary education. During 1956-74, the share of resources allocated to elementary education declined from 56 per cent to 30 per cent. After 1974, however, there is a steady increase in the share of resources allocated to elementary education from 31% in the seventh Plan to 43% in the Eighth Plan (Table 4.4).

4.7   Much of the growth in expenditure on elementary education is offset by an increase in prices, rapid increase in population and increasing enrolments, in particular. In terms of real prices, the increase in expenditure on elementary education would appear quite modest. With regard to expenditure per student, the system is perhaps managing with more or less the same amount of money in real terms in 1980-81 as in 1950-51. This clearly implies that there is need to step up the level of total resources to be allocated for elementary education, not only to take care of the increase in the enrolment and on account for inflation but also for improving the quality of education.

Allocation for Adult Education

4.8   The outlay on adult education during the first to fourth

Plans ranged between Rs. 5 crores to Rs. 8 crores. But there was a step up d'iring the fifth Plan when the expenditure rose to Rs. 23 crores as against the outlay of Rs. 18 crores. From the sixth to eighth Plan, the outlay for adult education registered an increase from Rs. 128 crores to Rs. 1807 crores. Although the outlay for adult education nearly trebled from the sixth Plan to seventh Plan, i.e. from Rs. 128 to Rs. 360 crores, the increase from seventh to eighth Plan was five-fold, i.e. Rs. 360 crores to Rs. 1807 crores (Table 4.4).

Combined Allocation for EE/AE

4.9   Elementary Education and Adult Education have been two MNP components in the education Sector. Their combined allocations since the first Plan have also shown corresponding shifts. In percentage terms, the allocation which was 58% in the First Plan fell to its lowest viz. 32% with the fourth Plan but further rose to 41% in the sixth Plan. After falling to 37% in the seventh Plan, (but 39% in expenditure terms), it has risen to 51% in the eighth Plan. The Committee feels that the outlay for these two subsectors should in successive Annual & Five Year Plans be not less than 50% of Education sector outlays till the goals of UEE and eradication of adult Illiteracy are achieved.

4.10   In absolute terms, the allocation for MNP component has increased from Rs. 2324 crores in the seventh Plan (Rs. 3297 crores in terms of expenditure) to Rs. 11009.06 crores, i.e. an increase of more than 3 times in expenditure terms.

Methodology of Calculating Financial Requirements and the Funding Gap

4.11   The Committee is of the view that for achieving UEE, statewise targets need to be fixed, based on the population projections of children in the age group 6-14. However, since the latest age-specific data of population based on the 1991 census are not yet available, the Committee has confined itself to making estimates at the national level for the eighth Plan. When the age-specific data of 1991 census become available, the states can undertake this exercise by following the method suggested by the Committee.

4.12   The requirement of financial resources needs to be estimated on the basis of cost per student with addition for the non-recurring component. Student expenditures at primary and middle level education for the year 1983-84, the latest year for which such data are available, are taken from Education in India and the same for 1992-93 are estimated by adjusting them for inflation. Accordingly, the per student expenditure at primary level has been assumed to be Rs. 500 and at middle level Rs. 550. For non-formal education the per student expenditure is taken as 50 per cent of the expenditure per student in formal education For open learning, the estimated per student expenditure has been assumed to be less than that for non-formal i.e. Rs. 200. It has been assumed that between 20 - 25% of target will be covered by **the** non-formal model (including open education).

4.13   **For** estimating **the** financial **requirement of elementary education, the Committee made two sets of calculations.   The**

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first alternative (A) is based on observed per student costs. The second alternative (B) takes account of the need for increasing expenditure per student especially to build in quality inputs. Accordingly, cost per student is assumed to be Rs. 800 - upper primary, Rs. 700 - primary, Rs. 350 - non-formal and Rs. 250 - open learning. The proposed targets to be covered through formal, non-formal and open learning during the eighth Plan are given in Statement No. 1.

TARGETS OF ELEMENTARY EDUCATION

SI. No.	Stages	Enrolment by 1996-97 (by the end of 8th Plan)			
		Stream-Formal	Non-formal	Open Learning	Total
1.	2.	3.	4.	5.	6.
1.	Primary Stage	2.02	-	-	2.02
2.	Upper Primary stage	2.36	1.00	0.23	3.59
	Elementary	4.38	1.00	0.23	5.61

Source: Eighth Plan (1992-97), New Delhi, Planning .Commission, 1992, Vol.11, pp 386. and calculations in Education Division.

4.14   Accordingly, the alternative "A" gives the total recurring cost by the end of Eighth Plan as Rs. 3 658 crores including cost on account of operation blackboard. The non-recurring cost would- include the provision for setting up new primary schools (Rs. 1050 crores), upgradation of schools (Rs. **3000** crores)**and** construction of additional class-rooms (Rs.3438 crores). **Adding** the total non-recurring cost of Rs. 7488.00 **crores,** the total estimate for elementary education by the end of **the Eighth Plan works out** to Rs. 11146.00 crores.

4.15   In the second alternative (B) the total recurring cost by the end of Eighth Plan will be Rs. 4763.50 crores. Adding the total non-recurring cost of Rs. 7488 crores by the end of the **eighth Plan, the estimated** cost for elementary education will be **Rs. 12251.50 crores.   (Table No.4.**5)

Financial Estimates for Adult Education

4.16   As stated in the eighth Plan, the target to be covered is 10.58 crore adults. The cost estimates are based on the two alternatives of adult education programmes viz. IPCL method and RFLP method (Centre-based) of which the former corresponds to TLC. Keeping in view the number of districts to be covered under different strategies, the cost per learner under TLC is taken to be Rs. 125 and under RFLP - Rs. 200 per learner JSN's are assumed for every 800 learners and the cost norm of Rs. 7000 non-recurring cost and Rs. 7000 recurring cost is assumed. The financial requirements work out to Rs. 1891 crore as below -

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        Through TLC    Rs.  992.00 crores
        Through RFLP   Rs.  529.00   "
               JSNs    Rs.  370.00   "
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        Total:         Rs.1891.00 crores
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Funding Gap for EE

4.17   While the requirement under conservative estimates (A) will be Rs. 11146 crores for elementary education, it would increase to Rs. 12251 crores under estimates (B) as against the eighth Plan allocation of Rs. 8936.46 crores. The shortfall ranges between Rs.2209.90 and 3314.54 crores according to the two estimates. During the Seventh Plan, the expenditure in the State Sector was nearly three times that of the Central Sector and accordingly estimated requirement for State sector in the eighth Plan will be **Rs. 8359.50** crores as against the present allocation of Rs. 6056.46 **crores. Thus** the shortfall **in the State** sector will be Rs. 2303.40 crores.

Combined Funding Gap for EE / AE

4.18   **Funding Gap for AE** As against requirement of Rs. 1891 crores the eighth Plan outlay for AE is Rs. 1794.44 crores. During the seventh Plan, expenditure on AE in the State sector was 50% of the Central sector; under TLC, the pattern of assistance is 2/3rd Centre & 1/3rd State. Hence, we may have to make a provision of Rs. 630.33 crores in the State Sector as against the present outlay of Rs. 384.44 crores. Therefore, there is a shortfall of Rs. 235.89 crores in State sector. There is a marginal excess provision under Central Sector which may be more apparent than real in view of the conservative nature of the estimates. In any case, there is an overall shortfall of Rs. 139.33 crores. (Table No.4.6).

4.19   In all, for adult and elementary education, the requirements will range from Rs. 13037.00 crores to Rs.14142.00 crores as against the eighth Plan outlay of Rs. 10730.90 crores. Thus, the shortfall will range from Rs. 2349.23 crores to Rs. 3453.87 crores for the eighth Plan. It is mainly in the State sector & marginally in Central Sector under Alternative "A" but substantially so in the State Sector under Alternative "B". If the objectives of AE and UEE by the year 2000 are to be realized the additional resources for adult and elementary education will be unavoidable and special measures may be required to close the resource gap.

4.20   The Committee has considered x.he matter of resources very carefully. It recommends that resources must be raised from

various avenues. As a part of such effort, the Central & State Governments should explore the possibility of levying an education cess on urban & rural revenues, incomes, and properties in such a manner that the proceeds of the cess are 100% earmarked and utilised for the promotion of literacy including elementary education, and are available both to Centre & States for this purpose.

Chapter V

Recommendations

General

5.1   In order to achieve universal basic literacy, simultaneous structural and pedagogical changes are essential with a view to infusing flexibility and relevance in to the system. Besides, the process of democratic decentralisation must be expedited for securing people's participation which is crucial for tackling the gigantic task of universalisation of elementary education and liquidation of adult illiteracy.

5.2   Elementary education and literacy are essentially a societal responsibility fully supported by the Government. Therefore, all sections of the Indian society must come together to contribute to the maximum extent possible to this programme which is foundational for the country's socio-economic reconstruction and greater development.

ELEMENTARY EDUCATION: STRUCTURAL ASPECTS

5.3   The scheme of Operation Blackboard should be modified so that the process of purchase of materials is decentralised at least to the Block Level in order to make it need-based and to facilitate timely supply of materials to the schools concerned. Powers be given to the headmasters to write off damaged articles or to get them repaired, after placing **the** matter before the VEC and obtaining its concurrence. **Provision** of a small contigency to schools for **repairs and maintenance of equipment may also be considered.**

5.4   **The arrangements for text-book production and distribution must meet the triple criteria of quality, low**

price, and timely distribution.

5.5   The practice of providing free text-books and keeping them in the school itself, be adopted in order (a) to ensure that every pupil gets the needed text-book and (b) also to ensure careful use of text-books so that each copy remains usable for about two to three years, resulting in the Saving of papers costs and curtailment of production cost. Suitable storage facilities for text books should be provided classwise in every school and text-book-based homework should not be given at the primary stage.

5.6   The child-to-child approach which seems to work well in health sector for motivating young children for learning about health, be adopted for primary education so that older children may mobilize enrolment, retention and achievement at the primacy stage, expecially in classes I to III, for stablizing young children in the school-system.

5.7   The secondary schools and large primary schools in the urban areas may be encouraged to adopt at least one rural/tribal primary school and send to it reading materials, toys, teaching-learning aids and cash assistance.

5.8   In order to break the academic isolation of the majority of teachers in rural primary schools and for their self-development, mechanisms like Teacher Seminars and informal "Teacher Development Centres" be encouraged in an Education Complex Area for facilitating periodical inter-action among the teachers and development of creative teachers.

5.9   A variety of printed educational materials **for** teachers, VEC members and pupils be made widely available in rural and tribal areas. In this connection, the cooperation of the National Book Trust, Children's Book Trust, State Resource Centres, Organisations of Writers for Children and educational publishers may be sought.

5.10   In order to meet the increasing enrolment likely to be generated as a result of the Total Literacy Campaigns, innovative and cost effective measures be evolved in collaboration with the local community to accommodate the children. The requirements of additional teachers and text-books, etc., be met by suitably grouping the children and staggering school hours for holding the sessions of various classes. For instance, all children in Class I may come to school for three hours when all teachers could be available to teach them in small groups of 20-25. The other classes could be adjusted later in the day.

5.11   Wherever TLCs have resulted into a rush for fresh enrolments, the question of providing additional teachers may be solved on a short-term basis by adjusting schools-timings so as to cover all children newly enrolled in Standard I and giving them formal curricular learning for not more than 3 hours per day. This shortening of school time will also help them adjust to schooling and prevent early drop-out.

5.12   In remote, hilly and tribal areas, the qualifications of primary teachers should not be looked at merely from the academic angle but the rapport of the teacher with the local community should constitute an important

element in selection, even by relaxing formal qualifications.

5.13   Such measures as appointing non-professional teacher from mong community health guides and other educated persons available in the community, as part-time teachers may be tried out wherever necessary.

5.14   Academically qualified local youth, retired persons, educated farmers and artisans could be oriented in pedagogy for utilization of their services as non-professional teachers in order to accelerate the spread of primary education.

5.15   Voluntary agencies, Public Trusts, factories, cooperatives, registered industrial establishments, etc. should be encouraged to set up voluntary primary schools to serve groups of children belonging to hilly, desert, marshy, flood-affected, snowbound and forest areas as well as such groups as nomadic tribes, seasonal migrants, urban poor and so on, with freedom to adjust the curriculum, number of school days, and instructional hours. For such schools, teachers may be appointed on contract basis. The scheme formulated by the Education Department in consultation with the Planning Commission should be vigorously operationalised.

5.16   Enrolment of school children in alternative years may be tried out as an experiment in remote, sparsely populated areas or in those areas of a State, where there are not enough children to be enrolled annually.

5.17   Decentralised micro-planning and socio-political action for its implementation should be the major means to

bring about equality of educational opportunity at the primary stage, at a rapid pace.

5.18   State-wise strategy should be developed to introduce some form of compulsory schooling for the elementary age-group.

5.19   In the case of disadvantaged groups of children, it may be useful to cover part of the opportunity cost incurred by parents in sending the child to school, through such measures as provision of sets of clothes (uniforms), midday meals, weekly supply of grains, attendance scholarships, etc. such programmes may have to be designed, monitored and evaluated carefully with a view to achieving their purpose.

5.20   Text-books and such minimum learning material as slates and exercise-books should be supplied free of cost to all children from Class I to IV/V.

5.21   While establishing new primary and upper primary schools, top priority should be given to the unserved habitations, and areas having concentration of minority groups, SCs/STs and backward classes.

5.22   The existing colonial model of school administration and supervisory structures and processes should be thoroughly examined with a view to making it relevant to the peoples condition and needs of participatory development of education.

5.23   Recruitment of women teachers for primary schools should be the general policy and the number of women teachers should range from 60% to 80% by 2000 A.D.

5.24   To enhance the enrolment as well as retention of children, especially girls, in primary schools, the provision of support services in the form of child-care facilities and pre-school programme should be adequately made through various patterns, by all the States.

5.25   While the Committee fully supports the launching of a National Mission for Universalisation of Elementary Education, it recommends that close links of this Mission be ensured with the existing National Literacy Mission since elementary and adult education are mutually supportive programmes.

Adult Education: Structural Aspects

5.26   There should be closer linkages between national, state and district level structures concerned with adult education. The role of the Directorate of Adult Education should be re-defined so that it works as the Secretariat of NLM with the primary function of monitoring TLC's. All functions related to literacy materials, training, etc. which require research and development and a high level of academic expertise should be transferred to the National Institute of Adult Education.

5.27   NIAE should work closely with the Central and State Governments, State Resource Centres, University Departments of Adult Education and provide a strong and sustained technical support to all Adult Education activities including NLM.

5.28   In view of the Eighth Plan proposals of strengthening the State Resource Centres and the emphasis of

the Plan on decentralisation, the present functions of the **Directorate** of Adult Education related to training and material production should be transferred to State Resource Centres. **The** NIAE should devise a system of collaboration with **the** SRCs and help establish an inter-active relationship among them.

5.29   NIAE should strive to develop conceptual and action research in all aspects of adult education on a priority basis so as to help the AE movement.

5.30   Being the only institute of its kind in the SAARC region, NIAE should evolve an appropriate Professional Development Programme for the senior level policy planners and administrators in the region in respect of AE and also promote regional and international co-operation.

5.31   A purposeful networking of various government and non-government institutions working for development and/or adult education at the grass-roots level needs to be effected through the micro-planning techniques. To start with, pilot projects for collaborative micro-planning may be launched by way of action-research in selected areas and with the participation of the local people. Voluntary agencies should be encouraged and assisted to launch micro-planning projects for AE and related activities.

5.32   Existing administrative and financial procedures should te so modified that they help strengthen NGOs and facilitate government and NGO collaboration and fruitful inter-action for promoting literacy and further education on a continuing basis.

5.33   While government should continue **the** policy of providing grants to the NGOs which seek **them,** an **attempt** should also be made to identify reputed NGOs and invite them to participate in AE programmes by offering them the necessary financial support.

5.34   All the State Government and UT administrations should formulate detailed district by district Action Plans for their respective States/UTs to eradicate illiteracy as fast as possible and in any case by the 2000.

5.35   Members of Parliament and State Legislatures should be involved in the preparation and implementation of time-bound plans for eradication of illiteracy and universalization of primary education in so far as their respective constitutencies are concerned.

5.36   In all States/UTs, a State Executive Committee of NLM should be constituted with powers to process the proposals of Total Literacy Campaigns and the relationship of the States and Central Governments be clearly defined in this respect.

5.37   Once LC has been initiated, the State Government should not transfer, as far as possible,the district collector or other top officials involved with the campaign, till its successful completion.

5.38   The State Government should make available the personnel at various levels to work for the successful implementation of TLC's.

5.39   In educationally backward districts where voluntary instructors are in short supply and learners are many, the approach in such districts should be to identify blocks having favourable circumstances for literacy so that the literacy campaign in them can achieve success within a reasonable period. The demonstration effect of such blocks would serve as an example to other backward blocks and also provide them with the preparatory time necessary for gearing up for campaigns.

5.40   The problem of weaker sections of the society especially women, SC/STs, backward classes and minorities should be given special attention by the State not only by creating structures and facilitating mechanisms but also by organising special consultations with voluntary agencies involved in adult education work.

5.41   Special encouragement, advice and financial facilities should be provided to neo-literates, especially women, in setting up income-generation programmes.

5.42   The Central Government should explore the possibilities of getting assistance from International Organisations for the supply of necessary quantity of printing paper for literacy and post-literacy material, text-books, supplementary reading books and particularly, sets of text-books for primary school pupils in formal and non-formal channels or coping with the demand generated by TLC's.

5.43   A certain quota of white printing paper from paper mills should be reserved for adult literacy

publications and text-books, supplementary reading, and copybooks.

5.44   In order to expand the provision of post literacy and continuing education programmes, the possibility of utilising open learning techniques as recommended by the Core Group on Open Education set up by Planning Commission, should be explored.

5.45   The Jana Shikshan Nilayams should be developed as people's education and information centres with a view to spreading information about various educational opportunities and developmental programmes far and wide, and for guidance to learners at the post-literacy stage.

Elementary Education : Pedagogical Aspects

5.46   While keeping the national "Core" curriculum intact, differential curricula appropriate to the local environment and development of children and conducive to the achievement of the expected levels of learning, should be evolved in a decentralized manner with the help of experts from national and state levels, and with participation of teachers' and parents' representatives. About three hours of formal studies per working day should be adequate for children in Classes I and II. The curricular transaction should be enjoyed by the pupils and teachers and conducted in a participative class climate. Relaxation exercises like simple "yogasanas" should preced formal learning for timulating cognitive processes. Songs, games, dramatics, craftwork, nature-study, investigation of social

history,specimen collections from nature, should invariably form part of the learning activities in primary schools.

5.47   Elementary curriculum should be so modified and diversified that while it may be linked up with secondary education on the one hand, it may become relevant and oriented to work situations, on the other, especially for the 14+ age group in non-formal channels.

5.48   Text-books should be adapted to local requirements to the extent necessary and their production should be decentralised, with adequate safeguards for ensuring the quality of content and production and keeping the cost low.

5.49   Non-formal education should be conducted for the 9-14 age-group in the fashion of * Learning Clubs ' for regeneration of the children's natural inclination to learn. It should be a refreshing and enjoyable system of learning for tired working children so as to restore to them the joy of childhood. The duration of the programme could be about 1200 to 1500 hours of instruction in a two year span for primary education and at least 1500 hours for elementary education. Special text-books should be produced for the groups likely to enter the NFE channel.

5.50   A Cell for Non-formal Education should be set up in all SRC's to cope with the NFE needs of TLC districts and areas covered by NGOs in AE/UEE. Their work should be coordinated with that of SCERT's for maintenance of minimum levels of learning.

5.51   **A** system **of formal** and **non-formal learner evaluation should be evolved under the MLL (Minimum Levels of**

Learning) principle. It should be a stress-free and open testing system related to ˣmastery learning'. The community and especially the VEC should participate in such evaluation . UPE/UEE curricula and evaluation should be completely demystified and the fear of failure should be removed through *matery learning' at the pupil's pace.

5.52   The teachers should be trained in the techniques of using and formulating the pedagogical inputs and tests essential to enable the pupils to attain the Minimum Levels of Learning in the formal and non-formal channels. Besides gearing the teaching-learning process within the class to MLL, the process should go beyond the teacher and the Village Education Committee should be fully oriented for this purpose.

5.53   There should be no confidentiality about tests and examinations at the primary and elementary stages as this process is meant to encourage self-instruction, self-evaluation and self-improvement by each pupil according to the principle of "Mastery Learning". For a group of villages, cluster-level testing arrangements may be tried out with the help of the local community and the schools in the Education Complex, so that the pupils and communities may come together periodically not simply for the academic of pupils' and teachers' work but for sports, games and cultural activities. All testing and evaluation should share the nature of stress-free , self-expressive games.

5.54   Individual   learner   evaluation   should   be
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supplemented by systematic assessment of the educational productivity of the entire system on a sample basis with the help of the proposed National Evaluation Organisation.

Adult Education: Andragogical Aspects

5.55   For attracting illiterate adults towards literacy a variety of area-spefic and need-based motivational activities should be designed innovatively. Among these, awareness of the socio-economic problems of women and other disadvantaged, population control concerns need to figure prominently. Arousal of interest in such programmes can best be done through Jathas, i.e. *Cultural Caravans' using a variety of folk-media and other communication devices which appeal to adults.

5.56   Intensive and well-structured but decentralised programmes of orientation of different levels of functionaries and people's representatives should be devised with the help of the State Resource Centres and other independent support organisations in order to ensure their participation in the adult education movement.

5.57   The duration of the training programmes of adult education functionaries should be adequate for them to absorb the understanding and skills essential for their work in adult education. Recurrent training of functionaries should be regular,y held through the SRCs and other support organisations.

5.58   For the learners, literacy and post-literacy programmes should emphaise certain life-skills like problem-

analysis, communication, identity-formation and acquisition of the self-confidence and capability for moving ahead in life.

5.59   Post-literacy programme should focus on enabling the neo-literates to be self-reliant learners and to use reading material for improving their performance as cultured citizens and efficient workers in their chosen occupations.

5.60   Post-literacy and continuing education programmes should take into account the needs and levels of achievement of the learners.

5.61   The communication media, particularly radio and television, must project adult literacy, especially for women, as a national priority and emphasize its undisputed value for all aspects of sustainable development. A call must go forth persistently through the media to the public and literacy workers to treat the campaign for adult literacy and universal elementary education on a war-footing.

5.62   Persons engaged in print and electronic media must be urgently sensitised for taking up the cause of literacy and universalisation of elementary education. Special programmes for this purpose should be organised by SRCs and NIAE. The required funding should be made urgently available to these organisations.

5.63   For the post-literacy and elementary stages, the possibilities of util-3ing the open education system should be considered. In this connection, the recommendations of the Karnik Committee appointed by the Deptt. of Educagton regarding settingTmp of dedicated TV channel for education

and also the recommendations of the Planning Commission's Core Group on Open Education, should be implemented.

Democratic Decentralisation and Voluntary Action

5.64   Since the success of the programmes of universal elementary and adult education depends mainly on the participation of the people at the grass-roots levels in planned action, a serious effort should be made by government at the Central and State levels to secure increased participation of voluntary agencies and social activist groups involved in grass-roots level work by providing to them the necessary funds facilities and recognition for their contribution.

5.65   In order to promote such a ^people's movement' effective collaboration is necessary between government and voluntary agencies. The colonial attitude of distruct of voluntary agencies by government must be overcome and the administrative as well as financial relationship between government and voluntary agencies must be totally revised. Flexible models of financing, monitoring and evaluating the work of voluntary agencies available with most of the non-governmental national and international funding agencies, could be suitably adapted for modernising the administrative and financial procedures inherited from colonial administration.

5.66   The Panchayat structure must be strengthened by giving it the necessary financial and administrative powers

to achieve "Education for All". The Village Education Committee be suitably empowered for promoting universal elementary education and adult education at the village level. Being the Panchayat's operational wing for this purpose, it should be given the necessary authority to monitor, supervise and evaluate the local adult literacy and elementary education programme and mobilise the entire community in that behalf.

5.67   The roles and functions of officials, voluntary agencies, Panchayat and Village Education Committee need to be clearly spelt out in relation to short-term and long-term action for literacy and universal elementary education.

5.68   Democratic decentralisation up to the Panchayat level be expeditred and micro-planning from the village-level upwards be urgently supported as visualised in the Programme of Action (1992). To begin with, micro-planning in a systematic manner, backed by the training of Panchayats, VECs and officials functioning at various levels of this programme, be operationalised in at least one project area per State and UT, on an experimental basis from 1993-94. Due preparatory work must be designed and carried out systematically to ensure that this innovation does not fall through by hurried and haphazard handling.

5.69   In each State and UT, the officials concerned must urgently identify Voluntary Agencies and academic institutions of sociax sciences having the necessary experience and expertise in micro-planning or the capacity to understand and help Panchayats conduct micro-planning.

understand and help Panchayats conduct micro-planning. Mobilisation of local human and material resources and creating capability for the promotion of universal elementary education, literacy and post-literacy, at the local level should be clearly set as the priority aim of this exercise.

5.70 The responsibility to be entrusted to the Panchyats for gathering reliable data on universal primary education and literacy programmes and planning, monitoring and evaluating the programmes, would require such technical support as computerization. Models of such data collection and use at the village level are already available with some voluntary agencies. These should be collected, publicized and used for the training of the Panchayats, VECs and government officials concerned.

Financial

5.71 The Committee feels that the outlay for the two sub-sectors of EE and AE, should, in successive Annual Five Year Plans be not less than 50% of Education Sector outlay till the goals of UEE and eradication of Adult Illiteracy have been achieved.

5.72 Central and State Governments should explore the possibility of levying an education cess on urban and rural revenues/incomes/properties in such a manner that the proceeds of the cess are available both to Centre and State and are 100% earmarked and utilised for the promotion of literacy, including elementary education.

AFTERWORD

The Report is unanimous. The Report was sig.^d by such flembers or their Representatives of the re-constituted Committee as were able to attend the last meeting of the Committee held in New Delhi on 22nd January, 1993.

(Lai Thanhawla)
Chief Minister,
Mizoram,
Chairman

(Jyoti Basu)
Chief Minister,
West Bengal,
Member

(Arjun Singh)
Minister HRD
Govt. of India,
Member

(Lalu Prasad Yadav)
Chief Minister,
Bihar,
Member

(Beant Singh)
Chief Minister,
Punjab, Member

(Ajit Kumar Panja)
Minister of State
for I&B, Govt. of
India, Member

(Dr. Mrs. Chitra Naik)
Member,
Planning Commission,
Member-Secretary

New Delhi,
Dated 22nd January, 1993.

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ACTION POINTS SUGGESTED BY THE
STATE GOVERNMENTS/UNION TERRITORIES

I.   ADMINISTRATIVE:

1.   There is a need for convergence of services at State and District level in the field of literacy(Rajasthan).

2.   Village Education Committees should be encouraged through innovative programmes like Lok Jumbish with adequate powers (Rajasthan).

3.   National Mission for Elementary Education may be launched to achieve universalisation of elementary education. Task Force may be formed at State level (Mizoram).

4.   Administrative structures for adult education needs to be strengthened to improve the monitoring and evaluation procedure. (Dadra & Nagar Haveli).

5.   All the programmes for women and children in the village and towns need to be carefully dovertailed with literacy programmes (Punjab).

6.   Village Education Committees may be given adequate powers (Lakshadweep).

7.   The Village Education Committees can function at micro level for planning and monitoring the programmes and also assist the schools (Maharashtra).

II.   INFRASTRUCTURE:

1.   Special education projects be formulated for the

educationally backward villages and areas inhabited by SCs/STs. Under this project, schools of various types be opened like mobile schools, residential schools etc. (Mizoram).

2. Physical condition of the schools needs to be improved by construction of new buildings (Mizoram).

3. A separate State Resource Centre for Mizoram needs to be set up (Mizoram).

III. **FINANCIAL:**

1. There is a need for revision of sharing pattern of expenditure in literacy programmes and also provide special grants particularly in the case of educationally backward states (Rajasthan).

2. More financial assistace under Central assistance may be provided to intensify the adult literacy programmes (Mizoram).

3. Additional financial resources may be provided for improving the educational facilities in rural areas (Mizoram).

4. The Central Government should provide substantial financial support for implementation of certain important programmes like Balwadis, book banks, attendance allowance, free supply of uniforms etc. (Maharashtra).

IV. **WOMEN'S LITERACY**

1. Open school system will be helpful for the

promotion of women's education in backward communities
(Mizoram).

2.   In order to reduce gender disparities in the
field of education, free books, uniforms, mid-day meals may
be provided (Punjab).

3.   In primary schools women teachers may be
appointed to achieve better results (Punjab).

4.   To reduce gender disparities, Mahila Kshema
Nilyams may be established for the welfare of women
(Lakshadweep).

5.   In order to promote women's education, middle
schools should be opened in the villages (Himachal Pradesh).

V.   **MOTIVATION/INCENTIVES I**

1.   Universalisation of elementary education may be
achieved through persuation rather than force. Hence,
schemes of incentives need to be continued (Gujarat).

2.   Literacy must be given high priority in publicity
programmes through mass media for motivation of the people
(Rajasthan).

3.   Folk media play a useful role in enlisting the
cooperation of the people but it has no impact on illiterates
living in adjoining villages of Delhi. TV programmes and
audio cassettes can be better (Delhi).

4.   Important messages relating to total literacy
movement and universalisation of elementary education may be
transmitted from All India Radio and local **newspapers**

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(Mizoram).

5.   Audio-visual aids need to be effectively deployed for making the literacy programme attractive (Punjab).

6.   Compulsory Education Acts should be implemented (Punjab).

VI.   **EVALUATION/MONITORING**

1.   All the programmes connected with literacy and primary education should be monitored with reliable tools (Mizoram).

2.   Effective monitoring of non-formal education should be ensured besides strengthening the same (Mizoram).

3.   There is a need for monitoring of literacy programme by the village education -committees, gram panchayats, block development and panchayat officers, district education officers to take remedial measures, wherever necessary (Punjab).

4.   There should be a local committee in each school to monitor the teaching system at the school and to check the drop out of children (Madhya Pradesh)•

VII.   **TRAINING OF PERSONNEL!**

1.   Teacher training may be provided to local women and unemployed persons to take up teaching profession in rural areas (Rajasthan).

2.   Training of primary school teachers in the use of tests based on minimum levels of learning needs to be organised widely (Maharashtra).

VIII.   **LITERACY/JBN:**

1.   Centre-based rural functional literacy programme(RFLP) needs to be continued in Rajasthan due to its peculiar geographical conditions and also to supplement the campaign based programme (Rajasthan).

2.   The system of post-literacy and continuing education must be made vocational-oriented and income generating programme should be given due priority (Lakshadweep).

3.   The programme of JSN may be linked with the programme of the rural development department (Maharashtra).

4.   JSN should be opened in all the village (Maharashtra).

IX.   **INVOLVEMENT OP PANCHAYATI RAJ/NGOs:**

1.   Panchayati raj institutions should be entrusted with the task of coordinating the activities of all complementary departments (Rajasthan).

2.   Promotion of literacy and elementary education must be through panchayati raj institutions and villages education committees (Mizoram).

3.   Village Education Committees comprising of village elders may be constituted for maximising, enrolment of school going children (Punjab).

4.   Success of non-formal education programmes at elementary stage being dependent upon the cooperation from

all agencies particularly non-government and voluntary organisation, they should be given due encouragement and support (Gujarat).

5.   For the success of movements like total literacy campaign, they felt need of mobilisation of community religions, organisations and teaching community (Mizoram).

6.   Illiterates need to be motivated through teams of dedicated voluntary workers (Punjab) .

ACTON POINTS SUGGESTED BY EXPERTS

I. ELEMENTARY EDUCUATIONt

1.   Education in classes I & II should be a joyful activity centred around children.

2.   Pre-primary, primary and non-formal education must be linked in a dynamic and organic manner.

3.   Multiple shifts in schools with different timings to suit every individual need to be developed.

4.   Non-formal education centres should be called Sanskar Kendras.

5.   Children studying in non-formal centres should be given scholarship.

6.   The honorarium of non-formal teachers should be raised from Rs. 105 to Rs. 150 per month.

7.   Education package for deprived children should be for the age group of 3-10 years instead of 6-14 years.

8.   Primary education should be imparted through mother tongue and for Muslims, special facilities for teaching Urdu in primary and secondary stages should be provided.

9.   In order to achieve universalisation of elementary education an open learning system should be introduced.

10.   Children of artisans should be given some concessions in admission in craft training institutions.

11.   Penality should be imposed on parents who do not send their children either to formal or non-formal schools.

12.   Vigilance committee should be given the authority to punish absentee teachers.

13.   To promote girls education their transportation cost should be borne by the State.

14.   Total cost of boarding and lodging for girls must be met by the State.

15.   To encourage the participation of Muslim girls, hostels should be provided.

16.   Programme of primary and adult education should be decentralised and responssibility should rest primarily on the village or urban education committees.

17.   Instead of the prevalent practice of measuring the effectiveness of primary education through the system of prescribed quantitative targets, each primary school should be made to report on the number of children enrolled in class I and the number who have completed their studies till class V. Besides, the amount of learing acquired by children during five years of schooling should be measured without suing the instrumentality of formal examination.

18.   Universalisation of elementary education should receive more priority than adult education.

II.   CURRICULUM:

1.   Gender bias in curriculum needs to be eliminated.

2.   Curriculum needs to be integrated withlocal dialects, spoken language so that the learners are able to ase the material to upgrade literacy.

3.   Righteousness and reasoning should become part of

literacy curriculum.

4.   A cadre of women trainers in rural areas should be developed.

5.   Creative and innovative vocational courses for women need to be designed with a view to impart marketable skill to women.

6.   Duration of training of non-formal instructors should for atleast 200 hours to improve their quality.

7.   An audio visual approach must be used in training.

8.   All evaluation whether of a learner in adult education class or a learner in the school or non-formal centre must be done in association with the community or entrusted to the rural/urban bodies.

9.   Parents role in supporting the education of children should be part of literacy curriculum.

10.   Each One Tech One should be Each One Persuade One.

11.   State resource centres must be made permanent institution and they should be given freedom to develop their own programme.

III.   **JANA SHIKSHAN NILAYAMS;**

1.   Post-literacy movement should continue for a long time.

2.   JSN must be set up on permanent basis.

3.   JSN should not be given 100% grant.

4.   There should be branches of JSN in each village

and the preference to run them should be given to women.

5. JSNs should be started before the launching of the campaign.

6. There is a need to have a fresh look at the whole funcitoning and budget of JSNs and to prepare an Action Plan for activating them in order to help them work for continuing education.

7. People should be activated for undertaking continuing education and increasing the participation of women and other weaker sections of society in the programmes of JSNs.

IV. GENERAL:

1. Eradication of literacy has to be taken up by all as a national concern in which all political parties, should participate: national commitment should be both in letter and spirit.

2. Liquidation of illiteracy has to be dealt with determination and target should be specified in terms of block, villages, district etc.

3. A programme of action at the national level should emerge more as a symbol of state level action plans rather than state level action plans becoming derivatives of national programmes of action.

4. National Literacy Mission must be converted into a full scale permanent statutory commission on the lines of UGC.

5.		In NLM, the post of Chairman and the Director General should not go to the officials; at least one should go to a non-official.

6.		There should be suitable structures at village level for bringing about permanent literacy; and local bodies should be given power and financial resources to enable them to discharge their responsibilities.

7.		An integrated administration at district level is required to deal with literacy and universal elementary education.

8.		For the active participation of community and NGOs in adult education, the centre and state leadership should sit together and prepare a framework.

9.		Community-wise literacy figures would be essential to data regarding community wise status of literacy from 1951, should be published.

10.		Total literacy campaigns should not be spaced out too long if they are to be effective and they should not become national campaigns and they should be renamed as district campaigns only.

11.		There is a need for pluralism of strategies for reaching the illiterate adults.

12.		Total literacy Campaign should be linked with non-formal education.

13.		Duration of campaign should be reduced to three months.

14.		To sustain the total literacy campaigns they should be linked up with the developmental programmes and not

remain confined to Ministry of HRD only.

15.   Programme of literacy should be time **bound;** monitoring should be done every two years. Total literacy campaign should be completed by 1995 and the target of literacy should be 6-35 instead of 15-35.

16.   All Centre-based programmes and MPFL should be dropped.

17.   TLC must start with districts which have lowest literacy rate.

18.   Instead of a district, two or three blocks in a district should be selected for launching TLC so as to cover the entire State.

19.   Every educational institution should be given responsibility for liquidating illiteracy in a specified area.

20.   The educated members of disadvantaged group should be used as catalyst for further education of the same category.

21.   Women volunteers who go to other villages for teaching need to be paid honorarium.

22.   A substantial representation of women in village education committees is essential.

23.   Literacy must help the women to get full confidence of drinking water, fuol facilities etc.needs to be provided for women so as to relieve them from day to day burden and enable them to participate in literacy programme.

24.   The problem of education of Muslims should not be

left to Muslims alone.

25.   In the elected bodies it should be made compulsory for a person to be functionally literate before he is entitled to contest.

26.   The suggestion of not giving symbol of a political party on a ballot paper may also be considered.

27.   Voluntary organisations should be consulted at the formative stage of literacy programme and they should not only be entrusted with the responsibility of eradication of illiteracy from a particular area but also given the task of organising training programme for the functionaries, production of teaching learning materials, conducting evaluation etc.

28.   Monitoring should be strengthened: The community involvement in the monitoring of schools with balwadis has to come from village literacy committees.

29.   Language wise census should be conducted.

30.   Loans for self-employment should be linked on a priority basis to those who become literate and send their children to school.

31.   Increased outlay for adult education particularly for introduction of vocational courses should be given.

32.   Education schemes are to be conceptualised on a long-term basis.

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**ACTION PROPOSED UNDER NATIONAL POLICY ON EDUCATION
AND PROGRAMME OF ACTION (1992).**

The various actions proposed under the Programme of Action are classified into three actions related to (i) structural aspects of adult and elementary education, (ii) pedagogical aspects and (iii) community participation and democratic decentralisation.

A.   I: Structural Aspects: Adult Education.

i.   Persuading the State Governments / Union territories to formulate detailed action plans for the state as a whole for each district for achieving total literacy before 1997-98.

ii.   Mobilization and harnessing of components of education system at the university, college, school level for promoting literacy as a part of social obligation.

iii.   Making available the personnel at various levels by the State/Central Government, UT Administration to work for the campaigns as and when required and to ensure a reasonable stability in their tenure.

iv.   Creating structures and facilitating mechanism by which the concept of women's equality and gender justice is integrated at all levels with the work of Saksharata Samities.

v.   Strengthening and stabilization of the State Resource Centres which have been providing academic and technical resource support to the literacy and adult

education programmes to shoulder their responsibilities in an effective manner and without any uncertainty.

vi.   Evolving different strategies for post-literacy and continuing education for different parts of the country keeping in view the local needs and priorities, levels of achievement in the basic literacy phase and the situation in which most of the learners are placed.

vii.   Initiating the planning for post-literacy programme preferably in the middle of the basic learning phase of the campaigns so that the time gap/interregnum between close of the basic literacy phase and commencement of the post-literacy phase in minimised.

viii.   Implementaton of post-literacy programme in a planned, structured and coordinated manner, preferably in a campaign mode as in the TLC.

ix.   Conversion of library movements like the Kerala Granth Sangam into a mass movement.

x.   Evolving programmes of mobile libraries and implementing them in consultation with different State Government.

xi.   Encouraging learning centres to set up pen friend clubs, reader clubs etc. 'for promoting reading habits.

xii.   Continuation of government support to post-literacy programmes for a period of at least two years **before the** community **takes them** over for implementation on a **long term basis.**

xiii.   Involving the employers, trade unions and the government departments/undertakings to provide facilities of reading rooms, libraries etc.for the neo-literate learners and their employees etc.

xiv.   Encouraging the National Book Trust, State Resource Centres, Voluntary agencies and the private publishers to bring out books of common interest to learners at subsidised rate.

xv.   Persuading the educational institutions to allow the neo-literates to make use of facilities of their libraries.

xvi.   Involving the University Grants Commission, organically and effectively in literacy and post literacy movement by galvanising the entire higher educational system to discharge the social obligation.

xvii.   Impressing the industry, trade, commerce and banks about the need to provide avenues for continuous learning to their employees, particularly the neo-literates.

xviii.   Setting up post-literacy centres in SC/ST areas where literacy campaigns have been carried out in order to provide facilities for continued literacy for adult neo-literates, specially women.

xix.   Formation of cooperatives of women neo-literates to enable them to become self-employed/better employed.

xx.   Implementing specially designed programmes in adult education in areas of concentration of educationally backward minorities.

xxi.   Opening of additional Shramik Vidyapeeths in urban, semi-urban and rural areas and promotion of more agencies / institutions in the non-formal sector for the purpose of imparting vocational skill formation to the neo-literates and conducting such programmes.

xxii.   Creation of enabling structures for working neo-literate women in the form of creches, day-care centres by the village level agencies and other departments / organisations.

xxiii.   Retention and strengthening of the structures of the National Literacy Mission at the national, state and district level.

II.   <u>UNIVERSAL ELEMENTARY EDUCATION</u>:

i.   A National Mission on Elementary Education will be launched during 1993-94 for the achievement of the goal of universalisation of elementary education by 2000 AD.

ii.   Preparation of district specific, population specific plans for universalisation of elementary education within the broad strategy frame of micro planning through people's participation and introduction of Minimum Levels of Learing in schools to improve learner achievement.

iii.   In order to reduce disparities, a disaggregated approach will be adopted through district planning by classifying districts into four categories.

1.   high literacy districts in which access and enrolement are almost universal and community awareness for education is already high;

2. Total literacy campaign districts in which community mobilisation for educational needs has been successfully generated by the National Literacy Mission.

3. Low literacy districts in which the provision of educational facilities is unsatisfactory and delivery system function without any community involvement;

4. Externally-assisted project districts with a different management structure and sufficient financial support.

iv. Opening new primary schools according to norms in unserved habitations.

v. Reviewing the work of DIETS and revamping them in such a manner as to serve the purpose for which they have been set up, specially enhancing their capability to organise pre-serviced and in service courses to elementary school teachers and for personnel working in non-formal education.

vi. Enlarging the scope of 'Operation Blackboard' to three reasonable large rooms and three teachers and its extension to upper primary schools.

vii. In opening primary and upper primary schools, priority would be given to the needs of SC habitations and hamlets.

viii. Every scheduled tribe habitation would be provided with a primary school or other suitable institution

before the end of the Eighth Plan in order to ensure universal enrolment and participation.

ix.   In tribal areas, educational plan will be implemented in an integrated manner.   The pre-school education through Balvadis, non-formal education, elementary education and adult education would be organically linked and integrated to ensure achievement of total literacy of the entire population.

x.   Providing adequate incentives for the children of SC/ST and other backward sections in the form of scholarship, uniforms, text-books, stationery and mid-day meals.

xi.   All schools, non-formal education centres and pre-schools centres in SC/ST habitations will be equipped with necessary and essential infrastructural facilities in accordance with the norms laid down for Operation Blackboard and for achieving Minimum Levels of Learning.

xii.   'Operation Blackboard' would cover within a period of two years all schools in tribal areas, Harijan Bastis, irrespective of the date on which the school was set up.

xiii.   Non-formal education equivalent to primary schooling to be adequately provided in areas of concentration of educationally backward minorities.

xiv.   A time-bound crash programme of school improvement with an inbuilt mechanism for covering minority concentration areas with the ongoing **programmes of Operation Blackboard,** non-formal **education and District Institute of**

Education to be implemented on.priority basis.

xvi. A Centrally sponsored scheme to be launched in the area of minority concentration **to ensure the** availability of Urdu knowing teachers in schools.

xvii. As far as possible, low cost and locally available designs relevant to the local conditions would be adopted for school buildings. Nirmithi Kendras (building centres) and local technical institutes will be associated in the endeavour.

xviii.   The functioning of the school administrtive set up will be studied to find out the difficulties inherent in the system.   The school administrative set up will be made alert and responsive so that the defects in the system can be corrected.

xix. Making special efforts to recruit women teachers at the elementary level and ensuring that at least 50 per cent of them are women.

xx. Making provision for support services and child care facilities as an integral part of universalisiation of elementary education.

xxi. Strengthening and enlarging the scope of non-formal education programmes.

xxii. Taking steps to facilitate lateral entry into formal system of education from non-formal system.

xxiii.   Dovetailing the non-formal education programmes to total literacy campaigns in **order to reach out to girls in 10-20 age group.**

xxiv.   Giving highest **priority** to solving the problem of drop-outs by adopting an array of meticulously formulated strategies based on micro planning.

xxv.   Making efforts to **link** non-formal courses **with** open schools.

xxvi.   Linking non-formal progammes with the scheme of public libraries, JSNs etc.

xxvii.   Providing vocational and technical courses of wide variety for children and youth who pass out of non-formal system.   Shramik Vidyapeeths and Voluntary agencies will be involved in this process.

xxviii.   Encouraging voluntary agencies to undertake projects of non-formal education specially in areas where the formal school system is not able to meet the demands of universalisation of elementary education.

xxix.   Special efforts to be made to improve the educational infrastructure in remote and inaccessible areas and areas of concentration of educationally backward sections.

xxx.   Setting up of libraries, reading rooms for encouraging the reading habits among the minorities.

B.   **PEDAGOGICAL ASPECTS OF ADULT EDUCATION:**

i.   Orientation of political parties as also representatives of people (MPs, MLAs, Chairman, Zila Parishads, Panchayat Samities, Mandal Panchayats, **Muncipalities** etc.) to come **together** , **plan together, work together and pledge their unqualified solidarity and support**

to the literacy campaign.

ii. Orientation of officers of all departments, both central and States in the campaign approach so as to secure their cooperation and support.

iii. Continuation of environment building activities through organisation of jathas, street plays, nukkad nataks, wall writing, slogans, articles in newspapers.

iv. Utilisation of media in literacy promotion as a tool of (a) dissemination of information, (b) mobilisation, (c) motivation, (d) sensitization, (e) learning by sharing information, ideas and experiences and (f) of social action for change.

v. Making available the benefits under various protective and anti-exploitation laws; institutional as well as development schemes to learners with a view to alleviating their poverty and deprivation, promoting general economic well-being to the extent possible and ensuring effective participation in the affairs of family, community and society as also larger affairs of the nation.

vi. Promoting social, emotional, linguistic integration, communal harmony, tolerance of and respect for each other's faith and belief.

vii. Promotion of women's equality as a major focus in literacy programme by enabling their participation in decision making processes of the campaign, ensuring their widest possible participation as teachers and learners in adult education programme, organising activities specifically

designed to bring about attitudinal change in man, thereby developing a greater sensivity towards difficulties faced by women.

viii. Designing a programme of continuing education to ensure that neo-literates and school going girls have access to reading materials.

ix. Evolving strategies for post-literacy and continuing education programme keeping in view the local needs and priorities/and levels of achievement of learners.

x. Suitably integrating the post-literacy programme with the programmes of other developmental departments.

xi. Integrating skill development in each programme of post-literacy and continuing education; enabling the neo-literates to acquire skils for economic self-reliance. Imparting skills like communication skills, survival skills and skills aimed at upgrading the functional capability of new-literates.

xii. Integrating the activities related to protection and conservation of environment into content of literacy primers, materials for neo-literates, curriculum and course content of training and orientation of all a dult education functionaries to enable them to assimilate, imbibe and internalise messages relating to conservation.

x!ii. Integrating into the content of the literacy primers and other materials, the importance of delayed marriage, proper spacing, changing existing social bias in favour of the male child etc.

xiv. Integrating the messages of basic health care, programmes for women and children into the literacy campaign and processes of campaign, materials, training, environment building, actual teaching-learning etc.

B.   **PEDAGOGICAL ASPECTS OF ELEMENTARY EDUCATION:**

i.   Revision of process and content of elementary education to make teaching learning child centre, activity based and joyful.

ii.   Introduction of continuous and comprehensive evaluation with focus on remedial measures.

iii. Modification of teacher training programmes in view of changed strategies and programmes.

iv.   Improvement of the monitoring system for utilisation of elementary education.

v.   Introduction of Minimum Levels of Learning at primary and upper primary stages including coverage of the non-formal education channel.

vi.   Retaining the policy of non-detention at the primary level

vii. Designing special non-formal education programmes for out of school and adolescent girls with a view to get them back into family stream or to qualify them for technical or vocational education.

viii. Development of appropriate need-based, non-formal education programmes for the working children in 9-14 age group.

ix.   Adoption of modern technological aids to improve the learning environment of non-formal education.

x.   Taking effective steps to provide a **framework** for the curriculum on the lines of the national **core** curriculum but based on the needs of the learners and **related** local environment.

xi.   Developing high quality learning **materials** for non-formal education and providing it free of charge to all the students.

xii.   Expansion of open-school distance education systems and other innovative educational programmes to reach-out to girls in rural/remote areas and urban slums mainly by encouraging voluntary and community-based efforts.

xiii.   Teaching children from tribal communities through their mother tongues in the earlier stages in primary schools.

xiv.   Preparation of teaching learning materials in the tribal languages providing for a transition to the regional languages by class III.

xv.   Re-writing standard teaching learning mterials for SC/ST children so as to make them intelligence, specially in areas where the standard language of the learners is different.

xvi.   Ensuring that Minimum Levels of Learning already set up for primary stage is achieved.

III.   **COMMUNITY PARTICIPATION £ DECENTRALISATIONI**

The National Policy on Education and Programme of Action have emphasised the importanceof decentralised planning and management of education at all levels and involving people in the process.   Considering the need for ensuring a relationship of genuine partnership between government and voluntary agencies, the government will have to take positive steps to promote their wider involvement. Consultations will be held with them from time to time about the programmes and procedures for selection of voluntary and non-governmental agencies.   The procedures for financial assistance would be streamlined to enable them to play an optimal role.

In pursuance of the Programme of Action, State Governments have been taking steps to move towards decentralised planning and management of adult education, UPE/UEC.   This could be done through micro planning.   Micro Planning will be made operational in about 20 project areas on an experimental basis during 1992-93.   Based on the experiences gained during the course of implementation, it would be expanded to cover about 100 districts during the Eighth Plan.   In due course, the entire country would be covered, thus ensuring universal access and enrolment and universal retention.   Following specific action points have been suggested in the POA.

1.   Creation of people oriented, well-knit management structures at the district, taluka, block, mandal, panchayat and village level consisting of both offxcials and non-officials to function in a decentralised, de-bureaucratised and participatory mode with a view to ensuring participation and support of people at all levels in elementary and adult education programmes.

2.   Effective involvement of good, committed and reliable voluntary agencies interested in taking up campaigns for total literacy in small and compact areas where total literacy campaigns are not being implemented.

3.   Involvement of panchayati raj institutions and voluntary agencies in running non-formal education programmes.

4.   Irrespective of the form the learning centres may take, it would be ensured that community is fully involved in planning and implementation of the post-literacy programme.

5.   Voluntary organisations, federations and associations of minority managed institutions to be encouraged and actively associated with the functioning of minority institutions.

6.   Orientation courses -for professionals from minority communities to motivate voluntary efforts; attaching one centre to all minority institutions to create awareness of these schemes and to train supervisors for multiplier effect.

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LIST OF DISTRICTS HAVING LITERACY RATE
BELOW 20% FOR FEMALES ONLY - 1991

NAME OF STATE	NAME OF DISTRICT	RATE
ANDHRA PRADESH	1. **MAHBUBNAGAR**	18.9
ARUNACHAL PRADESH	1. EAST KAMENG	**15.8**
	2. TIRAP	**19.4**
BIHAR	1. KISHANGANJ	11.0
	2. ARARIA	13.7
	3. MADHEPURA	**14.8**
	4. PASCHIM CHAMPARAN	**14.9**
	5. SAHARSA.	15.1
	6. PALAMAU	**15.5**
	7. SITAMARHI	**15.7**
	8. SAHIBGANJ	**16.4**
	9. KATIHAR	**16.4**
	10. PURNIA	16.4
	11. PURVA CHAMPARAN	**16.8**
	12. MADHUBANI	**17.1**
	13. GOPALGANJ	**17.5**
	14. GIRIDIH	**17.6**
	15. GOLDAH	**18.0**
	16. DUMKA	**18.5**
	17. KHAGARIA	**19.2**
MADHYA PRADESH	1. JHABUA	**10.5**
	2. SIDHI	**12.7**
	3. BASTAR	**15.1**
	4. SHIVPURI	**15.1**
	5. RAJGARH	**15.2**
	6. SURGUJA	**16.9**
	7. GUNA	**17.4**
	8. PANNA	**18.9**
	9. TIKAMGRAH	**19.0**
	10. SHAHJAPUR	**19.4**
	11. SHAHDIL	**19.7**
ORISSA	1. KORAPUT	**13.0**
	2. KALAHANDI	**14.7**
	3. PHULABANI	**19.8**

Contd,

LIST OF DISTRICTS HAVING LITERACY RATE
BELOW 20% FOR FEMALES ONLY - 1991

NAME OF STATE	NAME OF DISTRICT	RATE
RAJASTHAN	1. JALOR	7.7
	2. BARMER	7.8
	3. JAISALMER	11.5
	4. BANSWARA	13.2
	5. NAGAUR	13.5
	6. SAWAI MADHOPUR	14.6
	7. DHOLPUR	14.8
	8. TONK	15.6
	9. DUNGARPUR	15.6
	10. BUNDI	16.0
	11. JHALAWAR	16.2
	12. BHILWARA	16.7
	13. CHURU	17.2
	14. SIROHI	17.4
	15. CHITTORGARH	17.7
	16. PALI	18.0
	17. UDAIPUR	19.2
	18. BHARATPUR	19.3
	19. SIKAR	19.6
UTTAR PRADESH	1. MAHARAJGANJ	10.9
	2. BAHARAICH	11.9
	3. BADAUN	12.5
	4. SIDDARTH NAGAR	13.0
	5. GONDA	13.5
	6. RAMPUR	14.9
	7. LALITPUR	16.2
	8. KHERI	16.7
	9. BANDA	16.7
	10. PHILIBIT	17.1
	11. SITAPUR	17.2
	12. BARABANKI	17.9
	13. MORADABAD	18.6
	14. SONABHADRA	18.9
	15. SHAHJAHANPUR	19.1
	16. DEORIA	19.2
	17. HARDOI	19.8

Source: Statistical Database for Literacy, New Delhi,
        National Institute of Adult Education; 1992, pp 51-52;

LIST OF DISTRICTS HAVING LITERACY RATE
BELOW 30% FOR ALL PERSONS - 1991

NAME OF STATE	NAME OF DISTRICT	LITERACY RATE
ARUNACHAL PRADESH		
	1. EAST KAMENG	27.5
BIHAR		
	1. KISHANGANJ	22.2
	2. ARARIA	25.7
	3. SAHIBGANJ	26.8
	4. MADHEPURA	28.0
	5. PURNIA	28.1
	6. KATIHAR	28.1
	7. PURBA CHAMPARAN	28.2
	8. SITAMARHI	28.3
	9. PASCHIM CHAMPARAN	28.4
MADHYA PRADESH		
	1. JHABUA	17.3
	2. BASTAR	24.4
	3. MANDASAUR	27.5
	4. SURGUJA	29.2
ORISSA		
	1. KORAPUL	22.2
RAJASTHAN		
	1. BARMER	22.9
	2. JALOR	23.4
	3. JAISALMER	29.9
UTTAR PRADESH		
	1. MAINPURI	24.0
	2. RAMPUR	24.6
	3. BAHARICH	24.8
	4. SIDDARTHNAGAR	27.6
	5. GONDA	27.9
	6. MAHARAJGANJ	28.7

Source: Statistical Database for Literacy,
        New Delhi : National Institute of Adult
        Education, 1992, p.48.

PtRCENTAGE OF UTERACT IN S1AUS, DISTTS.,
SC/ST t RURAL AREAS BELOW NATIONAL AVERAGE

S.No.	States/Uts.	General Population		S.C.		S.T.		Rural Population	
		Female literacy (1991)	total literacy (1991)	Female Literacy (1981)	Total Literacy (1981)	female (1981)	lotot literacy (1981)	female (1991)	Total literacy (1991)
1.	Andhra Pradesh	33.7	45.1	10.46	17.65	3.46	7.82	25.0	36.8
2.	Bihar	23.1	38.5	2.51	10.40	7.75	-	18.1	33.7
3.	Arunachal Pradesh	29.4	41.2	-	•	7.31	14.04	24.6	36.8
4.	Madhya Pradesh	28.A	43.5	6.87	18.97	3.60	10.68	19.2	34.8
5.	Orissa	34.4	48.6	9.40	-	4.76	13.91	30.5	-
6.	Rajasthan	20.8	38.8	2.69	14.04	1.20	10.27	11.5	30.2
7.	Uttar Pradesh	26.0	41.7	3.40	14.96	-	-	-	-
8.	Dadra (Nagar Haveli	26.1	39.5	•	•	•	•	21.6	35.6
	India	39.42	52.11	10.93	21.38	8.04	16.35	30.6	44.2

Source:- Statistical Data Base for literacy
New Delhi: National Institute of Adult Education, 1992,
Literacy Digest, New Delhi, Directorate of /jdult Education, 1988.

ADULT EDUCATION: PROGRAMME-WISE COVERAGE

(As on 31st March, 1991)

Sl. No.	Name of the Programme	Number of Centres	Number of Male Learners	Number of female learners	Total learners	SC	SI
1.	RFLP	13473S	1762537	2271680	4034257	996095	4821015
2.	SAEP	122291	H85U2	2057224	3542366	873026	563248
3.	VAS	18299	223688	338742	562430	152570	64524
U.	UGC	3147	36093	53360	89453	13565	6267
5.	**MPFL**	•	501243	343922	845165	69538	49787
6.	Others	2656	49853	42249	92102	33698	3264
	Total	281131	4058576 (44.2%)	5107177 (55.72%)	9165773 (100%)	2138492 (23.33%)	1169105 (12.76%)

Source: Directorate of Adult Education, Govt. of India.

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PERCENTAGE OF RURAL POPULATION SERVED BY SCHOOLS (1986)

SI. No.	States/Uts	Primary Schools		Middle Schools	
		Within the habitation	Up to 1 Km.	Within the habitation	Within 3 Km.
1	ANDHRA PRADESH	92.72	99.17	42.44	97.28
2	ARUNACHAL PRADESH	65.85	73.35	26.48	42.19
3	ASSAM	81.75	93.58	24.19	83.29
4	BIHAR	78.53	95.86	25.86	88.30
5	GOA	57.72	90.60	22.24	91.79
6	GUJARAT	97.83	99.45	74.90	94.43
7	HARYANA	96.68	99.37	61.G;	93.12
8	HIMACHAL PRADESH	46.51	76.64	17.73	76.04
9	JAMMU & KASHMIR	78.23	90.70	34.37	85.99
10	KARNATAKA	92.50	97.24	57.01	89.78
11	KERALA	87.67	94.39	69.17	96.22
12	MADHYA PRADESH	81.51	92.92	27.76	69.58
13	MAHARASHTRA	92.48	97.95	58.83	88.46
14	MAN1PUR	89.97	97.39	38.48	80.19
15	MEGHALAYA	80.87	89.22	26.85	64.99
16	MIZORAM	98.05	98.28	80.37	82.85
17	NAGALAND	98.85	99.45	43.25	66.41
18	ORISSA	77.08	92.83	30.45	83.35
19	PUNJAB	96.80	99.60	46.93	92.49
20	RAJASTHAN	86.84	92.90	46.30	77.00
21	SIKK1M	72.13	83.10	27.91	76.20
22	TAMIL NADU	83.92	96.02	34.36	84.07
23	TRIPURA	57.04	84.11	25.78	86.31
24	UTTAR PRADESH	55.69	88.56	20.41	81.88
25	WEST BENGAL	79.71	97.38	18.47	82.79

UNION TERRITORIES
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26	A&N ISLANDS	68.41	83.02	39.46	73.57
27	CHANDIGARH	96.92	99.67	56.80	100.00
28	D&N HAVELI	50.74	85.19	9.14	65.33
29	DAMAN & DIU	77.13	94.78	60.89	99.14
30	DELHI	98.06	100.00	58.69	98.60
31	LAKSHADWEEP	100.00	100.00	99.16	99.16
32	POND I CHERRY	88.54	99.02	49.83	96.48
	Total (States & UTs)	80.34	94.60	36.98	85.39

Source: Fifth All India Educational Survey
New Delhi: NCERT, 1989, pp 36-47.

PERCENTAGE OF RURAL HABITATIONS SERVED BT SCHOOLS (1986)

	X Habitation with Population 300 or more served by Primary Schools		X Habitation with Population 500 or more served by Middle Schools	
St. No. Stete/Uts	Primary Schools		Middle Schools	
	With in the Habitation	Up to 1 Km.	With in the Habitation	Up to 3 Km.
1 ANDHRA PRADESH	91.96	99.07	28.57	96.87
2 ARUNACHAL PRADESH	80.31	87.80	38.01	56.45
3 ASSAM	78.38	92.71	23.01	84.65
4 BIHAR	73.70	95.05	19.89	88.77
5 GOA	59.59	91.61	28.50	93.63
6 GUJARAT	96.50	99.23	65.88	91.90
7 HARYANA	94.02	98.81	40.98	89.36
8 H1MACHAL PRADESH	64.12	89.41	34.17	90.18
9 JAHMU & KASHMIR	83.90	94.06	40.36	92.38
10 KARNATAKA	92.89	97.36	49.12	87.65
11 KERALA	75.16	88.34	51.16	94.42
12 MADHYA PRADESH	88.99	98.18	42.60	90.37
13 MANIPUR	97.39	98.28	69.64	92.43
14 MIZORAM	82.79	96.24	36.86	88.90
15 NAGALAND	96.26	99.58	33.20	90.87
16 ORISSA	87.09	90.83	38.21	72.31
17 PUNJAB	83.53	90.46	45.64	83.89
18 RAJASTHAN	80.15	95.44	25.55	62.26
19 S1KKIM	58.52	86.72	31.14	93.88
20 TAMIL NADU	47.61	86.01	16.88	80.95
21 TRIPURA	73.07	96.71	14.53	82.91
22 UTTAR PRADESH	93.12	98.37	50.98	85.22
23 WEST BENGAL	89.34	95.79	41.12	78.85
24 MEGHALAYA	98.59	99.58	39.03	64.56
25 MAHARASHTRA	88.99	98.18	42.60	90.37
UNION TERRITORIES				
26 A&N ISLANDS	72.51	88.30	**50.48**	82.86
27 CHANDIGARH	90.48	100.00	57.89	100.00
28 D&N HAVEL I	65.66	89.90	**11.76**	82.35
29 DAMAN I DIU	60.00	93.33	42.42	100.00
30 DELHI	95.48	100.00	**43.81**	97.42
31 IAKSHADUEEP	100.00	100:00	100.00	100.00
32 POND I CHERRY	82.00	98.74	35.53	95.43
Total (States £ UTs)	76.98	94.01	29.93	84.45

Source: Fifth Alt India Educational Survey,
New. Delhi: NCERT, 1989. pp. 36-47.

Tabt* No.: 2.7
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ENROIMEN. RATIO IN CLASSES IV AND VI-VIII (1990-91)
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STATE/UNION TERRITORY	CLASSES : I-V(6-11 YEARS)			CLASSES :VI-VI11 (11-U YEARS)		
	BOYS	GIRLS	TOTAL	BOYS	GIRLS	TOTAL
1	2	3	4	5	6	7
ANDHRA PRADESH	121.02	93.16	107.25	67.49	39.85	53.79
ARLMACHAL PRADESH	121.58	88.14	104.86	54.64	35.43	45.14
ASSAM	116.00	107.27	111.75	67.00	48.73	58.17
BIHAR	107.55	55.05	81.70	53.54	19.37	<6.M
GOA	108.31	97.53	102.92	113.78	98.55	106.19
GUJARAT	136.62	108.37	122.77	63.68	57.27	70.72
HARYANA	93.99	73.09	83.59	75.38	47.36	62.03
H1MACHAL PRADESH	125.67	108.69	117.21	109.06	86.21	97.75
JAMMU I KASHMIR	101.21	68.19	85.12	75.21	42.34	59.30
KARNATAKA	113.92	101.70	107.95	67.14	47.15	57.25
KERALA	103.58	101.28	102.45	107.29	104.05	105.69
MADHYA PRADESH	122.03	84.34	V03.85	80.54	42.88	62.23
MAHARASHTRA	129.46	116.52	123.15	93.18	68.26	81.01
MANIPUR	119.20	105.10	112.30	70.68	62.15	66.47
MEGHALAYA	109.02	103.03	106.02	59.53	50.78	55.09
M120RAM	153.36	146.08	149.81	78.27	81.29	79.75
NAGALAND	113.23	99.11	106.29	68.79	67.43	68.12
Oft1SSA	120.29	83.87	102.S1	53.OS	0.M	47.50
PUNJAB	99.00	92.22	95.76	73.77	61.77	66.11
RAJAST HAN	105.50	48.79	77.96	65.14	19.17	42.88
SIKKIM	130.01	115.15	122.67	46.84	45.12	46.01
TAMIL NADU	141.08	126.48	133.95	107.95	83.09	95.75
TRIPURA	148.88	126.02	137.63	84.62	67.05	76.01
UTTAR PRADESH	98.59	62.27	81.39	64.89	27.61	47.31
WEST BENGAL	141.37	108.73	125.31	76.07	56.31	66.20
A t N ISLANDS	101.16	86.71	93.24	89.87	77.16	83.68
CHANDIGARH	61.07	60.07	60.60	53.90	57.50	55.56
D t N HAVELI	111.50	84.89	98.88	55.29	34.00	45.08
DAMAN t DIU	0.00	0.00	0.00	0.00	0.00	0.00
DELHI	69.43	91.09	90.20	85.73	82.52	84.27
LAKSHADUEEP	150.60	127.67	139.13	108.94	93.93	101.68
PONDICHERRY	147.82	136.41	141.79	134.80	112.94	123.56
INDIA	115.29	85.97	101.0<	73.38	46.13	60.11

Source: Selected Educational Statistics 1990-91
     New Delhi: Ministry of Human Resource Development,1992, p.27

CROSS ENROLMENT RATIO AT PRIMARY STAGE • NATIONAL AVERAGE (1990-91)

	Boys	Girls	Total
	115.29	85.97	101.03

States/UTs Above National Average		States/UTs Below National Average	
Total	Girls	Total	Girls
1	2	3	4
1 Andhra Pradesh	1 Andhra Pradesh	1 Bihar	1 Bihar
2 Arunachal Pradesh	2 Arunachal Pradesh	2 Haryana	2 Haryana
3 Assam	3 Assam	3 Jammu t, Kashm	3 Jammu t Kashmir
4 Goa	4 Goa	4 Punjab	4 Madhya Pradesh
5 Gujarat	5 Gujarat	5 Rajasthan	5 Orissa
6 Himachal Pradesh	6 Himachal Pradesh	6 Uttar Pradesh	6 Rajasthan
7 Karnataka	7 Karnataka	7 « t N Islands	7 Uttar Pradesh
8 Kerala	8 Kerala	8 Chandigarh	8 A t N Islands
9 Madhya Pradesh	9 Maharashtra	9 D t N Haveli	9 Chandigarh
10 Maharashtra	10 Manipur	10 Delhi	10 D I N Haveli
11 Mam'pur	11 Meghalaya		
12 Meghalaya	12 Hizoram		
13 Mizoram	13 Nagaland		
14 Nagaland	14 Punjab		
15 Orissa	15 Sikkim		
16 Sikkim	16 Tamil Nadu		
17 Tamil Nadu	17 Tripura		
18 Tripura	18 West Bengal		
19 West Bengal	19 Delhi		
20 lakshadeep	20 Lakshadeep		
21 Pondicherry	21 Pondicherry		

States having low GFR than National Average at primary total as well as for girls.

1. Bihar 2. Haryana 3. Jammu t Kashmir 4. Rajasthan
5. Uttar Pradesh 6. Chandigarh 7. Dadar t Nagar Haveli

CROSS ENROLMENT RATIO AT UPPER PR IHART STAGE - NATIONAL AVERAGE (1990-91)

	Boys	Girls		Total
	....	.....		.....
	73.38	(6.13		60.11

States/UTs Above National Average		States/UTs Below National Average	
Total	Girls	Total	Girls
1	2	3	4
1 Goa	1 Assam	1 Andhra Pradesh	1 Andhra Pradesh
2 Gujarat	2 Goa	2 Arunachal Pradesh	2 Arunachal Pradesh
3 Naryana	3 Gujarat	3 Assam	3 Bihar
4 Himachal Pradesh	4 Naryana	4 Bihar	4 Jaimu t Kashmir
5 Kerala	5 Himachal Pradesh	5 Jammu t Kashmir	5 Madhya Pradesh
6 Medhya Pradesh	6 Karrtataka	6 Karnataka	6 Orissa
7 Maharashtra	7 Kerala	7 Meghalaya	7 Rajasthsn
8 Manipur	8 Maharashtra	8 Orissa	8 Sikkim
9 Mizoran	9 Manipur	9 Rajasthan	9 Uttar Pradesh
10 Nagatand	10 Meghalaya	10 Sikkim	10 Dadra « Nagar Naveli
11 Punjab	11 Mizorani	11 Uttar Pradesh	
12 Tamil Nadu	12 Nagaland	1? Chandigarh	
13 Tripura	13 Punjab	13 Dadra t Nagar Haveli	
14 West Bengal	14 Tamil Nadu		
15 A I N Islands	15 Tripura		
16 Delhi	16 West Bengal		
17 Lakshadweep	17 * tN Isalnds		
18 Pondicherry	18 Chandigarh		
	19 Delhi		
	20 Lakshadweep		
	21 Pondicherry		

State having low GER than national average at Upper Primary stage in total as well as for Girls :

1. Andhra Pradesh 2. Arunachal Pradesh 3. 8ihar 4. Jaimu I Kashmir 5. Orissa
6. Rajasthan 7. Sikkim 8. Uttar Pradesh 9. Dadra * Nagar Haveli

DROP OUT RATES 1987'-88

(IN LAKHS)

SI. No.	S1ATES/UU.	Class 1 - V			Class I-VIII		
		Boys	Girls	Total	Boys	Girls	Total
1.	Andhre Pradesh	52.42	58.52	55.03	67.77	77.01	71.68
2.	Arunachal Pradesh	58.75	58.43	58.63	75.20	75.91	75.44
3.	Assam	51.59	59.47	55.01	70.91	74.45	72.44
4.	Bihar	63.88	68.93	65.63	76.77	84.19	79.08
5.	Goa	2.19	8.78	5.33	20.69	27.63	23.95
6.	Gujarat	38.06	46..87	41.92	56.30	67.69	61.67
7.	Haryarva	24.35	31.61	27.32	33.01	48.22	38.62
8.	Himachal Pradesh	28..06	29..32	28.63	16.92	34.42	24.68
9.	Janmu & Kashmir	28.08	41,.45	33.44	46.63	58.51	51.25
10.	Karnataka	43..28	57..36	50.16	61.04	72.07	66.10
11.	Kerala	5..12	3..62	4.39	15.97	15.00	15.49
12.	Hadhya Pradesh	36..64	48..04	41.04	49.88	66.65	55.78
13.	Maharashtra	34,.69	45,.71	39.82	53.07	68.01	59.87
14.	Meghataya	31..43	33..40	32.35	66.42	61.61	64.22
15.	Mizoram	37..28	38..72	37.98	45.35	42.49	43.98
16.	Nagaland	37..22	33..43	35.45	58.15	55.13	56.90
17.	Orissa	40..05	37..32	38.97	60.28	71.25	64.86
18.	Punjab	36..81	37..81	37.27	59.69	67.26	63.23
19.	Rajasthan	53..12	60,.75	52.25	62.81	76.82	66.35
20.	Sikkim	60..19	58..50	59.86	63.83	60.11	62.51
21.	Tamil Nadu	19..44	24..46	21.78	44.08	53.14	48.22
22.	Tripora	59..14	58..02	58.65	73.95	75.96	74.83
23.	Uttar Pradesh	47.84	47.24	47.65	49.88	63.34	54.20
24.	West Bengal	62.35	65.76	63.81	74.32	76.91	75.41
25.	A t N Islands	18.60	22.74	20.54	38.35	39.59	36.31
26.	Chandigarh	21.00	24.41	4.78	5.54	13.01	8.94
27.	Dadra I Nagar Haveli	29.37	45.58	36. U	63.98	70.52	66.81
28.	Daman i Diu	2.24	8.82	5.34	21.03	27.97	23.95
29.	Delhi	14.40	25.40	19.76	9.64	24.20	16.73
30.	Lakshadweep	2.96	11.38	4.02	40.96	56.82	48.45
31.	Pondicherry	11.55	0.83	5.59	3.11	31.52	16.29
32.	Manipur	71.35	72.04	71.67	76.58	87.86	77.90
	Total :	43.35	49.42	46.97	58.80	67.55	62.29

Drop-out rate is calculated as follows:

$$\frac{(\text{No. of students enrolled in class I in 1983-84}) - (\text{No. of students enrolled in class V in 1987-88})}{\text{No of students enrolled in class 1 in 1983-84}} \times 100$$

Drop-out rate from class I to VIII for the Year 1987-88

$$\frac{(\text{No. of students enrolled ie, class I in 1980-81}) - (\text{No. of students enrolled in class VIII in 1987-88})}{(\text{No. of students enrolled in class I in 1980-81})} \times 100$$

This ratio does not take into, account:
(i) Repeaters; and (ii) Children who enter the system after class I.

Source: Government of India, Annual Report of the
Ministry of Human Resource Development 1991-92
New Delhi, Deptt. of Education, 1992, p.305

EXPENDITURE ON EDUCATION AS PER CENT Or CNP

	Elementary	Total Expenditure on Education
1950-51	0.48	1.2
1960-61	0.76	2.5
1970-71	1.12	5.1
1980-81	1.19	5.1
1986-87	1.68	5.9

Source:- NIEPA, Education For All By 2000, New Delhi
         Ministry of Human Resource Development,1990. P105

PERCENTAGE DISTRIBUTION OF TOTAL INCOME (RECURR1NG«NON-RECURR1NG) OF
ALL EDUCATIONAL INSTITUTIONS BY SOURCE.

Year	Government Funds	Local Body Funds	University Funds	Fees	Endowment and Other Sources	Total
1950-51	57.06	10.93	•	20 .39	11.62	100.00
1960-61	67.97	6.53	•	17 .14	8.35	100.00
1970-71	75.65	4.34	1.36	12 .81	5.85	100.00
1980-81	80.70	4.71	1.37	8 .20	4.03	100.00
1983-84	81.51	5.61	1.61	7 .50	3.78	100.00

Sourc:- Ministry of Human Resources Development, Education in India-1983-84, Vol.11
        New Delhi, p.13..   .   .   .   .÷.................

Table No.4 .3
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PLAN WISE TO!A'. OUTLAY Of EDUCATION FROM
FIRST TO EIGHTH FIVE TEAR PLAN
....

(Rs.crores)

Five Year Plans	Total Plan Outlay	Total Education Outlay	X age of Educational Outlay to Total Plan Out 1 ay
First Plan (1951-56)	1960	169	8.6?
Second Plan (1956·61)	4762	277	5.82
Third Plan (1961-66)	8577	551	6.42
Fourth Plan (1969-74)	15779	822	5.21
Fifth Plan (1974-79	40097	1285	3.21
Sixth Plan (1980- 85)	971)00	2523.74	2.59
Seventh Plan (1985-90)	180000	6382.65	3.55
Eigth Plan (1992-97)	43<.100	21P17.M	4.89

Source: Planning Coninission, Govt. of India,
New Delhi.

OUTLAY AltO.EXPCND.UftE ON EDUCATION SECTOR - FIRST TO EIGHTH PLAN

Table No. 4.4

(Rs. in crores)

St. Sector	1st Plan		2nd Plan		3rd Plan		4th Plan		5th Plan		6th Plan		7th Plan		8th Plan
	Outlay	Expd.	Outlay	Expd.	Outlii	Expd.	Outlay	Expd.	Outlay	Expd.	Outlay	Expd.	Outlay	Expd.	Outlay
1. El«wntary Edn.	93 (55)	85 (56)	93 (34)	95 (35)	209 (37)	201 (34)	256 (31)	239 (30)	410 (32)	317 (35)	905 (36)	890.15 (31)	1964 (31)	2828 (33)	9201.42* (43)
2. Adult Education	5 (3)	5 (3)	5 (2)	4 (1)	6 (D	2 (0.3)	8 (1)	6 (1)	18 (D	33 («)	128 (5)	156.43 (5)	360 (6)	469 (6)	1807.64* (8)
3. Secondary Edn.	22 (13)	20 (13)	49 (18)	51 (19)	88 (15)	103 (18)	118 (U)	140 (18)	250 (19)	156 (17)	398 (16)	742.61 (25)	668 (10)	1829 (21)	3497.79 (16)*
4. University i Higher Edn.	15 (»)	14 (9)	47 (17)	48 (18)	82 (15)	87 (15)	183 (22)	195 (25)	292 (23)	205 (22)	486 (19)	537.02 (18)	420 (7)	1190 (14)	1515.55 (7)*
5. Other Edu. Prog.	11 (6)	9 (6)	28 (10)'	23 (8)	23 (5)	64 (10.7)	119 (15)	88 (11)	122 (10)	66 (7)	245 (10)	129.82 (5)	1363* (21)	204* (2)	790.95 (5)*
Total (Gen. Edn.	146 (86)	133 (87)	222 (81)	221 (81)	408 (73)	457 (78)	684 (83)	668 (85)	1092 (85)	777 (85)	2162 (86)	2456.03 (84)	4775 (75)	6520 (76)	16813.35 (79)
6. Art 1 Culture	a	a	4 (1)	3 (1)	10 (2)	7 (1)	13 (2)	12 (2)	37 (3)	28 (3)	84 (3)	115.63 (4)	482 (7)	451 (5)	727.68 (4)
7. Technical Edn.	23	20 (13)	51 (18)	49 (18)	142 (25)	125 (21)	106 (15)	106 (13)	156 (12)	107 (12)	278 (11)	318.28 (11)	683 (11)	1085 (13)	2786.38 (13)
8. Sports 1 Y.A.	-	-	-	-	-	-	-	-	-	-	-	26.35 (1)	443 (7)	484 (6)	889.60 (4)
9. Total Education	169 (100)	153 (100)	277 (100)	273 (100)	560 (100)	589 (100)	822 (100)	786 (100)	1285 (100)	912 (100)	2524 (100)	2916.29 (100)	6383 (100)	8540 (100)	21217.01 (100)

Source: 1. Fiqures 1st Plan to 5th Plan • A Hand Book of Educational and Allied Statistics, Ministry of Eduction and Culture 1983.
2. Sixth Plan- Annual Plan 1985-86 • Planning Commission
3. Seventh Plan- Analysis 1991-92, Planning Commission 1992
4. Eighth Plan - Planning Commission
5.'Estimated in Education Division, Planning Commission

Table No.4.5

FINANCIAL REQUIREMENT FOR ELEMENTARY EDUCATION - EIGHTH PLAN (1992-97)

(Rs.. in Crores)

SI. No.	STAGE	FORMAL		NON-FORMAL		OPEN LEARNING		TOTAL	
		A	B	A	B	A	B	A	B
1.	PRIMARY STAGE	1010.00	1414.,00	-	•	-	-	1010..00	1414.00
2.	UPPER PRIMARY STAGE	1298.00	1888.,00	250.00	350.00	46.00	57.50	1594,,00	2295.50
3.	OPERATION BLACK BOARD	1054.00	1054,,00	-	•	-	-	1054.,00	1054.00
	ELEMENTARY EDUCATION								
I.	RECURRING EXPENDITURE	3362.00	4356.00	250.00	350.00	46.00	57.50	3658.00	4763.50
II.	NON RECURRING EXPENDITURE	7488.00	7488.00	•	•	•	-	7488.00	7488.00
	TOTAL (RCUR. • NON-RECUR)	10850.00	11844.00	250.00	350.00	46.00	57.50	11146.00	12251.50

SOURCE: NON-RECURRING ESTIMATES TAKEN FROM MR. TILAK'S PAPER "A
NOTE ON FINANCING ELEMENTARY EDICATOPM" - EIGHTH PLAN PAGE 14

NOTES: FINANCIAL BASED ON THE FOLLOWING PER CHILD COST ESTIMATES :-

Alternative A   Alternative B

1 Formal A
   (a) Primary   Rs .500   Rs.700
   (b) Upper Primary Rs .800   Rs.800

2 Non-formal   Rs .250   Rs.350

3 Open Learning   Rs .200   Rs.250

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Table No.4.6

FUNDING GAP FOR ADULT & ELEMENTARY EDUCATION

(R». tn Crores)

SI. No.	STAGE	EIGHTH FIVE YEAR PLAN (1992-97)			ALLOCATION FOR THE EIGHTH FIVE YEAR PAN (1992-97)			FUNDING SAP FOR THE EIGHTH PLAN		
		CENTRAL SECTOR	STATE SECTOR	TOTAL	CENTRE	STATE	TOTAL	CENTRE	STATE	TOTAL
1	2	3	4	5	6	7	8	9	10	11
I.	ADULT EDUCATION									
A.	Throgh IPCL	744.00	248.00	992.00	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
B.	Through RFCL	396.75	132.25	529.00	N.A.	N.A.	N.A.	N.A.	N.A.	·> A.
C.	JSNs	277.50	92.50	370.00	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
D.	Total	1260.67	630.33	1891.00	1400.00	394.44	1794.44	(•) 96.56	(-) 235.89	(-) 139.33
II.	ELEMENTARY EDN.									
	ALTERNATIVE 'A'	2786.50	8359.50	11146.00	2880.00	6056.46	8936.00	(•) 93.50	(02303.40	(02209.90
	ALTERNATIVE 'B'	3062.75	9188.25	12251.00	2880.00	6056.46	8936.46	(O182.75	(-)3131.79	(-)3314.54
	Grand Total (AE • EE)									
	Alternative "A"	4047.17	8989.83	13037.00	4280.00	6450.90	10730.90	*190.06	-2539.29	-2349.23
	Alternative "B»	4323.42	9818.58	14142.00	4280.00	6450.90	10730.90	- 86.19	-3367.68	-3453.87