

**WORKING GROUP REPORT**

**ON**

**ELEMENTARY EDUCATION AND LITERACY**

**12th FIVE YEAR PLAN**

**2012-2017**

**Department of School Education and Literacy**  
**MINISTRY OF HUMAN RESOURCE DEVELOPMENT**  
**Government of India, New Delhi**

**OCTOBER 2011**

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# SECTION – I

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## INTRODUCTION

### **Working Group on Elementary Education and Literacy**

In the context of formulation of the 12th Five Year Plan, the Planning Commission through its order No. M-12015/1/2011-HRD dated 8<sup>th</sup> April, 2011 had set up a Working Group on Elementary Education & Literacy under the chairpersonship of Secretary, Department of School Education and Literacy, Ministry of Human Resource Development. A copy of the said Order is at **Appendix A**.

In its first meeting on 2<sup>nd</sup> June, 2011, the Working Group constituted four sub-groups:

1. Elementary Education under the chairpersonship of Shri Anil Bordia, former Education Secretary
2. Mid Day Meal under the chairpersonship of Dr. Prema Ramachandran, Director, Nutrition Foundation of India
3. Adolescent Education under the chairpersonship of Ms. Firoza Mehrotra, IAS (retired)
4. Adult Education under the chairpersonship of Prof. SY Shah, Jawaharlal Nehru University

The constitution of sub-groups is given in **Appendix B**. The Sub Groups had a series of meetings to formulate their recommendations. The recommendations of the four Sub-Groups were considered in the second meeting of the Working Group held on 21st September 2011. This report is a compilation of the reports of all Sub-Groups finalized after the discussions held in the meeting of the Working Group.

***Elementary Education:*** The recommendations for the Elementary Education sector are derived from the mandate of Article 21-A and the Right of Children to Free and Compulsory Education (RTE) Act, which have become operative on 1st April 2010. Article 21-A and the RTE Act confer a permanent right to free and compulsory education of equitable quality on the children of India - for all times to come. This requires the whole education department to work together in a unified manner, and necessitates a fundamental change in the governance structure. Therefore, in the 12th Plan it is necessary to put in place systems and mechanisms for a shift from the project-based approach Sarva Shiksha Abhiyan (SSA) to a unified RTE-based governance system.

With a view to ensuring universal access, improving attendance and reducing dropout in keeping with the rights based approach, existing interventions under SSA are proposed to be modified, especially with reference to children belonging to scheduled castes, scheduled tribes, Muslim minority and urban deprived. New interventions are also incorporated to (i) provide pre-school education to ensure school readiness for all children, and (ii) reimbursement to private unaided schools for admission of 25% children from disadvantaged groups and weaker sections, as also provision of textbooks and uniforms to these children in order to facilitate their participation in the learning process.

***Mid Day Meal:*** The Mid Day Meal programme was expanded to the upper primary stage during the 11th Plan. In recent times, however, requests for bringing privately managed unaided

educational institutions under the ambit of Mid-Day Meal Scheme have been received from various quarters. It is recommended that in the first phase the Mid Day Meal scheme be extended to private schools in the tribal dominated districts; followed by the SC dominated districts and thereafter in the minority dominated districts. Further, in keeping with the thrust given to secondary education under the Rashtriya Madhyamik Shiksha Abhiyan (RMSA) it is proposed to extend the Mid Day Meal Scheme to the secondary sector as well. The Working Group further recommends the establishment of a mechanism for Social Accountability and Grievance Redressal.

**Adolescent Education:** While there is a more focused approach to adolescents who are in school, initiatives for out-of-school adolescents are fewer, more sporadic, not to scale and largely non-government led. The rights of adolescents in a wider perspective have not been adequately articulated. Education of children and early adolescents is now considered as a fundamental right and a critical input for national development. The fundamental principles for the 12th Plan with respect to adolescents emphasise a rights based perspective, accepting adolescents as individuals with their own aspirations and concerns, and the need for a paradigm shift from the welfare approach to a rights based approach.

**Adult Education:** The country has achieved a literacy rate of 74% as per the Census 2011, an increase by 9.2% over Census 2001. The gender gap in literacy has reduced from 21.6% in 2001 to 16.7% in 2011. Adult Education is a major catalyst to inclusive growth. In the 12th Plan the effort will be to provide functional literacy, with focus on women, SC, ST, Minorities and other disadvantaged groups and weaker sections. The thrust will also be on providing basic education to ensure seamless transition to learning equivalent to classes V, VIII and X. Relevant skill development programmes will also be undertaken with support of institutions in the public, NGO and private sector, and in keeping with the National Vocational Education Qualifications Framework. Continuing Education programmes will provide opportunity for adults to pursue education through short duration courses in life skills.

The financial outlays emerging from the recommendations of the various Sub-Groups must be considered positively by the Planning Commission, especially in the light of the time-bound commitment of Government to provide basic education to all. To optimize the financial outlays, wherever possible, convergence with development programs has been explored. The increase suggested here is in the line with the increase during previous plans, and in keeping with the need to launch new interventions as well as expansion of the ongoing programmes. The urgency is greater on account of the historic developments during the 11th Plan to make the 86<sup>th</sup> Constitutional Amendment and the RTE Act operative. Internationally too, India has made a commitment to meet the Education for All (EFA) goals and cannot be seen lagging behind in achieving the same. The commitments of taking public expenditure to 6% of GDP and the extension of MDM to the secondary stage have also been kept in mind while proposing financial outlays. Special attention is given to disadvantaged groups and weaker sections – especially, SC/ST, minorities, disabled, out of school children, older girls, and adolescents, in keeping with the Government's overall objective of inclusive growth. It is therefore imperative to provide sufficient funds to achieve the challenging tasks of universal elementary education and literacy. The 12th Plan offers an excellent opportunity to overcome the existing gaps in the educational field at a time when financial constraints of the past have eased considerably.

**No.M-12015/1/2011-HRD  
Planning Commission**

**Yojana Bhavan, Sansad Marg,  
New Delhi-110001  
Dated: 8th April, 2011**

**ORDER**

**Subject: Formulation of the Twelfth Five Year Plan (2012-17) – Constitution of Working Group on Elementary Education and Literacy– regarding.**

In the context of the formulation of the Twelfth Five Year Plan 2012-17 for the Education Sector, it has been decided to set up a Working Group for Elementary Education and Literacy under the Department of School Education and Literacy, Ministry of Human Resource Development.

2. The Composition of the Working Group is at **Annexure I**
3. The Terms of Reference of the Working Group are given at **Annexure- II**
4. The Chairperson of the Working Group, if deemed necessary, may constitute sub-groups and/or may co-opt additional members.
5. The Working Group will finalize its report by 30th September 2011.
6. The expenditure on TA/DA etc. of the official members in connection with the meetings of the Working Group will be borne by the parent Department/Ministry/Organization to which the official belongs, as per the rules of entitlement applicable to them. The non-official members of the Working Group will be entitled to TA/DA as admissible to Grade I officers of the Government of India and this expenditure will be borne by the Convener Department.

**Sd/-  
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Joint Adviser (HRD)  
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Copy forwarded to:

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

**( Shakila T. Shamsu)  
Joint Adviser (HRD)**

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

- |  |                         |
|--|-------------------------|
| 1) Smt. Anshu Vaish<br>Secretary,<br>Department of Elementary Education & Literacy,<br>Ministry of HRD, Shastri Bhavan,<br>New Delhi | <b>Chairperson</b>      |
| 2) Additional Secretary (SSA)<br>Department of Elementary Education & Literacy<br>Ministry of HRD, Shastri Bhavan,<br>New Delhi      | <b>Member -Convener</b> |
| 3) Joint Secretary (AE)<br>Department of Elementary Education & Literacy,<br>Ministry of HRD, C-Wing, Shastri Bhavan,<br>New Delhi   | Member                  |
| 4) Joint Secretary (MDMS)<br>Department of Secondary Education<br>Ministry of HRD, C-Wing, Shastri Bhavan,<br>New Delhi              | Member                  |
| 5) Joint Secretary<br>(in-charge, NYKS/NSS)<br>Ministry of Youth Affairs & Sports<br>C-Wing, Shastri Bhavan, New Delhi               | Member                  |
| 6) Joint Secretary (Sports)<br>Ministry of Youth Affairs & Sports<br>C-Wing, Shastri Bhavan, New Delhi                               | Member                  |
| 7) Joint Secretary,<br>(in-charge of ECCE)<br>Ministry of Women and Child Development<br>C-Wing, Shastri Bhavan, New Delhi           | Member                  |
| 8) Joint Secretary,<br>(in-charge of Education)<br>Ministry of Social Justice<br>New Delhi   | Member                  |
| 9) Joint Secretary,<br>(in-charge of Education)<br>Ministry of Tribal Affairs<br>New Delhi   | Member                  |
| 10) Joint Secretary,<br>Ministry of Minority Affairs<br>New Delhi  | Member                  |

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|---|--------|
| 11) Shri. Anil Bordia,<br>Foundation for Education & Development<br>C-113, Shivaji Marg, Vijay Park,<br>Jaipur-302004         | Member |
| 12) Shri. K. Ashok Rao<br>Secretary<br>Swami Sivananda Society,<br>J152, Saket<br>New Delhi                                   | Member |
| 13) Dr. Rukmani Banerjee,<br>Director, ASER<br>Delhi- Initiatives,Pratham,  | Member |
| 14) Amit Kaushik.<br>Director ( Education Strategy)<br>CISCO Systems Pvt. Ltd,<br>New Delhi                                   | Member |
| 15) Shri Denzil Saldhana<br>TISS,<br>Post Box No. 8313, V.N. Purav Marg,<br>DEONAR, Mumbai-400088                             | Member |
| 16) Shri Dilip Ranjekar,<br>Azim Premji Foundation,<br>No.5,Papanna Street, ST. Marks Road Cross<br>Bangalore-560001          | Member |
| 17) Dr. D.G Karna,<br>Hon. President,<br>Society for Disability and Rehabilitation Studies                                    | Member |
| 18) Chairman, UP Board of Madarsa Education,<br>704 Jawahar Bhavan, Ashok Marg<br>Lucknow-226001 Tel/Fax: 0533-2288805,228826 | Member |
| 19) Chairman,<br>Bihar State Madarsa Board<br>5, Vidhyapati Marg, Patna-800001  | Member |
| 20) Principal,<br>Convent of Jesus and Mary<br>Bangla Sahib, New Delhi  | Member |
| 21) Mrs. Madhu Chandra (Best Teacher Awardee)<br>Principal,<br>Lotus Valley International School,<br>Noida, U.P.              | Member |
| 22) Rupak Hom Roy<br>Headmaster,<br>Ballygunge Government High School,  | Member |



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|---|--------|
| 23) Pratap Gaikwad,<br>Founder President,<br>Board of Trustees,<br>Patel Pada,<br>Dahanu (East)                           | Member |
| 24) Shri Vineet Joshi<br>Chairman<br>CBSE<br>New Delhi  | Member |
| 24) Vice Chancellor, NUEPA,<br>Sri Aurobindo Marg,<br>New Delhi.  | Member |
| 25) Dr. Ravindra(I/c)<br>Director, NCERT<br>Sri Aurobindo Marg,<br>New Delhi.   | Member |
| 26) Prof.Mohd.Akhtar Siddique<br>Chairman, NCTE<br>Hans Bhavan , Wing II,<br>1, Bahadur Shah Zafar Marg, New Delhi-110002 | Member |
| 27) Dr.S. S. Jena<br>Chairman<br>National Institute of Open School (NIOS)<br>B 31B Kailash Colony, New Delhi-110048       | Member |
| 28) Shri Avinash Dikshit<br>Commissioner<br>Kendriya Vidyalaya Sangathan  | Member |
| 29) Shri Manoj Singh<br>Commissioner<br>Navodaya Vidyalaya Sangathan  | Member |
| 30) Pr. Secretary (School Education)<br>Govt. of Uttar Pradesh.   | Member |
| 31) Pr. Secretary (School Education),<br>Govt. of Andhra Pradesh  | Member |
| 32) Pr. Secretary (School Education),<br>Govt. of Bihar .   | Member |
| 33) Pr. Secretary (School Education),<br>Govt. of Rajasthan.  | Member |
| 34) Pr. Secretary (School Education),<br>Govt. of Punjab  | Member |

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| 35) Pr. Secretary (School Education)<br>Govt. of Tamilnadu  | Member |
| 36) Pr. Secretary (School Education),<br>Govt. of Orissa.   | Member |
| 37) Shri. K.P Singh<br>Deputy Adviser (HRD-SE)<br>Planning Commission                                 | Member |
| 38) Dr. C. Chandramohan<br>Adviser (School Education & Sports),<br>Planning Commission,<br>New Delhi. | Member |

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

**TERMS OF REFERENCE OF THE WORKING GROUP**

1. To review the existing Plan programmes under Elementary Education and Literacy, in terms of access, enrolment, retention, dropouts and with particular emphasis on outcomes on quality of education by gender, social and regional classifications.
2. To evolve a detailed perspective plan and strategies with specific medium term monitorable targets in terms of average years of schooling and for providing quality elementary education upto Class VIII to all children in the age group of 6-14 years as per RTE Act mandate and to suggest improvements in delivery mechanism for effective implementation of various schemes/programmes
3. To suggest ways and means to enhance effectiveness of school management, supervision and monitoring, with a view to impart quality education and improving learners' achievements.
4. To formulate an operational strategy and action plan in convergence with other schemes, for progressively universalizing ECCE for all children in the age group of 4-6 years with high priority to disadvantaged regions including Scheduled Areas
5. To suggest measures for improving implementation of RTE harmonized Sarva Shiksha Abhiyan, MDMS and various Literacy Programmes for achieving the Millennium Development Goals (MDGs) and improvements/restructuring of literacy programmes for greater involvement of State Governments, and increasing transparency and accountability.
6. To undertake an in-depth review of the implementation of MDMS, in terms of adequacy and effectiveness of the delivery systems and infrastructure and the impact of the programmes on school attendance and on improvement in the nutritional status of children etc.
7. To evolve a policy for providing quality elementary education, including through public private cooperation/partnership and to suggest the broad parameters of such a policy.
8. To review effectiveness of programmes addressing the needs of SCs, STs, OBCs., Minorities, girls' education and to examine the feasibility of introducing alternative systems for imparting quality education to the poor students including CCT
9. To suggest measures for faster reduction in illiteracy in the country with emphasis on gender, regional and social dimensions and also incentivizing states with high literacy rates to achieve 100% literacy during the XII Plan period
10. To suggest modifications in educational indicators, computation of education index that captures ground reality, and also suggests measures for improvements in management of educational statistics at district, state and national levels and reduce the time lag in publication of educational statistics
11. To estimate scheme-wise financial requirements of the existing programmes and for new interventions in the XII Plan in respect of Elementary Education and Literacy of the Department of SE&L.

**Government of India  
Ministry of Human Resource Development  
Department of School Education and Literacy  
No.F.12-1/2011-EE.1**

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**New Delhi, dated: 3 June, 2011**

**Subject: Setting-up of Sub-Group of the Working Group on 'Elementary Education and Literacy' for the Twelfth Five Year Plan (2012-2017)**

The Planning Commission has constituted a Working Group on 'Elementary Education and Literacy' for the Twelfth Five Year Plan (2012-2017) vide Commission's Order No. M-12015/1/2011-Edn dated 8<sup>th</sup> April, 2011 under the Chairpersonship of Ms. Anshu Vaish, Secretary, Department of School Education and Literacy, Ministry of Human Resource Development. In terms of Para (4) of the said order, the Chairperson of the Working Group hereby constitutes Sub-Group on '**Elementary Education**' as under:

- |   |                    |
|---|--------------------|
| 1. Shri Anil Bordia, Foundation for Education & Development | <b>Chairperson</b> |
| 2. Shri Pramod Tiwari, Director, Department of SE&L         | Member Secretary   |

**Members:**

- |   |        |
|---|--------|
| 3. Smt Anita Kaul, Additional Secretary, D/SE&L     | Member |
| 4. Prof. R. Govinda, VC NUEPA/ Director NCERT       | Member |
| 5. Dr. C. Chandramohan, Planning Commission         | Member |
| 6. Dr. Rukmini Banerjee, Pratham                    | Member |
| 7. Shri Amit Kaushik, CISCO                         | Member |
| 8. Chairman, Bihar State Madarsa Board, Patna       | Member |
| 9. Principal, Convent of Jesus and Mary, New Delhi  | Member |
| 10. Dr. Poonam Natarajan, National Trust            | Member |
| 11. Dr. Vinod Raina, BGVS                           | Member |
| 12. Smt. Dipta Bhog, Nirantar                       | Member |
| 13. Smt. Kameshwari Jandhyala                       | Member |
| 14. Shri Kabir Vajpayi, Vinyas                      | Member |
| 15. Smt Anjali Noronha, Eklavya                     | Member |
| 16. Smt Annie Namala, Institute for Dalit Studies   | Member |
| 17. Secretary, Elementary Education, Andhra Pradesh | Member |
| 18. Secretary, Elementary Education Punjab          | Member |
| 19. Secretary, Elementary Education, Mizoram        | Member |
| 20. Prof. Zubair Meenai, JMI                        | Member |
| 21. Joint Secretary, M/W&CD                         | Member |
| 22. Joint Secretary, M/Minorities                   | Member |
| 23. Joint Secretary Representative from M/SJ&E      | Member |
| 24. Joint Secretary, M/TA                           | Member |
| 25. Joint Secretary, M/S&YA                         | Member |

## Terms of Reference:

- i) Make comprehensive review of progress towards universal elementary education with specific reference to universal access, retention and quality of education by gender, social category and region.
- ii) Review the norms for interventions under Sarva Shiksha Abhiyan (SSA) for universal elementary education in keeping with the:
  - a. Provisions of the Right of Children to Free and Compulsory Education (RTE) Act, 2009
  - b. The National Curriculum Framework – 2005
  - c. Provisions relating to education for women's equality as per the National Policy on Education (1986/92)
- iii) Formulate operational strategies and action plans for substantial improvement in educational status of girls and SC, ST, Muslim minority children, and children with special needs, etc. including convergence with other relevant schemes.
- iv) Recommend feasible methods for timely selection and deployment of teachers, to ensure conformity with the requirements laid down in the Schedule to the RTE Act within the timeframes stipulated under the RTE Act
- v) Formulate strategies for progressively universalising pre-school education
- vi) Examine ways to continue and integrate the Mahila Samakhya programme within Departmental programmes beyond 2013-14.
- vii) Suggest ways and means to improve the quality of school management and supervision
- viii) Suggest broad parameters of a policy for promoting public private cooperation and involvement of Civil Society/NGOs in the promotion of elementary education of equitable quality.
- ix) Evolve detailed plan and strategies with medium and long term monitorable targets for universal access, retention and quality of education at primary and upper primary levels.
- x) Review the existing education indicators and computation of education index and suggest modifications for effectively capturing ground realities at various levels.
- xi) Estimate the financial requirements of the existing programmes and for new interventions in respect of elementary education.

The Secretarial services to the Sub-Group on Elementary Education will be provided by TSG (SSA). Non-Official members of the Sub-Group will be given travelling allowance *etc.* as per Government rules for attending the meetings of the Sub-Groups.

This issues with the approval of Secretary (SE&L)

**Sd/-**  
**(H.C. Bhatia)**  
**Under Secretary to the Government of India**

**F.No. 15-7/2009-Desk(MDM)**  
**Government of India**  
**Ministry of Human Resource Development**  
**Department of School Education & Literacy**  
**MDM Division**

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**Shastri Bhavan, New Delhi**  
**Dated 6<sup>th</sup> June, 2011**

**ORDER**

**Subject: Setting up of Sub Group on Mid Day Meal Scheme for 12<sup>th</sup> Five Year Plan (2012-2017) – Sub Group of Working Group on Elementary Education and Literacy.**

The Planning Commission has constituted the Working Group on Elementary Education & Literacy for the 12<sup>th</sup> Five Year Plan (2012-2017) vide Commission's order no. M-12105/1/2011 – HRD dated 8<sup>th</sup> April, 2011 under the Chairpersonship of Secretary, Department of School Education & Literacy (SE&L), Ministry of Human Resource Development to formulate 12<sup>th</sup> Five Year Plan for the Education Sector. In accordance with Para 4(4) of the said order, the Chairperson of the Working Group hereby constitutes Sub Group on **Mid Day Meal Scheme** as part of the above Working Group with the following composition:

- |       |  |    |                    |
|-------|--|----|--------------------|
| i)    | Dr. Prema Ramachandran, Director, Nutrition Foundation of India, New Delhi   | -- | <b>Chairperson</b> |
| ii)   | Dr. Amarjit Singh, Joint Secretary (EE.I), Department of School Education & Literacy   | -- | Member             |
| iii)  | Shri C. Viswanath, Joint Secretary, Department of Food & Public Distribution, Ministry of Consumer Affairs and Public Distribution or his representative | -- | Member             |
| iv)   | Dr. A.C. Pandey, Joint Secretary, Ministry of Labour & Employment or his representative  | -- | Member             |
| v)    | Ms. Anuradha Gupta, Joint Secretary(RCH), Ministry of Health & Family Welfare  | -- | Member             |
| vi)   | Joint Secretary, Ministry of Minority Affairs or his representative  | -- | Member             |
| vii)  | Joint Secretary, Ministry of Tribal Affairs or his representative  | -- | Member             |
| viii) | Ms. Kumkum Marwah, Joint Technical Advisor, Ministry of Women & Child Development  | -- | Member             |
| ix)   | Mr. Biraj Patanayak, Office of Supreme Court Commissioner, New Delhi   | -- | Member             |
| x)    | Shri K. Ashok Rao, SSMI, J-152, Saket, New Delhi – 110 017.  | -- | Member             |
| xi)   | Mr. Dilip Ranjekar, Azim Premji Foundation, No.5, Papanna, Street, ST Marks Road Cross, Bangalore – 560001   | -- | Member             |
| xii)  | Chairman, UP Board of Madarsa Education, 704 Jawahar Bhavan, Ashok March, Lucknow 226001   | -- | Member             |
| xiii) | Shri Rupak Hom Roy, Head Master, Ballygunge Government High School, Kolkatta   | -- | Member             |
| xiv)  | Dr. C. Chandramohan, Adviser (School Education &   | -- | Member             |

	Sports), Planning Commission, New Delhi		
xv)	Director, National Institute of Nutrition, Hyderabad	--	Member
xvi)	Mr. Amod Kumar, B-604, CSI Tower, Vipin Khand, Gomti Nagar, Lucknow – 226 010	--	Member
xvii)	Ms. Yamini Ayyar, Accountability India, New Delhi	--	Member
xviii)	Shri Santosh Mehrotra, Director, Institute for Applied Manpower and Research, New Delhi	--	Member
xix)	Secretary, Basic Education, Govt. of Uttar Pradesh	--	Member
xx)	Principal Secretary, School Education, Govt. of Tripura	--	Member
xxi)	Principal Secretary, School Education, Govt. of Jharkhand	--	Member
xxii)	Shri Gaya Prasad, Director, MDM, Department of School Education & Literacy.	--	Convenor

2. The Terms of Reference of the Sub Group are as under:

- i) Review implementation of the programme.
- ii) Suggest measures to bring about effective monitoring, supervision and increased transparency in the existing programme.
- iii) Linking of cooking cost to price index (covering items in the MDM basket).
- iv) Suggest measures to converge with proposed Food Security Act, Department of Food & Public Distribution.
- v) Simplification of fund flow mechanism on the pattern of other flagship programmes like SSA, MNREGA.
- vi) Effective linkage with School Health Programme.
- vii) Suggest measures to bring appropriate convergence with the concerned Departments for effective implementation of the Scheme.
- viii) Consider coverage of children studying in privately managed unaided schools in SC, tribal and minority dominated districts.
- ix) Consider coverage of children in higher classes i.e. IX & X.
- x) Suggest measures to enhance involvement of community in Mid Day Meal Scheme along with the Panchayati Raj Institutions.
- xi) To define the role of NGO / trust, centralized kitchens in implementation of the Scheme.
- xii) Suggest mechanism for real time monitoring of the Scheme.
- xiii) Estimate financial requirements based on the recommendations for 12<sup>th</sup> Plan.

The expenditure on TA/DA etc. of the official members in connection with the meeting of the Sub Group will be borne by the Department / Ministry / Organization to which the official belongs, as per the rules of entitlement applicable to them. The non-official members of the Sub Group will be entitled to TA/DA as admissible to Grade-I officers of the Government of India and this expenditure will be borne by Department of SE&L, Ministry of HRD.

**Sd/-**

**(Gaya Prasad)**

**Director(MDM)**

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1. Dr. Prema Ramachandran, Director, Nutrition Foundation of India, New Delhi
2. Dr. Amarjit Singh, Joint Secretary (EE.I), Department of School Education & Literacy
3. Shri C. Viswanath, Joint Secretary, Department of Food & Public Distribution, Ministry of Consumer Affairs and Public Distribution or his representative
4. Dr. A.C. Pandey, Joint Secretary, Ministry of Labour & Employment or his representative
5. Ms. Anuradha Gupta, Joint Secretary(RCH), Ministry of Health & Family Welfare
6. Joint Secretary, Ministry of Minority Affairs or his representative
7. Joint Secretary, Ministry of Tribal Affairs or his representative
8. Ms. Kumkum Marwah, Joint Technical Advisor, Ministry of Women & Child Development
9. Mr. Biraj Patanayak, Office of Supreme Court Commissioner, New Delhi
10. Shri K. Ashok Rao, SSMI, J-152, Saket, New Delhi – 110 017.
11. Mr. Dilip Ranjekar, Azim Premji Foundation, No.5, Papanna, Street, ST Marks Road Cross, Bangalore – 560001
12. Chairman, UP Board of Madarsa Education, 704 Jawahar Bhavan, Ashok March, Lucknow 226001
13. Shri Rupak Hom Roy, Head Master, Ballygunge Government High School, Kolkatta
14. Dr. C. Chandramohan, Adviser (School Education & Sports), Planning Commission, New Delhi
15. Director, National Institute of Nutrition, Hyderabad
16. Mr. Amod Kumar, B-604, CSI Tower, Vipin Khand, Gomti Nagar, Lucknow – 226 010
17. Ms. Yamini Ayyar, Accountability India, New Delhi
18. Shri Santosh Mehrotra, Director-General, Institute of Applied Manpower Research, Planning Commission, New Delhi
19. Secretary, Basic Education, Govt. of Uttar Pradesh
20. Principal Secretary, School Education, Govt. of Tripura
21. Principal Secretary, School Education, Govt. of Jharkhand
22. Shri Gaya Prasad, Director, MDM, Department of School Education & Literacy.

**Copy to:**

- i) EC, Secretary(SE&L)
- ii) PPS to JS(EE.I)



**No.F.12-1/2011-EE.1**  
**Government of India**  
**Ministry of Human Resource Development**  
**Department of School Education and Literacy**  
**(EE.1 Section)**

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**New Delhi, dated: 22<sup>nd</sup> June, 2011**

**Subject:** *Setting-up of Sub-Group on 'Adolescent Education' of the Working Group on Elementary Education and Literacy for the Twelfth Five Year Plan (2012-2017)*

The Planning Commission has constituted a Working Group on 'Elementary Education and Literacy' for the Twelfth Five Year Plan (2012-2017) *vide* Commission's Order No. M-12015/1/2011-Edn dated 8<sup>th</sup> April, 2011 under the Chairpersonship of Ms. Anshu Vaish, Secretary, Department of School Education and Literacy, Ministry of Human Resource Development. In terms of Para (4) of the said order, the Chairperson of the Working Group hereby constitutes Sub-Group on '**Adolescent Education**' as under:

- |  |                    |
|--|--------------------|
| 1. Ms. Firoza Mehrotra (IAS)                                     | <b>Chairperson</b> |
| 2. Shri Om Prakash, Deputy Secretary, Dept. of SE&L<br>Secretary | Member             |

**Members:**

3. Additional Secretary, D/SE&L
4. Joint Secretary (EE.1)
5. Joint Secretary, Secondary Education
6. Ms. Sadhana Raut, Joint Secretary, Department of Women & Child Development;
7. Shri Thanglimliam, Deputy Secretary, Division of Adolescents Development, Ministry of Youth Affairs & Sports;
8. Prof Anita Rampal, CIE, University of Delhi
9. Shri Anil Bordia, Foundation for Education & Development, Jaipur;
10. Ms. Vimala Ramachandran, ERU, Delhi
11. Ms. Kavita Ratna, Concerned for Working Children;
12. Shri UNV Rao, IPS (Retd.), Urivi Vikram Charitable Trust;
13. Director /DS dealing with Adolescents Health in NRHM;
14. Ms. Ashraf Patel, Pravah, New Delhi
15. Shri Achyut Das, Agrabamee, Kashipur, Orissa;
16. Prof. Saroj Bala Yadav, NCERT

## **Terms of Reference:**

1. Undertake a review of the following documents with a view to ascertaining the recommendations contained in those documents and make recommendations regarding relevance of those recommendations during the 12th Five Year Plan period:
  - Working Group on Adolescents for the 10th Five Year Plan under the chairmanship of the then Member-Secretary Planning Commission Shri NC Saxena;
  - Working Group on Development of Adolescents for the 11th Five Year Plan under the chairmanship of Secretary Ministry of Youth Affairs & Sports;
  - Sub-Group on Education of Adolescent Persons for the 11th Five Year Plan under the chairmanship of Shri Anil Bordia.
2. Make an estimation of the number of persons in adolescent age group in India with gender and social disaggregation, separately for persons who are in-school and out-of-school.
3. Suggest interventions for adolescent persons during the 12<sup>th</sup> Five Year Plan.
4. Suggest broad parameters of a policy for promoting public private cooperation and involvement of Civil Society /NGOs in the promotion of education of adolescent persons.
5. Evolve plans and strategies for medium and long-term monitorable targets for programmes recommended by the Group.
6. Estimate and make recommendations regarding financial requirement for the interventions during the 12th Five Year Plan.
7. Suggest the management apparatus that would be needed for ensuring that the recommendations are properly planned, implemented and monitored.

The Secretarial services to the Sub-Group on Elementary Education will be provided by TSG (RMSA). Non-Official members of the Sub-Group will be given travelling allowance *etc.* as per Government rules for attending the meetings of the Sub-Groups.

This issues with the approval of Secretary (SE&L)

**Sd/-**

**(H.C. Bhatia)**

**Under Secretary to the Government of India**

**To**  
**All members of the Sub-Group**

**Copy to: AS (SE)**  
**Adviser (Education), Planning Commission**  
**JS (EE.1)**  
**JS (SE.II)**  
**JS (SE.I)**  
**Dir (CKD)**

**No.F.12-1/2011-EE.1**  
**Government of India**  
**Ministry of Human Resource Development**  
**Department of School Education and Literacy**  
**(EE.1 Section)**

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New Delhi, dated 7<sup>th</sup> June, 2011

**Subject:** *Setting-up of Sub-Group of the Working Group on 'Elementary Education and Literacy' for the Twelfth Five Year Plan (2012-2017)*

The Planning Commission has constituted a Working Group on 'Elementary Education and Literacy' for the Twelfth Five Year Plan (2012-2017) vide Commission's Order No. M-12015/1/2011-Edn dated 8<sup>th</sup> April, 2011 under the Chairpersonship of Ms. Anshu Vaish, Secretary, Department of School Education and Literacy, Ministry of Human Resource Development. In terms of Para (4) of the said order, the Chairperson of the Working Group hereby constitutes Sub-Group on '**Adult Education**' as under:

- |   |             |
|---|-------------|
| 1. Prof. S.Y.Shah, JNU                              | Chairperson |
| 2. Mr. S.P.S. Sangwan, Chief Consultant, TSG (NLMA) | Convenor    |

**MEMBERS**

3. Shri Jagmohan Singh Raju, JS (AE) & DG (NLMA)
4. Dr. Vandana Chakraborti, SNDT University, Mumbai
5. Dr. Razia Patel
6. Ms. Malini Ghosh
7. Azim Premji Foundation, Bangalore
8. Dr. Rajaram, NCERT
9. Representative of Ministry of Tribal Affairs
10. Representative of Ministry of Social Justice & Empowerment
11. Representative of Ministry of Women and Child Development
12. Representative of Ministry of Agriculture
13. Representative of Ministry of Panchayati Raj
14. Representative of Ministry of Rural Development
15. Ms. Ela Patel, IRMA (Institute of Rural Management)
16. Prof. Denzil Saldhana
17. Education Secretary, Karnataka
18. Education Secretary, Nagaland
19. Education Secretary, Himachal Pradesh
20. Mr. Madhav Chavan, PRATHAM
21. Mr. Krishnakumar, BGVS
22. Prof. Anita Rampal
23. TCS for ICT
24. Prof. J.B.G.Tilak, NUEPA
25. Dr. S.S.Jena, NIOS

26. Dr. V.Mohankumar
27. Mr. Pratap Gaikwad, Founder President, Board of Trustees, Patel Pada, Dahanu (East)
28. Dr. D.G. Karna, Hon. President, Society of Disability and Rehabilitation Studies

**Terms of Reference:**

- Comprehensive review of adult education with specific reference to quality, equity, access and design and delivery
- Formulate strategies for improvement in literacy among women, SCs, STs, minorities specially in rural areas of educationally backward districts
- Suggest ways and means to further improve quality of design and delivery of adult education programme
- Suggest operational strategies for inter-sectoral convergence
- Professionalisation and institutionalisation of adult education system
- Strategic shift from literacy to lifelong learning and locating it in the main stream education system
- Estimate financial requirements for a high quality adult education programme
- Assessment and Certification of adult learners.

The Secretarial services to the Sub-Group on Adult Education will be provided by TSG (AE). Non-Official members of the Sub-Group will be given travelling allowance *etc.* as per Government rules for attending the meetings of the Sub-Groups.

Sd/-

**(H.C. Bhatia)**

**Under Secretary to the Government of India**

**To**  
**All members of the Sub-Group**

**Copy to: JS (AE)**  
**Adviser (Education), Planning Commission**  
**Director (SC)**

# SECTION – II

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## ELEMENTARY EDUCATION

### CHAPTER 1

#### STATUS OF ELEMENTARY EDUCATION

##### INTRODUCTION

The Indian education landscape saw significant developments during the 11<sup>th</sup> Plan. There was a surge in school enrollments, and gender and social category gaps in enrollments narrowed considerably. Expansion of school infrastructure and facilities significantly widened access to schooling, and incentives and child entitlements, such as textbooks, mid day meals and uniforms began reaching a considerably large number of children.

The most significant development, however, was that Article 21-A, inserted in the Constitution of India through the Constitution (86<sup>th</sup> Amendment) Act, 2002 to make elementary education a fundamental right, and its consequential legislation, the Right of Children to Free and Compulsory Education (RTE) Act, 2009, became operative on 1<sup>st</sup> April 2010. This development has far reaching implications for elementary education in the years to come: it implies that every child has a right to elementary education of satisfactory and equitable quality in a formal school which satisfies certain essential norms and standards. The RTE Act incorporates the principles of child centred education spelt out in the National Policy on Education (NPE), 1986/92 and elaborated in the National Curriculum Framework (NCF) 2005; these have now become part of educational legislation.

Government has since revised the Framework of Implementation for Sarva Shiksha Abhiyan (SSA) to correspond with the provisions of the RTE Act, as also the fund sharing pattern between the Central and State Governments to provide for a more favourable sharing ratio for the States. The Government has also accorded approval to a financial estimate of Rs 2.31 lakh crore for the implementation of the RTE Act over a period of five years for the period 2010-15. The 13<sup>th</sup> Finance Commission earmarked a sum of Rs 23,068 crore for the same period specifically towards elementary education. Notification of teacher qualifications under section 23 of the RTE Act and the prescription of a Teacher Eligibility Test (TET) by the National Council for Teacher Education (NCTE) were other significant developments pursuant to the RTE Act becoming operative in the country.

Several initiatives were also taken in the States to support the RTE Act, including that: (a) 20 States notified the RTE Rules, (b) 31 States issued notifications prohibiting corporal punishment and mental harassment; (c) 25 States issued notifications prohibiting screening for admission and capitation fees; (d) 31 States issued notifications prohibiting expulsion and detention; (e) 30 States issued notification banning Board examinations till completion of elementary education;

(e) 27 States notified academic authority under RTE Act. Several States have also initiated steps to conduct the TET.

These policy initiatives have contributed to a new vibrancy, meaning and urgency in the country's efforts to universalize elementary education, and are expected to infuse new life in the schooling system in the years to come.

## PROGRESS OVERVIEW

There has been substantial spatial and numerical expansion of primary and upper primary schools; access and enrollment at the primary stage of education have reached near universal levels; the gender gap in enrollment has narrowed, and the percentage of children belonging to scheduled castes and tribes enrolled is proportionate to their population. Nonetheless, there remains an unfinished agenda of universalising education at the upper primary stage. The number of children, particularly children from disadvantaged groups and weaker sections, who drop out of school before completing upper primary education, remains high, and the quality of learning achievement is not always entirely satisfactory even in the case of children who complete elementary education.

Efforts to universalise elementary education gained momentum during the 11th Plan. Table 1 gives the details of progress in the first three years of the 11th Plan period with reference to the terminal year of the 10th Plan.

<b>Table 1: Progress since 2005-06</b>		
	<b>2005-06</b>	<b>2009-10</b>
Primary schools	7.38 lakh	8.10 lakh
Upper Primary schools	3.85 lakh	4.94 lakh
Primary Enrolment	125 million	133 million
Upper Primary Enrolment	43.7 million	54.5 million
Elementary Enrolment	169 million	188 million
GER Primary	104	115
NER Primary	85	98
GER Upper Primary	59	75.8
NER Upper Primary	43	58.3
Teachers in Govt. Schools	3.4 million	3.9 million
Out of School Children*	1.3 million	8.1 million

*Source: DISE, \* IMRB Survey*

Enrolments at elementary level increased from 169 million in 2005-06 to 188 million in 2009-10. In 2005-06, 125.7 million children were enrolled in government schools. This figure increased to 131 million in 2009-10. In addition, another 17 million are enrolled in government aided schools, and 40 million are attending private unaided schools.

GER at primary level is high at 115%, and NER has improved significantly from 84.5% in 2005-06 to 98% in 2009-10. High GER at primary level, however, indicates the presence of over-age and under age children, possibly due to early and late enrolment or repetition (see Table 2). Research suggests that these children are vulnerable to dropping out. Growth in primary

enrolment has slowed down particularly in Andhra Pradesh, Madhya Pradesh and Maharashtra. This is to be expected as the number of out of school children reduces, and the primary NER nears 100%.

GER at upper primary level is low, but had shown considerable improvement of 16.8 percentage points in the four years between 2005 and 2009. NER at upper primary is a cause of concern. It varies from 45% in Uttar Pradesh and 59% in Andhra Pradesh to 91% in Tamil Nadu and 81% in Himachal Pradesh. Thus, although more children are entering the education system, many are not progressing through the system. Upper primary NER at 58% gives a clear indication of the ground to be covered: this figure may be slightly depressed on account of various factors, like a number of States following 7-year elementary education cycle, or lack of complete information from private schools, or the incidence of repetition and under-age enrolment in several States. With the RTE stipulations in regard to the entry level at age 6, no detention, expulsion, 8-year elementary education cycle, and maintenance of record of children, a definite improvement is to be expected. Nonetheless, against 2,30,941 habitations which were reported as un-served by the 7<sup>th</sup> AISES conducted in 2002, as many as 1,73,419 upper primary schools have been sanctioned so far under SSA to serve children within a radius of 3 km; upper primary access however remains a challenge. Further, the number of un-served habitations is likely to undergo a change and may even increase as the states define the limits of neighbourhood for providing schools under the State RTE Rules.

Academic year	Primary level			Upper primary level		
	Under-age	Over-age	Total grossness	Under-age	Over-age	Total grossness
2005-06	9.3	5.3	14.6	11.7	8.2	18.9
2006-07	9.4	6.3	15.6	12.0	8.8	20.8
2007-08	9.0	6.1	15.1	11.5	9.1	20.6
2008-09	8.1	5.7	13.8	11.5	8.5	20.0
2009-10	8.9	5.6	14.5	11.0	8.2	19.2

*Source: DISE*

### **Schooling facilities**

The country has witnessed substantial increase in the number of primary and upper primary schools in recent years. Table 3 shows that there is an increase of more than 16 percent in the number of schools in the country as compared to 2005-06.

Academic year	Primary only	Primary with Upper Primary	Primary with Upper Primary and Sec./H.Sec.	Upper Primary only	Upper Primary with Sec./H.Sec	Total Schools
2005-06	7,38,150	1,99,946	27,907	89,164	60,306	11,15,473
2006-07	7,79,482	2,10,014	29,312	1,08,095	67,601	11,94,504
2007-08	8,05,667	2,17,442	35,974	1,15,961	69,155	12,44,199
2008-09	8,09,108	2,34,345	39,440	1,25,169	77,225	12,85,287
2009-10	8,09,978	2,47,643	41,435	1,28,165	76,552	13,03,773

*Source: DISE*

Table 4 indicates that rural India is served mainly by government and government aided schools. Urban areas however, have a significant presence of private unaided schools. Thus, while there is need for continued focus on strengthening government schools so that they conform to the norms and standards laid down in the RTE Act, there is also need for an effective strategy to ensure that the private unaided schools in urban areas become RTE compliant.

Academic year	Total			Govt. and Aided			Unaided		
	Total Schools	% Rural	% Urban	Total Schools	% Rural	% Urban	Total Schools	% Rural	% Urban
2005-06	11,15,473	87.3	12.2	9,89,878	91.2	8.8	1,25,595	60.8	39.2
2006-07	11,94,504	87.3	12.7	10,39,293	90.8	9.2	1,55,211	62.3	37.7
2007-08	12,44,199	87.9	12.6	10,72,417	91.4	8.6	1,71,782	63.7	36.3
2008-09	12,85,287	87.3	12.7	11,08,367	91.4	8.7	1,76,920	61.9	38.1
2009-10	13,03,773	87.1	12.9	11,20,781	91.2	8.8	1,82,992	61.4	38.6

Source: DISE

#### **Enrolment trends – Gender**

Table 5 provides an insight into the encouraging trend of the growing outreach of the schools to the girls. The percentage of girls in the total enrolment at primary and upper primary level was 48.0 and 46.5 respectively in the year 2006-07; this increased to 48.5 and 48.1 at primary and upper primary levels respectively in 2009-10. The annual average growth rate of enrolment for girls is considerably higher as compared to boys.

Academic year	Primary (Grades I-V)			Upper Primary (Grades VI-VIII)			Elementary (I-VIII)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
2005-06	6.50	2.36	12.44	5.95	2.00	4.36	8.86	7.94	16.80
2006-07	6.84	6.34	13.19	2.54	2.21	4.75	9.38	8.55	17.93
2007-08	6.95	6.47	13.41	2.70	2.39	5.09	9.64	8.86	18.50
2008-09	6.94	6.50	13.44	2.80	2.54	5.34	9.73	9.04	18.77
2009-10	6.88	6.47	13.35	2.83	2.62	5.45	9.71	9.09	18.80

Source: DISE

Gender parity index (GPI) has also shown significant increase, particularly at the upper primary level. The primary level GPI improved marginally from 0.92 in 2005-06 to 0.94 in 2009-10. However, GPI at upper primary level increased from 0.84 in 2005-06 to 0.93 in 2009-10, mainly due to the gender gap having already been reduced considerably by the onset of the Plan period. Year-wise details are given in Table 6.

Academic Year	% Girls to total enrolment		Gender parity index (GPI)	
	Primary	Upper Primary	Primary	Upper Primary
2005-06	47.79	45.80	0.92	0.84
2009-10	48.46	48.12	0.94	0.93

Source: DISE

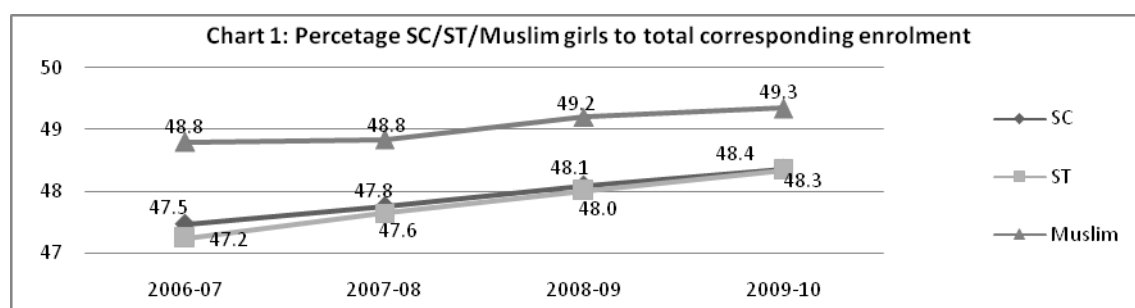


### ***Enrolment trends – Social categories***

The DISE data for the year 2009-10 suggests that the percentage enrolment of SC, ST and Muslim children corresponds with their percentage share in population. The details of percentage enrolment and population are given in Table 7.

	% population share (Census 2001)	% enrolment share (DISE 2009-10)
SC	16 %	20 %
ST	8 %	11 %
Muslim	13 %	13 %

Increase in the enrolment of girls may not have been possible without improvement in the enrolment of girls belonging to different social categories, particularly, SC, ST and Muslim. Chart 1 presents the increase in enrolment of girls belonging to these social categories.



Source: DISE

### ***Flow rates – retention, dropout, and transition***

Cohort dropout rate denotes the percentage of class 1 children who discontinue schooling before completing the relevant stage of education. DISE calculates the average annual dropout rate which is based on two years data for the same set of schools, grade-wise as well as for entire primary cycle.

DISE also calculates the retention rate, which includes the percentage of Class 1 students who continue schooling till the end of primary or elementary cycle. DISE data for retention rate at primary level is available for all States; this indicates that the primary level retention rate has increased from 70.26 in 2006-07 to 74.01 in 2009-10. DISE data on retention rate for upper primary is available for 133 districts in the country, and indicates an increase of 21 percentage points from 51.6 in 2006-07 to 72.3 in 2009-10 in respect of States following a 7-year elementary education cycle, and an increase from 35.6 in 2006-07 to 47.2 in 2009-10 in respect of States following an 8-year elementary education cycle (329 Districts). District-wise analysis also shows improvement: the percentage of districts with retention rate above 75 has increased from 50% to 55% as shown in the Table 8.

Year	Number of Districts with Retention Rate			
	> 75	70 – 75	65 – 70	< 65
2006-07 (458 districts)	231 (50%)	38 (8%)	30 (7%)	159 (35%)

2009-10 (604 districts)	330 (55%)	52 (9%)	50 (8%)	172 (28%)
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Source: DISE

As per Selected Educational Statistics (SES) 2008-09 the dropout at primary level is 24.9 and elementary level is 42.2. The elementary dropout rate for SC and ST children remain high at 47.8 and 58.3 respectively.

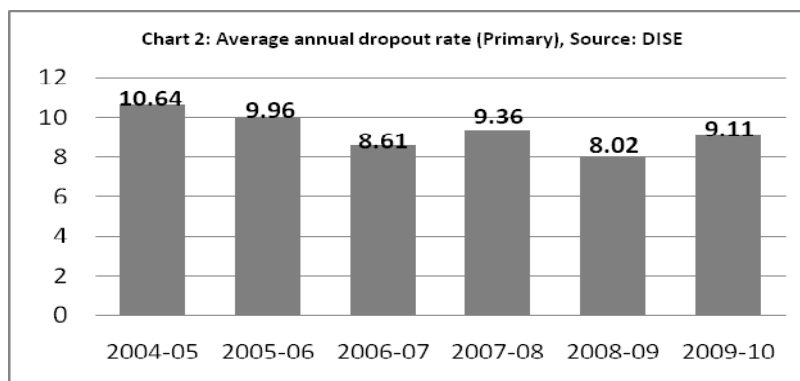


Chart 2 below indicates the average annual dropout rate at primary level: decline in the annual average drop out rate has been marginal, and this is an area of concern.

Table 9 indicates that the highest number of children drop out at grades I and V. Promotion rate is lower at these two grades, and the repetition rate is high at grade I. There may be a variety of reasons for this, but two factors appear to have seriously impacted the retention of children at these grades, namely, enrolment of under-age children in grade I, and problems in transition of children from primary to upper primary level arising out of non-availability of upper primary schools in the neighbourhood.

Grades	Promotion rate			Repetition rate			Average Annual dropout rate		
	Boys	Girls	Overall	Boys	Girls	Overall	Boys	Girls	Overall
Grade I	82.6	83.7	83.2	6.7	6.5	6.6	10.6	9.8	10.2
Grade II	89.5	90.1	89.7	3.6	3.6	3.6	6.9	6.4	6.7
Grade III	89.4	90.1	89.7	3.1	3.1	3.1	7.5	6.8	7.2
Grade IV	91.1	91.2	91.2	2.7	2.5	2.6	6.2	6.3	6.2
Grade V	81.0	81.5	81.3	2.9	2.8	2.9	16.0	15.7	15.9
Primary	86.7	87.3	87.0	3.9	3.8	3.9	9.35	8.86	9.11

Source: DISE

Table 9 also indicates that promotion rate of girls is higher than that of boys, and repetition rate is lower. Annual average dropout rate is lower for the girls, and this is true for all the grades. Given the opportunity, girls tend to be more regular and as SES 2008-09 indicates their dropout rate at elementary level is less (38.6) than boys (44.89).

Transition Rate from primary to upper primary is the percentage of children moving from the terminal grade of primary to the starting grade of the upper primary cycle. A majority of primary schools do not have upper primary sections attached to them; consequently, children dropout from the system after completing primary education. The SSA stipulation to open all new upper primary schools in the existing primary schools, and not as stand-alones, has facilitated children to continue their education beyond the primary stage in the same school, and thus improve the

transition rate. Table 10 shows a distinct increase in the number of districts with transition rate above 85. The transition rate for girls (83.85) is also slightly higher than that for boys (83.23).

Academic year	Transition rate	Number and percentage of Districts			
		> 85	80 - 85	75 – 80	< 75
2006-07	81.13	315 (52%)	41 (7%)	45 (7%)	202 (33%)
2009-10	83.53	401 (63%)	51 (%)	53 (8%)	128 (20%)

Source: DISE

### **Out of School Children:**

Census 2001 estimated that 3.2 crore children in the 6-14 age are out of school. This represented 28.2% of the population in the 6-14 age groups. An independent national sample survey conducted in 2005 estimated the number of out of school children at 1.3 crore. A second independent national sample survey conducted in 2009 acknowledged the steady decline in the number of out of school children, and reported 81 lakh children out of school. The details of reduction in out of school children by gender and social category from 2005 to 2009 are given in Table 11.

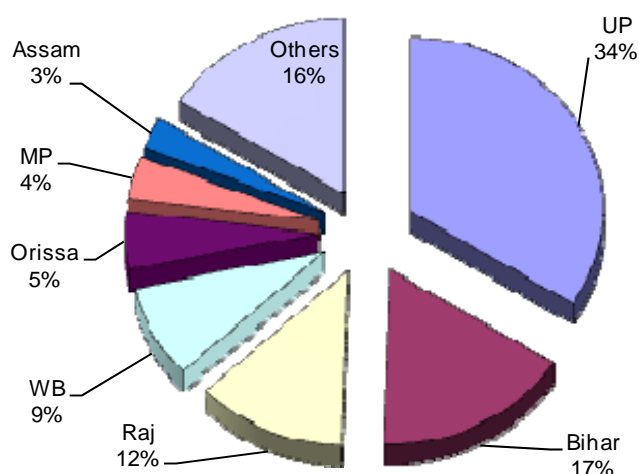
Year	Percentage out of school children to total corresponding population				
	Total	Girls	SC	ST	Muslim
2005	6.9%	7.9%	8.1%	9.5%	10%
2009	4.2%	4.6%	5.9%	5.2%	7.7%

Source: IMRB

Decline in the percentage of out of school children has taken place across gender and all social categories; nonetheless Muslim, SC and ST children need greater and focused attention. The percentage of out of school children aged 6-14 years has decreased from 6.94 percent in 2005 to 4.28 percent in the year 2009. This decrease is sharper in rural areas, where it drops from 7.08 percent to 4.53 percent compared to urban areas where it has moved from 4.34 percent to 3.18 percent only.

Chart 3 below also shows that the States like Uttar Pradesh, Bihar, Rajasthan and West Bengal account for 72 percent of the total out of school children in the country as per the independent survey of IMRB 2009.

**art 3: Percentage Distribution of OoSC**



The number of out of school children who are physically or mentally challenged is a cause for concern. Of the total physically or mentally challenged children, 34.12% (988,359) were found to be out-of-school in the IMRB 2009 survey. There has been an all round reduction in the number and percentage of out of school children which has not impacted the out of school disabled children. The proportion of out of school disabled children in 2005 was 34.19 which remained at 34.12 percent in 2009. Among all children with mental disability, 48% are out of school and among the children with speech disabilities, 37% are out of school. Neither school system nor other institutional mechanism are equipped or geared to address the challenging needs of mentally disabled children who are most disadvantaged both socially and educationally in the system. The gender gap has also not reduced and continues to be widest amongst all socially disadvantaged groups.

The Labour Force Participation (pp A 24-31, NSSO, 64<sup>th</sup> Round, page 516) gives insight into what tribal children of 10-14 years age group, who are not in school, are engaged in: close to 12% of ST boys in rural areas are involved in the labour force, with a major chunk engaged in agricultural work at home (7%) or as casual labour (3.7%). In the case of rural ST girls the situation is stark. Their participation is higher than that of boys in both agricultural labour (9%) and also in casual labour (5.2%). Under-age employment among rural ST girls population is nearly 4% more than that of boys. In fact, compared to other marginalised groups like SCs, the existence of children contributing to subsistence tasks and labour within the family, is more prevalent among STs. Children without the care and support of family are as high as 9 to 10 per cent among rural ST boys and girls. In addition to this, close to 12% rural ST girls reported primarily being involved in domestic and other unpaid tasks in rural areas.

### ***Teachers in position***

There has been substantial increase in the availability of teachers at elementary level in the past few years. The total number of teachers in Government schools increased from 3.4 million in 2005-06 to 3.9 million in 2009-10. This has resulted into the improvement of Pupil Teacher Ratio (PTR) from 36:1 in 2005-06 to 33:1 in 2009-10. The PTR of 2009-10 is based on the number of teachers in position. If vacancy of about 8 lakh teachers against the sanctioned teacher posts both under SSA and State budget is factored in, the PTR is likely to be 27:1.

The norm of 50% of all teachers recruited under SSA to be female teachers has resulted in increase in percentage of female teachers from 40.3 in 2005-06 to 44.8 in 2009-10. The percentage of schools with at least one female teacher has also increased from 69.1 percent in 2005-06 to 74.5 percent in 2009-10.

The real challenge, however, lies in imbalance in teacher deployment. The number of schools that do not comply with the RTE norms of pupil teacher ratio is fairly high. School-wise analysis based on DISE 2009-10 indicates that 46% primary and 34% upper primary schools have adverse PTR. Even in States with a comfortable PTR, there are many schools with adverse PTR. Moreover, there are 8.1% percent single teacher schools with enrolment of more than 15 children, functioning in the country. This is undoubtedly an improvement over 10.5% single teacher schools in 2006-07. However, there are large inter-state variations: Arunachal Pradesh (29.2%), Assam (11.1%), Madhya Pradesh (13.78%), Manipur (11.7%), Orissa (11.5%), and

Rajasthan (16.34%). There is therefore need to immediately fill up existing vacancies, and rationalize teacher deployment.

Another serious challenge is the presence of teachers without professional qualifications notified by the NCTE as required under the RTE Act. As per DISE 2009-10 there are about 6.7 lakh untrained teachers. They are spread all over the country; however, the majority are in four States of Bihar (1.6 lakh), Uttar Pradesh (1.2 lakh), Jharkhand (0.6 lakh) and West Bengal (0.6 lakh), and they constitute 72% of the total untrained teachers.

### ***School infrastructure***

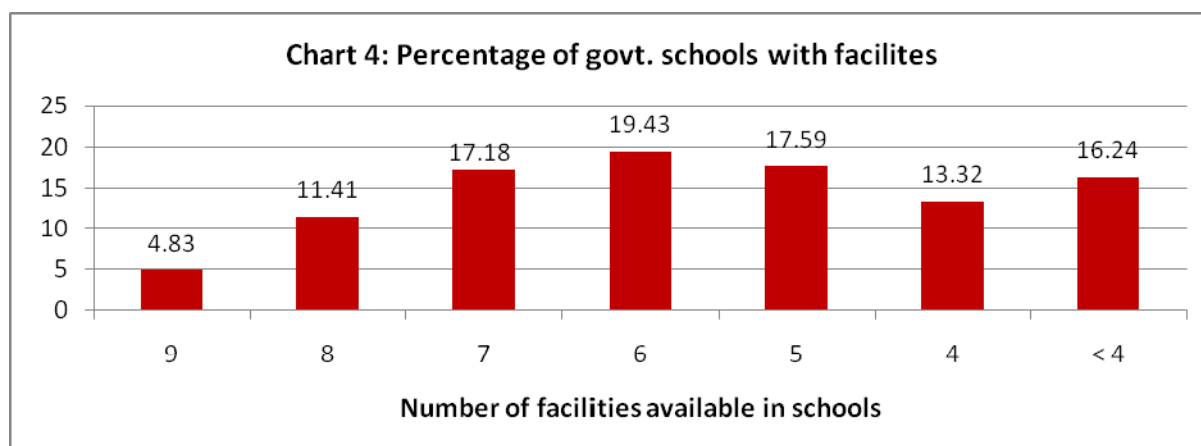
Under SSA, the country has seen massive infrastructure development at the school level. Apart from opening over 3 lakh new schools, SSA has also provided basic facilities in existing schools. The average student classroom ratio (SCR) which was 39 in 2005-06 has come down to 32 in 2009-10. There has been substantial increase in the availability of basic facilities in schools including, increase in percentage of schools having drinking water facility from 83.1 percent in 2006-07 to 92.6 in 2009-10. Girls' toilets are now available in 58.8 percent in schools against 37.4 in 2005-06. The percentage of schools having ramp has increased from 17.14 percent in 2005-06 to 47.1 percent in 2009-10. The details of improvement in school infrastructure are given in Table 12.

**Table 12: School infrastructure**

Indicator	2005-06	2009-10
Average SCR	39	32
% Schools with drinking water	83.07	92.6
% Schools with girls' toilet	37.42	58.8
% Schools with ramps	17.14	47.1

*Source: DISE*

The schedule to the RTE Act provides the norms and standards for infrastructure and teachers. This includes norms for PTR, classroom for every teacher, girls' toilet, boys' toilet, drinking water, ramp, library, playground and boundary wall/green fencing. The analysis of DISE data for 2009-10 indicates that a large number of schools do not have these minimum facilities as per details in Chart 4.



Only 4.8% government schools have all nine facilities stipulated in the RTE Act, 11.41% have eight out of the nine facilities. Approximately one third of the total schools have up to seven facilities, and about 30 percent schools do not have even five of these facilities upto 2009-10.

Keeping in view the RTE stipulations these facilities have to be provided in all schools in a time bound manner. Table 13 indicates a large number of schools lack infrastructure facility as laid down in RTE Act.

Girls' toilet	Boys' toilet	Drinking water	Ramps	Boundary wall	Playground	Library	Additional classrooms
4.70	2.68	0.74	4.91	5.44	5.35	4.66	4.90

Source: DISE 2009-10

### Improving Quality

NCERT has conducted two rounds of National Learner Achievement surveys. The third round of such survey, based on Item Response Theory (IRT), is underway. The scores of first two surveys are encouraging as it shows all round improvement in the learning achievement of children of grades III, V and VIII. Table 14 gives a comparative overview:

Round	Grade III		Grade V		
	Mathematics	Language	EVS	Mathematics	Language
Round I	58.25	63.12	50.99	47.45	59.54
Round II	61.89	67.84	52.89	49.88	62.45

Round	Grade VIII			
	Language	Mathematics	Science	Social Science
Round I	53.86	39.17	41.30	46.19
Round II	56.57	42.17	42.73	48.03

Source: NCERT

Improvement in learning achievement levels cuts across the gender and social categories, though there is gap in respect of SC and ST children. Table 15 explains the improvement in learning levels of grade III:

	Mathematics				Language			
	Round I	Round II	Round I	Round II	Round I	Round II	Round I	Round II
	Mean%	SD	Mean%	SD	Mean%	SD	Mean%	SD
Boys	58.54	24.72	62.16	23.06	62.94	21.88	67.71	20.31
Girls	57.95	25.06	61.62	23.04	63.31	22.22	67.96	20.15
Rural	58.15	25.05	62.10	23.03	62.82	22.07	67.79	20.23
Urban	58.52	24.48	61.10	23.35	63.87	21.97	67.99	20.24
SC	54.6	25.72	60.02	23.53	60.42	22.59	67.01	20.72
ST	59.43	23.6	60.14	23.08	64.65	21.62	67.12	20.35
OBC	57.15	25.45	62.37	23.21	62.55	22.53	68.08	20.11
General	60.92	24.19	64.16	22.27	64.44	21.28	68.73	19.82
Total	58.25	24.89	61.89	23.01	63.12	22.05	67.84	20.23

Source: NCERT

**Financial progress:**

The approved outlay for SSA in the 11<sup>th</sup> Plan was Rs. 71,000 crore. In the first three years of the 11th Plan Rs 39,371 crore was provided, representing 55% of the overall outlay. With the RTE enactment in 2010-11, Government approved an outlay of Rs 2.31 lakh crore for implementation of the combined RTE-SSA programme over a period of five years from 2010-11 to 2014-15 as per the following break up:

SI No	Item	Last two years of 11th Plan	First three years of 12th Plan	Total
1	Child Entitlements	28852	21535	37626
2	Teacher related costs	38307	82584	120889
3	Infrastructure	17544	23417	40959
4	School related costs	5351	5566	12918
5	Research, Evaluation and Management	5540	9533	14973
6	Total	84408	146825	231233

The 13<sup>th</sup> Finance Commission provided a grant of Rs 24,068 crore for the period 2010-15, representing 15% of the estimated SSA expenditure of each State to cover the difference between the targeted State share of 50% by the terminal year of the 11th Plan under SSA and the State share of 35% in the year 2008-09. The amount provided under the 13th Finance Commission award was deducted from the overall approved outlay of Rs 2.31 lakh crore, and the balance Rs 2.07 lakh crore shared between the Central and State Governments in the approved sharing pattern (65:35 of States/UTs, 90:10 for NER States). Table 16 below indicates the year-wise outlays and expenditure in the 11th Plan:

Year	BE	Expenditure
2007-08	13171	11480.75
2008-09	13100	12642.75
2009-10	13100	12826.23
2010-11	19838.23	19636.53
2011-12	21000	14284 (till August 2011)
Total	80209.23	70870.76 (till August 2011)

It has been acknowledged that adequate resources were not provided for the elementary education sector in the first three years of the 11th Plan. As against an expectation of 65%-70% of then approved outlay of Rs 71,000 crore being made available in the first three years, only Rs 39,371 crore, representing 55%, was actually provided. With RTE enactment and approval of Rs 2.31 lakh crore as the requirement for implementation of RTE-SSA, it was expected that Rs 50,824 crore would be made available in the last two years of the 11th Plan, against which Rs 40,838 crore was provided. Thus the total funds provided in the 11th Plan amount to Rs 78,000 crore, a figure that is not much higher than the original approved outlay of Rs 71,000 crore, and falls significantly short of the funds required for implementation of the RTE-SSA programme.

The timelines for implementation of the provisions of the RTE Act are derived from the Act itself. Budgetary outlays in the 12th Plan will have to be appropriately front-loaded, rather than postponed to the later years of the 12th Plan, if the prescribed time lines mandated under the Act are to be met.

## CHAPTER 2

### SHIFT FROM SSA TO RTE IN THE 12TH PLAN

#### BACKGROUND

Sarva Shiksha Abhiyan (SSA) was conceptualised as a comprehensive and integrated flagship programme to provide relevant and meaningful education to all children in the 6-14 age group. The SSA goals included: (i) universal access and retention of all children, (ii) bridging gender and social category gaps in elementary education, (iii) education of satisfactory quality. SSA had distinct and definite goals, and given the deficiencies in the existing administrative structures and processes, new mission mode modalities, based on separately registered bodies in each state, were put in place to implement SSA.

Mission mode implementation under SSA has, undoubtedly, contributed to substantial achievements in universalizing access and enrolments, especially among hitherto unreached children. However, mission mode implementation was also expected to influence and reform the mainstream education department to take up the challenge of universal elementary education. This has met only limited success, and over the last ten years the education departments and SSA mission agency have tended to function as dual and parallel structures.

The need to give attention to this dichotomy was recognized by the Committee on 'Implementation of RTE and Resultant Revamp of SSA'. However, since the implementation of RTE began while the SSA was operational, it was considered prudent, as an interim measure, to use a modified SSA as the vehicle of implementation of RTE. The understanding was that by the middle of the 12<sup>th</sup> Plan a new modality of implementation of RTE would be ready to replace SSA.

The RTE Act confers a permanent right to free and compulsory education of equitable quality on the children of India - for all times to come. It requires the whole education department to work together in a unified manner, and necessitates a fundamental change in the governance structure. It is, therefore, necessary to put in place systems and mechanisms for a shift from the SSA project-based approach to RTE.

#### RATIONALE FOR SHIFT

An appropriate governance structure for RTE must naturally follow from the imperatives of implementation of the various provisions of the Act and take into account the strengths and weaknesses of SSA and also the problems arising out of the dichotomous nature of the existing programme management structure.

#### Strengths of SSA:

- a) **Fund flow mechanism:** The system of direct transfer of fund from the Central Government to State Implementation Societies and to district and sub-district structures up to



schools/SMCs, and not through the treasury system, has ensured the timely release of funds, crucial for the implementation of project activities.

- b) ***Presence of an empowered Executive Committee at the State level:*** The Executive Committee for SSA at the State level is headed by the Chief Secretary, and has representatives of various departments including the State Finance Departments, and other related Departments of Rural Development and Panchayat Raj, Social Welfare, Women and Child Development. The Executive Committee approves the Annual Work Plans and Budget (AWP&B). It also approves the modalities for implementation of the interventions incorporated in the AWP&B by the Project Approval Board within the SSA framework of implementation and financial norms. This arrangement cuts down the procedural delays, and more significantly, ensures inter-department convergence.
- c) ***Financial powers of SSA functionaries:*** SSA's financial management and procurement norms, with appropriate and well defined checks and balances, allows greater financial powers to project functionaries, and creates the required space for speedy decision making and professional autonomy.
- d) ***System of Contractual Employees:*** States have generally been faced with an acute shortage of accounts and engineering staff. The provision for engagement of employees on contract helped the project tide over this bottle neck. Besides, it also became possible to get competent and professionally qualified persons from the open market in accordance with the needs of different components of the project.
- e) ***MIS and better data management:*** SSA has put in place an effective MIS for elementary education through its annual data collection exercise, known as DISE. DISE has made it possible for States to prepare annual plans for the elementary education on the basis of current data and generate detailed school-wise report cards for all schools at the elementary level.
- f) ***Availability of adequate resources:*** The system of approval of annual district plans prepared as per the well laid down norms on the basis of a close assessment of the district specific needs has ensured that the project did not suffer from resource crunch for the implementation of approved interventions.
- g) ***Greater flexibility:*** Despite a large number of interventions under the project being norm based, it allowed scope for decision making at the lower levels within the confines of the norms, and revisiting and reviewing strategies even during the plan period with the approval of Executive Committee and in some cases, the Project Approval Board.
- h) ***Better monitoring and accountability:*** Supervision, review and monitoring arrangements under SSA are much better conceived and ensure greater accountability at all levels. The project has worked as a well-knit apparatus on account of periodic review meetings, regular field visits, capacity building programmes, better data management and third party and independent evaluations.
- i) ***Close rapport with MHRD:*** The arrangements like quarterly review meetings with the state level coordinators for different project components, half-yearly joint review missions and a

review meetings with the State Education Secretaries and State Project Directors, orientation programmes for newly posted State Project Directors, field visits by the Ministry and Technical Support Group (TSG) personnel, participation of Ministry's representatives in the State Executive Committee Meeting, intensive process of appraisal of district plans etc. have contributed to a close relationship between the Ministry and the states and have facilitated the cementing of the commonality of approach.

- j) **Peer learning among states:** One major outcome of the arrangements mentioned in the preceding paragraph has been the states are enriched by the initiative and experiences of other states. The quarterly review meetings and other periodic get-togethers have served not only as the occasion for stock taking of the progress in implementation, but also for sharing the good practices and initiatives.
- k) **Preparation of district plans:** Emphasis on decentralized planning under SSA has led to the capacity building of the district level and even sub-district level structures in plan preparation. This is expected to be a great help in implementing the shift to the new planning paradigm mandated by the RTE Act.

In any modified structural engagement it will be necessary to ensure that the strengths of SSA, the way it is at present constituted, are preserved and built upon. Particular reference in this context must be the mode of the gains due to direct flow of funds to the state society and the scope for constructive initiatives by the society. While the strengths are no doubt remarkable we must not fail to take into account the problems and weaknesses with the SSA system which tend to dilute the strengths.

#### **Weaknesses of SSA:**

- a) **SSA not integrated with mainstream system:** One undeniable fact is that SSA was created and functioned as a parallel structure within the government system. The already existing structures at the mainstream education department have remained aloof to it, and have tended to hamper the functioning and deprive the programme of the crucial support. Ideally the Directorates of Elementary Education, SCERTs, DIETs, BRC/CRC, State Textbook Corporations etc., and SSA should have been functioning in unison and pursuing a unified vision of universalization of elementary education, but it has not happened.

The success of the quality aspect of the programme hinged a lot on the strength of DIETs, but SSA could do little to address the problems like large number of vacancies in the DIETs, absence of a separate cadre of teacher educator, lack of training facilities and adequate resources, out dated pre-service course materials etc., as teacher education fell outside the province of SSA.

- b) **Less impact on retention and completion:** SSA's accomplishments in expansion of schooling facilities and improvement in enrolment of children are there for all to see, but the high rate of drop out and low completion rate continue to be an area of concern.
- c) **Inadequate effort on curricular and quality aspects:** The programmatic nature of SSA has been such as to preclude it from active engagement in the curricular renewal and textual material development processes. Its mandate was confined to providing training to the

teachers, organizing regular onsite support to them through BRCs and CRCs and development of supplementary materials. The responsibility of curriculum and textbook development rested with the SCERTs or some other bodies under the state government. This is definitely not an ideal situation and has resulted in the quality aspect of the elementary education not receiving due attention.

- d) ***Insufficient school supervision:*** SSA did strengthen the academic support system for the schools, but the administrative supervision of the schools remained a neglected area. The BRCs and CRCs were neither mandated nor had the ability to carry out duties of administrative nature. The mainstream departmental structures also remained weak, understaffed and under-trained to do this job effectively. As a result, some of the basic requirements of fully functional school, punctuality and regularity of attendance of the teachers, maintenance of records, effective liaison with the parents and community, follow up action on the training programmes etc., could not be ensured.
- e) ***Inadequate attention to teacher vacancies in the state sector:*** The fact is that despite recognizing the central role of teachers in improving the quality of education, the progress in filling up the teacher vacancies has not been encouraging, particularly in states faced with greater shortage of teachers. Equally unsatisfactory has been the progress in redeployment of surplus teachers. It has also not been able to take effective stand on the quality and service conditions of the teachers, even those teachers sanctioned under SSA. State after state recruited contract teachers with meager salaries and poor service conditions.
- f) ***Inadequate encouragement to non-government initiatives:*** NGOs' involvement in areas like management of alternative education centres and inclusive education has been there, but a robust institutional mechanism to involve NGOs in various aspects of programme implementation and encourage those doing good work is missing.

The dichotomous system of management of elementary education, which has been highlighted above, has tended to undermine the momentous gains of SSA. It is important to underscore that while preservation of the strengths of SSA would be essential as the elementary education system moves from SSA oriented investment towards a holistic approach envisaged in the RTE Act, it will be equally important to ensure that the problems and weaknesses of SSA are excluded in the new system of integrated, unified management. It is also important to take into account this imperative consideration which is inherent to RTE implementation.

#### **Imperatives of RTE:**

- a) RTE implies a long term commitment to ensure that the fundamental right to education is provided to children at all times, rather than a time limited project or scheme.
- b) Though the MHRD is largely responsible for the implementation of the Act, the implications goes beyond the MHRD; it involves other Ministries/Departments and the Central and State Governments, for example, the Ministries/Departments of Labour, Women and Child Development, Tribal Welfare, Social Justice and Empowerment, Minority Affairs, etc.
- c) The protection of child rights has been entrusted by law to the NCPCR and the SCPCRs that are not facilitated by the MHRD, but will need close collaboration with the MWCD.

- d) Since there are already moves to consider extending the right to pre-school and secondary levels, i.e. age groups 4-6 and 14-16, it would be prudent to anticipate this while formulating a future governance structure.
- e) MHRD itself is divided into various divisions that need to be coordinated in order to ensure smooth implementation of the Act. For example, in addition to the Elementary Education (SSA) division, the Teacher Education division is crucial to implementing various teacher education related provisions of the Act. Similarly, extension to class 10 will involve the Secondary Education division. The Mid-Day Meal scheme is located outside the SSA division. The pre-school, if and when included, will also need to be harmonized. Therefore there is need for day to day coordination within the MHRD itself. The RTE division cannot be a stand-alone and vertical division, if the Act is to be implemented effectively.
- f) At the state level, the bifurcation of the SSA and the mainstream department structures will have to converge, as elaborately brought out in the report of the Committee on 'Implementation of RTE and Resultant Revamp of SSA'. Commissioners/Secretaries may be single authorities, assisted by other staff, which may be augmented to handle the rather heavy administrative load the RTE is likely to bring in. The same convergence would need to be carried out at the district and lower levels. In particular, the BRC and CRC staff, hitherto project based, would need to be regularized, and the DIETs and SCERTs till now separate from SSA would need to be brought into the RTE fold since they have heavy responsibilities in implementing the Act.
- g) The Act demands that at the local levels, the SMC, the Local Authority and the Education department have concurrent responsibilities. This needs to be institutionalized.

### **Unified System of Management:**

#### ***Proposed Unified Governance Structure:***

Having outlined the strengths and weaknesses of the programme in its present shape, the problems related to the dichotomous governance structure and the RTE imperatives, following suggestions are made to operationalize the shift from SSA to RTE during the 12<sup>th</sup> Plan:

#### **At National level**

Reconstitute by the end of the second year of the 12<sup>th</sup> plan the Sarva Shiksha Abhiyan by a Right to Education Authority.

- a) An RTE bureau which is already headed by an Additional Secretary is a part of the Department of School Education & Literacy. The Teacher Education and Mid-Day-Meal scheme divisions should become a part of it.
- b) The RTE Authority to have a Governing Body headed by the Prime Minister, an Executive Committee headed by the Minister of Human Resource Development and a Project Approval Board headed by the Secretary, Department of School Education & Literacy to replace the existing structure under SSA.

- c) Project Approval Boards (PABs) meetings shall be chaired by the Secretary, Department of School Education & Literacy and the Chief Secretary of the states concerned will be special invitee.
- d) The process of review mission like the JRM of the SSA at present would continue as a periodical assessment of the RTE with all the monitoring agencies like the NCPCR, SCPCRs/REPAs along with members of NAC and representatives of SACs.
- e) The roles and responsibilities of NCERT, NUEPA, NCTE and TSG should include their roles and functions towards RTE implementation, as also to provide academic and capacity building support to RTE, with capacity as well to work in greater collaboration with the states.

For example, the Technical Support Group (TSG) for SSA can be recast to meet the significant opportunity that RTE presents. The TSG should be strengthened in terms of human resources with an integrated gender and equity section to ensure a discrimination-free classroom. TSG would focus on the one hand on planning, implementation and appraisal, and on the other on pedagogic, curricular and training aspect. The TSG should work in coordination with external Resource Groups to design exemplar trainings modules and graded training material that systematically introduces gender and equity into the main frame of teaching-learning, in-service teachers training and assessment of learning. These exemplar materials be developed and disseminated across States. SCERT can partner with Mahila Samakhya, Women's Organisations, NGO's at the state level in developing this curriculum and training design for teachers and KGBV staff across the state.

- f) Adequate budget provision should be made for NCPCR to enable it to function as an independent authority.

**At State level:**

- a) The State Governments would set up state RTE Authorities. The administrative roles for the RTE authority should vest with the mainstream education department functionaries instead of a parallel system be created. All administrative structures in the states till now separated into the project and department would be merged into one cohesive and effective structure. Directorate of Elementary Education, SCERT and SSA should come under one head. The Director or by whatever designation she/he is known, should be an IAS officer in the Super Time Scale and shall be assisted by separate Directors for different functional areas.
- b) The state level RTE Authority shall have a Governing Body and Executive Committee to be headed by the Chief Minister and Chief Secretary respectively.
- c) The present fund flow mechanism under the SSA should be retained and it should be considered to revise the Teacher Education scheme to have the same fund flow mechanism.
- d) The present system of autonomy of the state authority, including the powers for engagement of Consultants on contractual basis should continue.

- e) The state government shall set up Grievance Redressal Cells at the district, block, municipal body and panchayat levels, with designated officers, assisted by adequate manpower and resources. In order to harmonize the work of the SMCs and the local authorities, the state government shall create Shiksha Adhikar Samitis (SAS) at each Local Authority (LA) level, consisting of representatives from each SMC in that LA, members of LA and officials of the state governments to coordinate various implementation aspects of the Act. The SAS would meet twice a month in the initial years and after a review may meet once a month thereafter.

**At District Level:**

- i. District Elementary Education Officer shall be the overall in-charge of the Elementary Education in the district, though he/she may be assisted by officers posted specifically for looking after different aspects of the RTE.
- ii. Principal, DIET should be placed under District Elementary Education Officer, who should be the reporting authority for him/her.
- iii. DIET should be made responsible for all the pre-service, in-service teacher training programmes, functioning of academic resource persons at the block and cluster levels and quality interventions.
- iv. The district level advisory body should be headed by District Collector/CEO, Zilla Parishad and have representation of the elected members of parliament and legislated assembly, representatives of local authorities and the district officials of different departments.

**At Block Level:**

During the last few decades school supervision has grievously suffered due to insufficiency of staff and administrative neglect. The effort made under SSA through establishment of BRCs and CRCs, has improved matters marginally, but the overall situation has remained essentially unchanged. As a result, functioning of schools has deteriorated and quality of the teaching-learning process has not shown the desired improvement. Periodic inspection/supervision of schools to observe the infrastructure and facilities and the administrative aspects is critical. In addition, a proper system of academic and curricular support has to be developed to serve the purpose of continuing professional up-gradation of teachers and to see that school syllabi and learner evaluation are operationalized as expected. The structures at State, District and Block indicated in Annexure-1 are suggested to have a strong administrative and academic set up:-

- i. Each Block Education Officer should have a contingent of Additional BEOs who should help him/her in dealing with the administrative issues and Extension Officers who should be expected to undertake visits to school. Among other things they should look at the records required to be maintained by teachers/headmasters, condition of school building and infrastructure and sitting arrangement for students.
- ii. The BRC should be merged with the establishment of BEO which has academic staff of eight resource persons and a number of CRCs. Between the staff of these two resource centers it should be possible for one person to visit each school at least once every month. The purpose

of these visits would be to provide curricular support to teachers-particularly progress with syllabus, the manner in which use is being made of textbooks and other materials, assess and support teachers develop TLM and the manner in which continuous and comprehensive evaluation is being put into effect.

- iii. States would need to look into the adequacy of the supervisory staff and consider strengthening of the Block Education Office as per the Annexure-1:
- iv. States would need to devise effective cadre management rules for the block level functionaries and organize orientation and training programmes for them.
- v. The Block level advisory body should be headed by the Chairperson of the Block Panchayat Committee and have representation of the elected representatives of that committee, Gram Panchayat Presidents from the block and the block level officials of different departments.
- vi. BRC has to be recognized as a mini-DIET as it would be used for imparting residential training to the teachers, community members, parents etc. for about ten out of twelve months a year. It would also function as the accredited study center of the RCI for conducting training programmes on inclusive education and is expected to house the Resource Room for the CWSN. BRCs would also be used for conducting the contact sessions of the training through distance mode. It appears in the fitness of the things, therefore, to equip them with the hostel facility and augment the office and training space.

#### **Cluster Level:**

- i. One of the persistent problems hampering the quality academic support to the teachers has been the excessive burden of the non-academic works on the Cluster Resource Center coordinators. Such works are expected to grow with the focus on school based planning and need to monitor the academic progress of the children till they complete elementary education. The grievance redressal mechanisms at different levels are also expected to increase the work load as CRC Coordinator would be required to enquire into the school level complaints and submit factual reports. It appears necessary, therefore, to provide one more coordinator in the form of extension officer at the cluster level who is responsible for non-academic and governance related matters.
- ii. The growing tendency among the states to treat this vital structure as a burden and engage contractual persons as coordinators needs to be stopped. The academic resource person must be selected from amongst senior qualified teachers through a well-designed selection process.

#### **At school level:**

While system level management structures get reformed on the lines indicated above, the School Management Committees and village based organizations would also need to be strengthened sufficiently as they are to be invaluable in communicating in simple and creative ways the rights of the child as enunciated in the Act to the population in the neighbourhood of the school; as also the duties of the appropriate government, local authority, school, parents and guardians. In

pursuance of the RTE Act, a community based monitoring should be instituted as provided in the chapter 7 of the SSA Framework for Implementation on Management and Monitoring.

**Financial Implication:**

The proposed block and cluster level structures would entail creation of new posts at the in the office of BEO, though the number of CRCs would come down. Since many States already have the supervisory posts at the block level, it may not be necessary to create all the posts in all the states. Taking into account all factors it is estimated that approximately 60% posts would need to be created afresh. Financial requirement for a year against all these posts is estimated by taking the average monthly salary of Addl./Dy. BEO as Rs. 30,000 and of the Extension Officer as Rs. 15,000, and this would be within the 6% Management Costs provided under SSA. States would continue to bear the financial liability against the existing posts, and funds would be made available for the newly created posts from the Management Head of the programme.



## CHAPTER 3

### ACCESS AND RETENTION

#### **PROGRESS IN UNIVERSALISING ACCESS:**

Progress in achieving the goal of universal access under SSA has been consistent over the years. There were 1,73,757 habitations un-served by primary schools in 2002 - when SSA was launched. Over the years 2,02,901 primary schools were sanctioned, of which 65,249 were sanctioned in the 11<sup>th</sup> Plan.

At the upper primary stage there were 2,30,941 habitations un-served by upper primary schools in 2002. Over the years 1,73,419 upper primary schools have been sanctioned in a radius of 3 k.m., including 66,126 sanctioned in the 11<sup>th</sup> Plan.

SSA has largely met the access gap at the primary level; however there is an unfulfilled gap at the upper primary level, which must be addressed during the 12<sup>th</sup> Plan. RTE Act, operative from 1<sup>st</sup> April 2010, mandates that the States must prescribe the neighbourhood norms in the State RTE Rules. The sanctioning of upper primary schools will therefore be based on the State neighbourhood norms.

#### **INCREASE IN ENROLMENTS:**

Interventions for access have resulted in significant increase in elementary school enrolments - from 168 million in 2005 to 187.8 million in 2009. GER at primary level has increased from 103% in 2005 to 115.6% in 2009. The high GER at primary level is attributable to under-age and over-age enrolments, and these children are vulnerable to dropping out.

GER at upper primary increased from 59.2% in 2005 to 75.8% in 2009. This represents a very significant increase of 16% in the span of 4 years; nonetheless there is still a long way to go to ensure universal enrolment at the upper primary stage.

The challenge at both primary and upper primary level is to ensure regular attendance by children, which continues to be erratic on account of a variety of factors, including seasonal migration of children with parents, ill health, discrimination.

#### **BARRIERS TO ACCESS:**

A majority of the out-of-school children belong to the disadvantaged communities: schedule castes, schedule tribes, Muslims, migrants, children with special needs, urban deprived children, working children, children in other difficult circumstances, for example, those living in difficult terrain, children from displaced families, and areas affected by civil strife. RTE Act casts the responsibility of specifying and notifying the disadvantaged groups and weaker sections on the state governments. While discussing the issue of social access and equity, the tendency is to

confine it to broad categories like SC, ST, Muslims, girls etc. One has to appreciate that even these are not homogenous groups. The social realities are far too complex and there are groups within these groups, which for different reasons are much more disadvantaged. In order to fully meet the goal of universal access the next phase of programme implementation will need to address barriers to access arising out of the following social and economic realities:

**Gender:** Opportunity cost of girl's labour and early marriages continue to be serious challenges. This is aggravated by the fact of schools not being inclusive and safe spaces for girls. While schemes like KGBVs and NPEGEL have been successful, their reach has been limited in numbers. The larger education delivery system must respond to these barriers more effectively to retain the girls in the schooling system, after enrolment.

**Caste:** to address this barrier, intense micro planning at the SMC level is required. RTE Act has put in place a legal framework of prohibited and mandatory activities to deal with these barriers; nonetheless substantial work will have to be done at the stage of social and school mapping exercises at the village level. The change in mind sets of the education delivery machinery about verbal references, assignment of work to children of different backgrounds and class room practices of equity is a serious challenge which teacher's training will have to address. The SSA Framework of Implementation has given an exhaustive list of exclusionary practices, and this will have to translate into actual behaviour patterns. Another challenge for this barrier would be setting up mechanisms of timely detection and quick redressal after the norms of behaviour are laid out.

**Ethnicity and Language:** varies from open discrimination to just differences in physical and cultural scenario between the school and home. Differences in school and home language can lead to children dropping out as the children do not understand and cannot participate in class room transaction. This can be an insurmountable barrier to access.

**Disability:** It is estimated that out of all CWSN, 34% are out of school. The challenges for them are multiple - architectural barriers, inadequate provision of aids and appliances, resource support and curricular access.

**Displacement:** Displacement arising out of seasonal migration, natural calamities, civil strife etc. acutely affects children from disadvantaged groups and weaker sections. Where displacement can be anticipated, for example through migration patterns, pre-emptive steps to establish seasonal hostels may be taken for schooling of children whose parents migrate during the social and school mapping exercise. Alternately the receiving place may put them in Special Training with a view to future mainstreaming. The needs of children displaced on account of calamities – floods, earthquakes, civil strife etc. would need to be addressed in appropriate manner.

**Age:** Over-age or never enrolled children face an access barrier arising from a sense of humiliation in sitting with younger children. The RTE Act provides for Special Training for these children to enable them to be admitted to an age appropriate class. The States will also have to work on an accelerated curriculum which would be transacted in the Special Training centres, and concurrently ensure that teachers are trained in the appropriate pedagogy.

The RTE Act implies a fundamental change in approach to universal access, which will encompass not merely physical access to school, but also full participation in the classroom and learning processes.

### **INTERVENTIONS PROPOSED IN THE 12<sup>TH</sup> PLAN:**

In the 12<sup>th</sup> Plan the following interventions will be made for universalizing access and retention:

1. School and social mapping: The RTE Act provides children access to elementary schools within the “defined area or limits of neighbourhood”. States /UTs/ local authorities will undertake mapping of neighbourhoods/ habitations in order to arrive at a clear picture of current availability of schools within the defined area or limits of neighbourhoods. The mapping exercise will enable States/UTs to link neighbourhoods/ habitations to specific schools. This must be completed within a period of three years provided under the RTE Act for establishment of neighbourhood schools. It is possible that a neighbourhood may be linked to more than one school. Similarly, a school may be linked to more than one neighbourhood. This exercise, through GIS/GPS systems will help identify gaps for opening new schools.

School access demands not merely physical access to a neighbourhood school within a notified distance, but also social access by addressing exclusionary practices, especially those based on caste, gender, ethnicity and disability.

All interventions for access should be preceded by comprehensive school/social mapping exercise with the active involvement of community. The mapping exercise will facilitate the preparation of a complete record of the children in the habitation with the relevant details for determining the support required for ensuring their access to school. It will cover children in difficult circumstances, including the children: who are homeless, without adult protection, street children, migrant children, child labour, children in scattered habitations without access to school and children in areas affected by civil strife.

Funding for the initial School/Social Mapping exercise and preparation of comprehensive record and tracking system shall be provided on the basis of the number of Districts as per the cost estimate approved by the State Executive Committee. For subsequent annual updation and improvement of data base, funds may be sourced from the Management Cost and/or funds provided under REMS with adequate evidence of optimal utilization of resources available with Government/ Local Authority to minimize expenditure.

2. Opening primary schools: A neighborhood school is a school located within the defined limits or area of neighborhood, which has been notified by the State Government under the State RTE Rules. All new primary schools proposed to be opened as per neighbourhood norms notified in the State RTE Rules will be provided teachers, infrastructure and teaching learning equipment as mandated under the RTE Act, 2009, including, (a) at least two primary school teachers, and additional teachers as per the enrolment in each school, (b) primary school building as per infrastructure norms prescribed under the RTE Act, subject to State Governments/ UTs providing land and as per State Schedule of Rates, and (c) teaching learning equipment for each new school.

3. Opening upper primary schools: All new upper primary schools will be provided teachers, infrastructure and facilities as mandated under the RTE Act, 2009, including (a) at least one teacher per class so that there shall be at least one teacher each for (i) Science and Mathematics; (ii) Social Studies, (iii) Languages. Additional teachers will be provided as per the enrolment in each school, (b) an upper primary school building as per infrastructure norms prescribed under the RTE Act, preferably in the campuses of existing primary schools, and as per the State Schedule of Rates (c) teaching learning equipment for each new school.
4. Upgradation of EGS centres to regular schools: All EGS centres will be upgraded to primary/upper primary schools, and shall be provided teachers, infrastructure and facilities as mandated under RTE Act, 2009.
5. Transport/escort facilities: Provision for transport /escort facility is provided for (i) children in remote habitations with sparse population where opening of schools is unviable, and, (ii) urban deprived children,/ children without adult protection in urban areas where schools are not opened because availability of land is a problem. In addition transport/escort services will be provided for (a) children who are displaced or insecure about walking to school in areas affected by civil strife, (a) children with disability who need special support to reaching school.
6. Residential schools: are provided to support (i) children in sparsely populated, or hilly and densely forested areas with difficult geographical terrain where opening a new primary or upper primary school may not be viable, (ii) urban deprived children, homeless and street children in difficult circumstances and without adult protection, who require not merely day schooling, but also lodging and boarding facilities, In addition, provisions will be made for (a) children who are displaced or insecure about continuing their education in areas affected by civil strife, (b) children whose parents migrate seasonally in search of livelihood may be provided hostels or seasonal hostels attached to existing schools so that the children need not migrate with the parents, and are provided necessary care and protection during the seasons in which their parents migrate.

Priority may be given to setting up Residential Schools by redeploying and refurbishing existing public buildings or schools, and new constructions taken up only after the option of redeploying existing buildings has been adequately explored.

The recurring and non-recurring grants, and construction costs for Residential Schools shall be the same as KGBVs. Construction costs for redeploying public buildings and refurbishing unused old buildings will be on a case-to-case basis. The civil works costs for the construction of residential schools will be within the existing ceiling for civil works per district.

7. Special Training for age appropriate admission of out of school children: A majority of out-of-school children belong to disadvantaged communities: scheduled castes, scheduled tribes, Muslim minorities, migrants, children with special needs, urban deprived children, working children, children in difficult circumstances, for example, those living in difficult terrain, children from displaced families, and areas affected by civil strife, etc. The RTE Act provides that out-of-school children should be admitted to an age-appropriate class and complete elementary education. Special Training shall be designed to enable children to

integrate academically and emotionally with the rest of the class, and based on especially designed, age appropriate learning material, approved by the academic authority as per the RTE Act, 2009. The duration of Special Training shall be for a minimum period of three months which may be extended, based on periodical evaluation of learning progress, for a maximum period not exceeding two years. Support under Special Training may be in the form of residential or non-residential courses as needed. Children who have enrolled in school shall be entitled to free and compulsory elementary education even after completion of 14 years of age.

Considering the enormity and complexities of the work involved in Special Training all agencies which have the willingness and the ability to undertake this work must be encouraged to do so. Many NGOs have experience and /or ability to work in this area and they would be the natural partners in implementation of this aspect of the RTE Act. Arrangements for Special Training shall be made by SMC/ local authority in existing schools, wherever possible. However, if required strength of teachers and /or space is not available in the school, separate space and teachers will be provided. The children in Special Training Centres and also those in school with fragile retention will need hand-holding to encourage continuity in school. Funds for special training shall be released to the SMC.

Facilitating States to adopt an eight year elementary education cycle: Support will be provided to enable States following a seven year elementary education cycle to move to a eight year elementary education cycle comprising five years of primary schooling and three years of upper primary schooling. Support will be provided for one additional classroom, one additional teacher and TLE for transferring class VIII from secondary sector to the upper primary sector, and class V from the upper primary to the primary school.

## CHAPTER 4

### GIRLS EDUCATION

Over the last decade, SSA has consistently worked on improving girls' access to elementary education. These efforts at the Central and State level include improved provisioning for textbooks, supplementary teaching learning material and uniforms, hiring female teachers, bridge courses, and special schemes and programmes. Some specific interventions for girls included the establishment of KGBVs in EBBs and select urban areas for providing upper primary schooling facilities to out of school girls from disadvantaged groups and weaker sections. The KGBV programme validates the point that both the community and girls are keen on quality education<sup>1</sup>. The implementation of NPEGEL in the EBBs provided focus on gender-sensitive Model Cluster Schools as exemplar. As a result of these interventions girls' enrollment has shown an impressive improvement.

With RTE in force urgent attention is required not only to the issues of access, but also to issues of quality and retention. Many states like Uttar Pradesh, Bihar, Arunachal Pradesh and Orissa, which were lagging behind, have improved their enrolment figures; however their dropout rate and gender gap still pose a challenge to making RTE a reality. Micro level studies in hard to reach areas points to a continued disparity in the infrastructure, resources and quality of teaching available to children in tribal and Muslim dominated blocks contrary to the national figures<sup>2</sup>. Studies now point to the phenomenon of *silent exclusion*, where enrolled children attend irregularly, learn little and repeat grades. Girls from marginalized communities constitute a major section of such potential dropouts. Strategies and activities to address girls' education have largely assumed that they are a homogenous category, whose disadvantage can be addressed through a common basket of interventions. The NPGEL programme, is a case in point where despite its flexible approach, it has suffered from a fragmented, adhoc manner of implementation.

The onset of puberty poses its own challenge of access of young girls to upper primary and secondary schools, which might be three to five kilometers' walking distance. Security and safety are concerns that communities articulate. Paid work, unpaid domestic work, marriage and mobility all bear on their chances of continuation and completion. There is a cumulative disadvantage emerging: girls aspire / struggle with their multiple identities, constraining and limiting them specifically on account of their caste, class, religion and region.

Therefore, we see twin processes at work in the context of girls. The education system works against them with its inability to reach within reasonable geographical distance, especially at the upper primary stage, absence of female teachers, poor transport facilities and security etc.

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<sup>1</sup> A total of 2.8 lakh girls are presently studying in 3013 KGBVs (30% are SC, 25% are ST, 26% OBC, 10% Muslim and 8% BPL).

<sup>2</sup> See paper on Educational Access in MP and Chhattisgarh by R. Govinda and M. Bandhopadhyay October 2010 – NUEPA India and CREATE.

Quality impacts equitable access, with learners indicating non-comprehension as constituting to their decision to move out of schooling.

SES 2008-09 data indicates that once given the opportunity, girls tend to be more regular and their dropout rate is less (38.6%) than boys (44.89%). However the actual number of girls reaching the upper primary level is much lower than that of boys. Thus, we see the opportunities of access to education overall are significantly lower for girls.

Another challenge that Elementary Education in the next plan will need to address is the declining number of girls in the 0-6 age group. Initial Census 2011 figures show a drop in the sex ratio for this age group from 927 to 914. The decline is recorded in 27 states in the last decade including states like J&K, Rajasthan, Uttarakhand, Arunachal Pradesh, Maharashtra, including mega cities. The targets of achieving gender parity in education are going to be impacted seriously over the next five years as significantly fewer girls are going to enter the system. The question this reality raises is how education is addressing both learners and the community on the value of girls and in ensuring empowerment of both girls and women through education. Clearly, education strategies on gender now must move beyond focus on girls and enrolment to the nature of relations that exist between men and women or boys and girls. Thus working with boys and men in the community is critical to addressing gender equality in education.

## **INTERVENTIONS IN THE 12TH PLAN:**

Gender will be treated as a critical cross-cutting issue; this implies that not only will efforts be made to enable girls to keep pace with boys, but that education will be viewed in the perspective spelt out in the National Policy on Education 1986/92 which states that education should be a transformative force, build women's self-confidence and improve their position in society. Interventions in the 12th Plan will be guided by the principle that gender in elementary education is a quality issue, an equity issue and a systems issue. In this context the following recommendations are made:

### ***1. As an Equity Issue***

#### ***(i) Strengthening and Expansion of KGBVs:***

- (a)*** The number of KGBVs will be expanded to provide one more KGBV in EBBs, with special focus on wards recording high migration rates in urban and semi-urban areas, and EBBs with a high concentration of SC, ST, and Muslim population
- (b)*** A Day-Boarding KGBV model be developed for Muslim Girls in EBBs with above 20 percent Muslim population. Transport facility will be provided to girls to reach the KGBV. The day boarding facility will be operational only for a period of three years. Following community mobilization and trust building activities, these day boarding KGBVs be integrated into the residential KGBV model.
- (c)*** The existing KGBVs be extended across EBBs to provide schooling opportunity till the secondary and higher secondary stage to ensure that girls enrolled therein can pursue their education without interruption, and there is a seamless integration with the secondary/higher secondary sector in respect of this component. Infrastructure and teacher

norms for extension of KGBVs to the secondary/higher secondary stage will be as per KGBV norms.

(ii) **NPEGEL:** In addition to the existing provisions NPEGEL programme will provide the following programmatic interventions to impact girls' participation and retention in school.

(a) **Running Bridging Centres:** To mainstream girls into age appropriate class in Model Cluster Schools (MCS). Modeled on the Mahila Shikshan Kendras or Kishori Kendras run by the Mahila Samakhya Programme and interventions by NGOs a 6 month to one year long residential centre be set up to mainstream over age or dropout girls into formal schools. These bridging centres for girls be developed in and around the MCS. NGOs and CBOs be involved in the running of this initiative along RTE guidelines, as government aided and recognized centres. A formal procedure of interface with the MCS be outlined and set in the system for entry of these girls into age appropriate classes.

Mainstreamed girls to be supported within the school to keep pace with other children and to hold their own in the face of subtle discrimination. Provisions be made for a three to six month interface between the MCS and the Shikshan Kendra, for after school support programme. This will ensure retention of girls within the formal school system.

(b) **Developing MCS as Model Schools for gender, equity and quality integration;** NPEGEL provide for a gender and equity facilitator at the BRC level in the 42,230 MCS schools. Specific strategies and activities to address concerns of boys and girls on gender and equity be undertaken in school. Monitoring of progress towards compliance of RTE can be showcased through these schools.

(c) **Development of MCS library to have digital content, including audio visual resources:** This would be available to all children in the cluster of the MCS.

(d) **Development of bridging modules and manuals:** Educational groups, NGO's, and programmes like Mahila Samakhya, which have considerable experience of bridging girls from marginalized and vulnerable sections work towards developing age appropriate curricula. Training of teachers be conducted on these materials.

(e) **Training of SMCs on gender and equity issues:** In addition to the technical components of developing SDP, monitoring etc, special trainings be organized on issues related to gender discrimination and equity. NGO's and women's groups be drawn upon to develop this module at the State/District level with SCERT, DIETs as also institutions implementing programmes of the Ministry of Women and Child Development (ICPS, Sabla, Kishori Shakti etc.). Special trainings also be organized for women, SMC members, at panchayat and cluster level to ensure women participation in SMC's.

Supporting forums for girls and boys in the school and within the community. The Meena Manch, with its success in creating a forum for young girls, be promoted as part of the RTE efforts to ensure participation of girls in Elementary Education. A review of existing activities be carried out, adding new components that will strengthen their support to girls on critical issues – be it health, gender issues, academic achievements in science, maths, language, sports, life skills etc.



## 2. As a Quality Issue

- (a) **Gender orientation of curriculum, pedagogy, teacher training and evaluation:** In the context of RTE the curriculum, textbooks, teaching-learning materials, the use of space in the classroom, infrastructure, assessment and teacher trainings need to be viewed holistically and should mutually reinforce each other. Curriculum, textbooks, pedagogic practices would need to capture the entire web of social and economic relations that determine an individual's location in the social reality and shapes her lived experiences. States would be advised to set up an academic – gender - equity resource group.
- (b) **Building the school as an inclusive safe space for girls** to ensure inclusion of issues of sexual abuse and assault in training modules for teachers, residential staff, and Grievance Redressal officers.
- (i) Specific modules on sexual harassment and violence be developed and integrated into the teacher training design.
- (ii) Provision is made that Grievance Redressal of cases of sexual harassment and abuse be investigated in accordance with Vishakha guidelines and include external members who are from women's organizations or NGOs who have experience of working on women's issues.

## 3. As a Systems Issue

- (a) **Special Focus Groups:** to ensure focus on girls from disadvantaged groups and weaker sections, especially Muslim and Tribal girls, thereby identifying them as 'Special Focus Groups'.

The Muslim community records the highest percentage of out of school children, and in this context there is need for special focus on Muslim Girls. The formal school system should be expanded in Muslim dominated blocks and wards (in urban/semi urban areas) through opening primary and upper primary schools. If required, 'Girls Only' schools may be opened in EBBs with a concentration of above 20 percent Muslims. Transportation and escort facilities should be provided for Muslim girls to access upper primary schools, where required, with clearly specified norms.

Tribal girls too, constitute another vulnerable group that needs focus in the 12<sup>th</sup> plan. It is recommended that convergence with the norms of RTE be focused on with the Tribal Welfare Ministry for Ashramshalas. The Ashramshalas be upgraded and integrated into the KGBV norms and guidelines.

- (b) **Special focus on girls from Migrant communities:** In this context urban and peri-urban areas need to be mapped and analysed, so that provisioning cum support is ensured through specific programmatic interventions.

- (c) *Integration of KGBV teachers into the regular State cadre:* State Governments will be encouraged to integrate KGBV teachers into the regular state cadre at par with the salary scale of government teachers.

## CHAPTER 5

### MAHILA SAMAKHYA

#### MS: THE CONCEPT AND BACKGROUND

The MS programme was a direct outcome of the NPE 1986 commitment to women's equality, empowerment and education, and has been functioning as an independent programme fully funded by the Government of India since 1988-89. The NPE 1986 emphasis on the need for "a well conceived edge in favour of women, envisioning education as an "agent of basic change in the status of women", that would play a "positive role in the empowerment of women" continues to be relevant in the current context. MS has played a key role in addressing issues of inclusion as well as strengthening decentralisation processes.

*"The MS programme conceived of women's education as much broader than literacy, and a process of collective, critical reflection and active self determination to change conditions constraining women's lives. It brings social justice and gender justice agenda together, through a focus on the empowerment of socially and economically marginalised women".*

- Report of the Third JRM for Mahila Samakhya, February, 2011

Currently there are many programmes addressing women within the broad paradigm of development, where women are beneficiaries. None of these, however, equip poor women in particular to challenge social and gender discrimination and exclusion. MS is perhaps the only programme that aims to build perspectives and develop capacities of poor women at the local level to address gender and social barriers to education and for the realisation of women's rights at the family and community level.

#### LESSONS FROM MS: EXPERIENCES, EVALUATION FINDINGS AND IMPACT

In the past 23 years the programme has grown and is currently being implemented in 10 states across 105 districts, 495 blocks and 33,577 villages. From the 10<sup>th</sup> Plan onwards conscious efforts were made to expand the programme to more educationally backward blocks.

Successive evaluations have acknowledged Mahila Samakhya as a unique process-oriented programme which has demonstrated ways of empowering rural poor and marginalised women and thereby enabling their effective participation in the public domain and in educational and learning processes.

Currently, over a million poor and marginalized women have been mobilized and organised into women's collectives called sanghas, which in turn have begun to federate. (See Table below for details of physical progress). What merits attention is that this vast pool of women from marginalised groups has been mobilized and conscientised to address and overcome

gender barriers to the empowerment and education of women and girls and constitutes a powerful civil society voice. The fact that over one million poor women continue to be associated with these processes deriving no direct financial benefit stands testimony to the fact that the MS approach has struck a chord with them. Of the 1.05 million women (at the end of the XI FYP) with whom the programme interacts and works with in a sustained manner, 36.74% are SC, 16.33% ST, 27.47% OBC, 9.13% Muslim and around 10.38% are women from the general categories. In some states the programme has reached remote pockets and groups that have not been reached by any other development initiative.

**Table: Status of MS Programme (2011-12)**

<b>Particulars</b>	<b>As on 31<sup>st</sup> March, 2011</b>
States covered	10
Districts covered	104
No. of blocks	504
No. of villages covered	32335
No. of Sanghas	42147
No. of members of Sanghas	1066378
No. of federations formed	217
No. of autonomous federations	50
No. of Mahila Shikshan Kendras	97
Girls passed out from MSK	7720
Girls enrolled in formal schools, including KGBVs after having passed from MSKs	7055
Kishori Sanghas	9893
Members of Kishori sanghas	182121
No. of Sangha women elected to PRIs	10469
No. of alternative centres for learning and literacy	17033
No. of KGBVs being run by MS Societies	175
No. of NPEGEL centres being run by MS	5051
No. of Palna Kendras/ Shishu Grahass run by MS ( these are not funded from ECC&E Centre scheme)	2088

Concurrently, over 2.4 lakh adolescent girls have also been organised into kishori sanghas across the MS programme. In a parallel process to adult women's empowerment and learning, around 10,000 Kishori sanghas have also been formed. These are the sites where adolescent girl's issues and life skills are addressed. The Kishori sangha has emerged as equally effective as the sangha of adult women in reaching older out of schools girls and is a critical first step in bringing girls into the mainstream of education.

## **RATIONALE FOR CONTINUANCE OF MS, AS A PART OF RTE-SSA**

- I. *“When education is viewed in terms of its transformative potential, as a social intervention that works towards re-examining existing realities, then it becomes the single most powerful process for redressing inequities of gender”.*

*Position paper of National Focus group on Gender issues in Education, NCF- 2005*

The only way girls, in particular older girls, can be provided an 'equal education' is if their mothers/community take an empowered stand. Implicit in RTE is the principle that Elementary Education should aim at girls' empowerment. If this is to be achieved then focusing on the empowerment of adult women who have the inclination to provide support to such a process, becomes the most important and enabling factor. Institutional/organizational support for girls' 'equal education' with quality can best be provided by sanghas and kishori sanghas, with whom MS works.

The Mahila Samakhya approach to women's learning and education has shown ways of bringing very poor women and girls into the ambit of the learning process. The MS programme looks at "education" as a broad learning process and practice that provides marginalized women in particular time and space to reflect on and address their needs and issues, access information and knowledge about rights and entitlements, and to make informed choices. During the course of this learning, life skills, women's agency and local leadership are developed. This process has also led to strong demands for basic literacy and numeracy being made by women. The outcome of this process has been the enhanced self-esteem and self-confidence among very poor women enabling them to be proactive in the public domain as is evident from their increased participation in Panchayati Raj and local school committees to cite a few examples.

**II.** The most significant outcome of working with adult women has been the strong decisions and actions poor women have taken to better the lives of their daughters, and other girls in their villages. The time and energy invested in enabling the empowerment and learning of adult women has had positive spinoffs for girls in terms of advancement of age of marriage, willingness to withdraw them from work, and ensuring that older girls in particular have a real opportunity for education. Enrolment of older girls in particular in the various alternative learning opportunities provided by Mahila Samakhya merits mention.

Thus, the programme has evolved a deep understanding and insights on developing contextual, relevant and meaningful ways of working with women and older girls in particular from very deprived and most marginalised communities and social groups. The relevance and continuance of Mahila Samakhya for the 12th Plan is all the more crucial with the current thrust on inclusive education and development through the RTE-SSA. What needs to be recognised is that this has been possible through sustained perspective building and training of field staff to keep the focus on most marginalised women. The vast trained human resource associated with MS has to be harnessed for achievement of the underlying goals of RTE, viz. equity and equality in and through education.

**III.** Also, Mahila Samakhya has had to innovate on reasonable scale that now can and is influencing mainstream educational programmes in various ways. The most significant is the development of a pedagogy and curriculum that is contextual, relevant and meaningful to the lived realities of poor women and girls, and which have informed mainstream programming and are of relevance.

- In the recently launched Saakshar Bharat programme with its thrust on female literacy, sanghas and federations have been proactive in seeking to get a validation of their literacy skills through certification. MS too in almost all its programme states plays a key resource

role in review and development of learning materials from a gender perspective and based on the learning's from sangha women.

- The Mahila Shikshan Kendras, residential learning centres have proved to be effective in addressing the learning needs of both women and girls. For adult women the organising of what is called the short term Mahila Shikshan Kendra that offers one to two week thematic courses around issues such as health, environment, legal rights, government entitlements, etc has proved to be effective. The longer term (12-18 month) residential MSK for older girls has been commended and recognised for dovetailing life skill education with formal education. There are around 97 MSKs being run by MS at present. Over 20,000 girls have graduated from the MSKs so far and around 74% are continuing their education either through joining formal schools including the KGBVs.
- The need for transitional learning centres to mainstream older girls was recognised at an early stage. In Bihar for instance the success of the strategy of starting at the pre-school stage with the Bal Jagjagi, the transitional/ bridging centre the Jagjagi Kendras for older girls, and the long term residential centre, the Mahila Shikshan Kendra have informed the design of approaches for out of school girls in all the UEE programmes in the state.
- The MSK experience has directly informed the designing of the Kasturba Gandhi Balika Vidyalaya (KGBV) scheme and the National Programme for the Education of Girls at the Elementary level. The 14<sup>th</sup> JRM of SSA has also commented on the difference MS has made to both the KGBV and the NPEGEL programmes. The implementation of KGBVs directly by Mahila Samakhya in states such as UP, Bihar, Gujarat and Karnataka has been appreciated for bringing in the whole experience of working with diversity and issues of adolescence. In Andhra Pradesh for instance, the role of MS in strengthening the gender component of the NPEGEL programme has been commended for having “successfully interwoven issues of gender and learning in their curriculum and targeted activities like life skill curriculum, sports, and vocational inputs.” The JRM Report has further commented that, “the learning from Mahila Samakhya could be used as exemplars, to widen the scope of the KGBVs so that they address the issue of girls’ participation as well as underlying gender related issues that affect the status of women...”
- In Kerala, MS has been the main resource for training of school teachers State-wide towards their sensitization on issues of gender-based and social violence and discrimination faced by children, especially girls, both inside and outside the school. In Assam MS has played a key role in sensitising teachers, education officials, and community members on the gender implications of RTE, and teacher training & life-skills input to the implementation of NPEGEL programme.
- In pockets of Jharkhand and Assam where trafficking of girls is emerging as a major problem, sangha led girl child protection committees have been set up. This experience has been used in the sensitisation of police officials on trafficking of girls and ways in which this problem could be tackled.
- An important area of impact of MS’ work has been the formation of strong sanghas in villages across the programme community awareness/mobilization on the importance of education, especially girls’ education, and the consequent impact on enrolment and retention of children in schools. (This process has been further strengthened through work with men and boys in MS States of Andhra Pradesh, Karnataka & Jharkhand) E.g., in Andhra Pradesh, 506 villages in MS’ operational area have 100% enrolment (in 2011-12) through MS’

participation in rolling out State Education Department's enrolment drive (*badi bata* campaign).

- Similarly, the experience of MS-facilitated sangha members playing a proactive role as members of VECs, PTAs/MTAs and in running/monitoring MDM also points directly to the potential for sanghas' and federations' role in the SMCs/SDMCs and influencing/monitoring/mobilizing communities with reference to the RTE.
- One of the more exciting emerging dimensions is the partnership between the federations and MS for girl's education that has emerged in some states. As concerns of security and safety are of highest concern in sending older girls in particular to residential bridge centres, federations have taken on the role of running these centres, thereby taking on the security responsibilities and providing social legitimacy to such efforts. The academic and resource support in these instances is provided by MS. An outcome of this has been that in states such as AP, Bihar, Karnataka, and UP federations have begun to partner SSA in the running of such bridge centres.

### **AUTONOMY, NON-NEGOTIABLES AND FOCUS OF MS PROGRAMME IN 12TH PLAN**

The success of MS has come from its autonomy to plan, implement and respond to a variety of situations in the field. It has operated within a broad framework delineated in the national plan document but detailed programming is done according to local situations in the different states. This has led to its success in diverse regions and states of the country and it is critical to retain this autonomy. Hence, MS should continue as a programme with operational and programmatic autonomy and independence guided by the objectives and non-negotiables already in existence.

1. The focus on poor and most marginalized women's mobilisation, empowerment and learning, through work with sanghas and federations, should continue to comprise the primary task of the programme, and all interventions should be informed by women's articulated needs.
2. The process of creating an enabling environment and providing time and space for poor women to come together cannot be short circuited. There needs to be space for innovation and the development of approaches/interventions that address diversity and are contextual and locally relevant. MS should not be trammled by pre-set targets, but have the freedom to set its own benchmarks and goals to be achieved against which it could be evaluated.
3. As underscored by recent JRMs, there is, however, a need for the programme to regularly reflect and revisit its mandate and strategies to ensure that more of the most marginalised women are reached, and also to spell out how the programme's rich experience can inform and influence the mainstream in a more sustained manner.
4. In a more direct way it needs to expand its engagement with programmes such as KGBV, NPEGEL and other education programmes for women and girls. However, in deepening and expanding convergence with on-going education programmes in order to reach the larger programme goals, caution must be exercised to ensure that the programme does not get subverted or diluted. While MS may be given priority in the running and/or monitoring of

KGBV and NPEGEL in its operational areas, State MS Societies may take up the same only on the scale and intensity determined by their own preparedness and capacities.

5. MS programme's expansion in the XII Plan – both within existing States and to new States - must be undertaken in a planned manner that does not undercut the nature of the programme which lays emphasis on the process. This expansion also needs to be informed by a deeper understanding of the pockets and groups that continue to be excluded and marginalized – i.e. most backward blocks with a view to enhance educational participation and greater community engagement, and where there has been dramatic decline in sex ratio, trafficking of girls is reported, areas with high incidence of violence against women and girls, pockets with high concentration of Muslim poor, as also amongst urban poor women.
6. It is imperative to establish a National Resource Centre to bring MS programme's varied insights on women's empowerment, learning, agency, girls' education and institution-building to address gender barriers into the mainstream, as also to further resource and support the strengthening and expansion (in coverage as well as scope/role) of the programme itself. The setting up of a National Resource Centre, with strong state level or regional units needs to receive top priority in the XII Plan period.

## **INSTITUTIONAL AND FINANCIAL ARRANGEMENTS**

### **At the National Level:**

- a. As an expanded role for MS is being envisioned both in terms of implementation as well as a gender resource agency, there is a need to expand the pool of dedicated consultants at the national-level to support the programme.
- b. The National Resource Group (NRG) which is currently the advisory body for Mahila Samakhya may expand its purview to include expertise on initiatives for girl's education as well. Members of the MS NRG are currently ex-officio members on Executive Committees of MS state societies; a similar representation of the MS NRG on the Executive Committees of State SSA Societies is recommended.

### **At the State Level:**

- a. The MS programme will continue to be implemented through the existing independent and registered State MS Societies, (registered under the Societies Act). The arrangements under the existing MOAs should continue, with representatives of both government and non-government on the Executive Committee of the State MS Society and other key decision-making bodies. For new expansion areas, the existing guidelines for MOAs may be followed for registration/setting up of new State MS Societies.
- b. The implementation structure of having a State Office, District Implementation Unit and staff at the district and sub district level of the block and cluster of villages will continue. This would apply to new expansion areas as well. These, however, can be adapted to the state of maturity of the programme in a given district/ state.
- c. The programme should continue to retain the trained and experienced functionaries from outside government who come from diverse backgrounds and are committed to the cause of gender and social justice. The State Societies should also continue the existing selection

processes for engagement of such functionaries in the programme. State MS Societies should continue to adhere to existing GoI Guidelines with reference to the selection, appointment, appraisal and tenure of MS State Programme Directors as well.

### ***Budget and financial management***

- i. **At the National level, provisions for Mahila Samakhya should be a distinct and separate component of the SSA budget funded entirely by GoI.** Hence, each MS Society should continue to follow the current practice of preparing its own AWP&B as per its field needs and informed by GoI-specified financial pattern . The finalization and approval process of the AWP & B would include appraisal by the National Project Office, approved by the E.C. of the State Society, and then finally presented to the MHRD at the PAB (alongside SSA's AWP&B) for final approval. Funds will continue to be released directly by the MHRD to the concerned State MS Society as is the current practice.
- ii. The current practice of broad budget norms for different heads of expenditure may continue. As MS is not a service delivery/infrastructure-driven programme, allocations for training, perspective building, innovations, and pilots ought to be sufficient and flexible to meet diverse needs and requirements. Hence, in the XII Plan, financial patterns are provided on the basis of which programmatic budgeting can be done and which is needs based and resource efficient To continue good financial management practices and resource efficiency, budgetary caps are specified for management and procurement/consumable components of programme costs, in the XII Plan Period.
- iii. Budgetary allocations also need to increase incrementally given the focus on expansion into more areas within existing MS States as also to new States. (Details of overall budgetary projections for MS programme in XII FYP, year-wise, are at annexure) Also, incremental increases in budgetary provisions may be provided for in the XII Plan based on price rise – in management and procurement/consumable components of programme costs (at 10% per annum) as well as in honoraria (at 5% p.a.) for retention of experienced functionaries.
- iv. MS should continue to support grassroots women's collectives in their actions and activities by providing minimal (short-term/one-time) but significant grants to strong sanghas and federations with approval of E.C. and following practices of monitoring of expenditures etc. as appropriate to regular grants processes.
- v. Manual for Financial Management & Procurement in Mahila Samakhya programme should continue to be the guiding framework for all accounting and other FM&P practices in the State MS programmes.

Financial projections of outlay for Mahila Samakhya Programme for 12<sup>th</sup> Five Year Plan are given in **Appendix I to VI (a) to (c)**.



## CHAPTER - 6

### EDUCATION OF TRIBAL CHILDREN

#### **Introduction**

Scheduled Tribes (STs) constitute 8.2% of the total population of India. There are 573 notified scheduled tribes who speak 218 languages. The literacy rate as per Census 2001 amongst tribals is 47.10%, demonstrating a gap of 17% from the national average of 65%. States with large concentration of tribals such as Madhya Pradesh, Odisha, Andhra Pradesh, Jharkhand, Arunachal Pradesh, Tripura, Chhattisgarh and Rajasthan reflect this gap. The problems in these states are complex as the tribal communities suffer from poor economic development, physical isolation and deprivation, and are at the lowest rung in terms of poverty indicators in comparison to even other disadvantaged groups.

As per the SES 2008-09, the percentage of ST students joining Grade I and then leaving school by Grade V is as high as 31.26. Previous plans have addressed educational deprivation through creating better provisions, relaxing norms for opening primary schools in tribal hamlets, establishing residential facilities, opening KGBVs in tribal areas, experimenting with mother tongue based MLE programmes in few schools (in Odisha and Andhra Pradesh) under innovation schemes in SSA etc. Despite this, problems of low achievement and high dropout rates particularly among the nomadic and primitive tribes and the tribal girls persist.

Actualizing the goal of substantial improvement in the quality of school education so that tribal children achieve higher levels of academic success and build capabilities for economic success calls for a comprehensive approach. Improvements in educational infrastructure and in quality of schooling need to be integrated with tribal children's cultural resources and identity.

The focus for the 12th plan period for tribal children must therefore not only ensure their enrolment in the classroom with improved physical facilities but also their retention and participation in an active learning mode with a positive sense of identity and empowerment.

**Access concerns:** Studies and reports indicate that many tribal parents seek admission of their children to the residential schools. It has a dual advantage of coping with poverty by addressing needs of food and clothing along with learning. NMRC reports (2009) reveal that Mid-Day Meal attracts even under-age tribal children in mother tongue based multilingual education (MLE) schools in Odisha for two reasons: firstly, children understand what teachers say in the class and, secondly, they get some hot food to eat.

**Quality and equity concerns:** Linguistic and cultural resources in the classroom lead to higher cognitive and meta-cognitive skills and better learning outcomes among children. Children grow as self-confident and self-reliant individuals (Agnihotri, 2006). In a rights-based education system, a democratic and non-discriminatory environment is essential for ST children. Studies show that the schooling experiences of tribal children are characterized by non-comprehension,

predominant experience of failure, non-acceptance of one's self and identity, recurrent feelings of diffidence and inadequacy of own culture and language. For education to become self enhancing, growth oriented and a positive experience, it is imperative that tribal children should not be forced to a situation where they don't understand what the teachers, books, school walls and the blackboards seek to communicate.

## **INTERVENTIONS IN THE 12TH PLAN**

Given this situation the following recommendations are proposed for Tribal Children in the 12<sup>th</sup> Plan:

1. ***Conversion of 5% of existing Government Elementary Schools in all EBB blocks with more than 50% tribal population into Residential School Complexes having provisions for pre-school (non-residential), primary and middle schools.***

Residential School Complexes as large educational hubs in contrast to the existing small primary schools entail several advantages: resources and infrastructural facilities can be optimally utilized, the components in a larger unit can mutually compensate for temporary shortfalls (for instance temporary teacher absence, occasional damages to classrooms and other physical facilities), and experience of participating in formal democratic institutions among tribal children.

- Adequate provisions for pre-primary (non-residential; one year initially and subsequently two years if the parents demand), primary and middle schools in keeping with RTE norms. This to include both physical facilities and adequate social and academic support of the children. These centres should be provided good transportation facility for children.
- Teachers, care takers/wardens appointed in the hostels and trained to look after boarders' sports and recreational activities and evening studies. In the conflict affected areas, the wardens and teachers need special training for providing psychological counseling to the affected children.
- Provision of free Teaching Learning Material, school uniforms, shoes, school bags with notebooks, pencils, crayons and other classroom accessories.
- For operational guidelines and financial estimates in respect of one Residential School Complex see Annex to this chapter.

### **Phase-wise Conversion of Regular Government Schools into Residential Schools:**

**Phase I:** Remote and difficult area schools where seasonal migration is rampant or where nomadic and primitive tribes live to be targeted in the first two year. At least 50% of the EBB blocks be covered. Government to assess its efficiency and impact on children's overall growth and learning before upgrading in the remaining blocks.

**Phase 2:** 50% of the remaining tribal block be covered in the 3<sup>rd</sup> or 4<sup>th</sup> year of the plan period. Special priorities be given to the areas inhabited by the vulnerable and poor tribal communities such as nomads, primitive and marginalized tribes.

### **Operational Guidelines for Residential School Complex (RSC) for tribal children**

1. **Level:** To begin with the RSCs will start with one year pre-school (non-residential), Primary and Upper Primary classes. As a later stage a second year of pre-primary and 2 years of secondary classes may be added.
2. **Infrastructure:** Building norms to conform to Navodaya Vidyalays (NVS), with separate dormitories for girls and boys. Navodaya Vidyalays begin at class VI. Hence, cost-wise norm applicable to hostel and class room facilities for class VI-VIII will be provided in RSCs for grade I-V. Maintenance should receive due attention. Transportation will be provided for pre-primary children, to meet health contingencies, etc.
3. **Learners in RSCs:** At least 50% of the RSCs will be exclusively for girls. At least 60% of the learners in all RSCs will be from the most deprived tribal communities. The remaining seats will be filled by children belonging to disadvantaged groups as defined in the RTE Act, 2009.
4. **Staff:** (a) For hostels: It may be difficult to engage teacher as Wardens. Therefore, in accordance with the experience of the Shiksha Karmi project of Rajasthan (started 1987) persons with matriculation qualification may be engaged and provided on month initial training followed by similar training every year. They should be encouraged to continue their academic and professional educational and upon acquiring the required qualification for appointment as teacher should be given a preference in such appointment.  
  
(b) **For teaching:** Two teachers for 30 learners at pre-primary level; one teacher per class at primary stage and the NV norm for classes VI-VIII.  
  
(c) **Principal:** Specially chosen person in the grade of secondary school principal. To be provided 2 bedroom residential accommodation.  
  
(d) **Support Staff:** On the pattern of NVs.
5. **Location:** RSCs should be located in larger tribal villages where there are facilities for senior secondary education. The place should be one that is connected by all-weather road.
6. **Implementation and Supervision:** State SSA Implementation Society will have responsibility for implementation and management of this scheme. Funds for RSCs will be routed through SSA Society. Wherever considered feasible implementation of one or more RSCs may be assigned to an NGO or the MS society.  
  
Basic responsibility for supervision and management will rest with the RSC Principals. Proper running of RSCs in a block would be a challenge for BEEO and Block Panchayat leadership. They will provided guidance, supervision and support to RSCs in the block.
7. **Monitoring and Evaluation:** A simple format will be prescribed for quarterly monitoring of

progress in RSCs. Towards the end of year 2 of the implementation of the scheme the Central Government will institute an evaluation of the scheme to enable it to make decision regarding expansion.

**2. *Provision of Seasonal Hostel facilities for children of migrating families both at the place of origin and of migration in urban and rural areas. These hostels to follow norms set out in the KGBV scheme.***

Seasonal hostel facilities can range from 3 months to 8 months period of stay for learners. These hostels may be set up in the vicinity of elementary schools for ensuring admission of such learners. Funding for seasonal hostels may be sourced from the provisions made for Special Training of out-of-school children in order to mainstream them into regular schools.

**3. *Inclusive Education Training Programme for Implementation of child right laws within Residential school and hostel premises.***

Annual training of 3-6 days duration be organized in residential schools and hostels for those mentioned below. Funding for these training programmes can be sourced from the provisions made for annual in-service teacher training. Local groups, NGOs, CBOs Grievance Redressal officers be involved in designing and conducting these trainings.

- All hostel staff (including wardens, care takers, cooks, helpers etc.) and teachers to be oriented to child right issues, including exploitation, sexual harassment, humiliation, etc.
- Residents of the hostels on their rights (safety, dignity, basic facilities etc.) and how to approach the authority or the police if rights are violated.
- Printed material for children and parents provided at admission as pamphlets in regional and tribal language on the basic rights of children and the mechanisms of grievance redressal. Posters for display in school and on hostel notice boards.

**4. *Ashram shalas to become RTE compliant:***

Convergence with the Tribal Affairs Ministry be sought to ensure that all Ashram Shalas become RTE compliant in terms of provision of infrastructure, deployment and training of teachers, ensuring quality and equity guidelines set out by the Act.

**5. *Introduction of MLE:***

The language situations in tribal areas are complex. There are two broad approaches recommended in the 12<sup>th</sup> plan.

**Approach 1: Mother Tongue (MT) based Multilingual Education**

States like Andhra Pradesh and Orissa have started addressing the problems of the remote tribal area schools, where children from one language speaking community study by employing Mother Tongue based Multilingual Education where a transition model is followed. Tribal children are taught first in their home language and gradually switch to regional, and national languages. From class V onwards, they are taught predominantly in

the regional language. The longitudinal studies conducted by NMRC team (2009-2011) and NCERT show significantly better results among the MT based MLE school children. This programme should be upscaled to cover all schools located in areas where children have a similar home language.

### **Approach 2: Regional Language Based MLE program**

The schools where children speak different home languages will need a different kind of MLE programme where the linguistic and cultural resources of all the children are used in the classroom. A specialized MLE pedagogy along with MLE TLMs be developed and used in these schools. Some components of this MLE programmes are:

- (a) Use of every child's linguistic repertoire as classroom resource,
- (b) Development of multilingual awareness and reflective skills,
- (c) Promotion of cross-linguistic communicative classroom activities (Ex. Translation of one child's story/narration by other children into different languages as a pedagogic tool)
- (d) Strengthening of children's cultural identity and promotion of multiple identities by egalitarian positioning of languages and writing systems,

As every child understands and uses at least one language fully for communication, with support from the teacher she will be able reflect on languages spoken by other children in the class. Translation as a pedagogic tool among children allows the real funds of children's everyday knowledge enter the classroom. These resources are used for mathematizing everyday activities by the students with the help of teachers (See NMRC Report, 2011). In this way, the scientific and mathematical concepts and ideas found in everyday experiences of tribal children is brought into the classroom and used to discuss academic concepts. NMRC report (2011) shows how multilingual education pedagogy helped children develop a historical sense and reasoning among these children. These approaches provide some of the most powerful pedagogic tools for development of scientific reasoning, logical thinking and metacognitive skills among tribal children (Agnihotri, 1997). Thereby reducing ethnic, race, gender and caste based hierarchies that characterize relationships in schools.

### **6: *Training in MLE be conducted for all teachers in Tribal Areas.***

A ten-day training programme be organized by SCERT for teachers with the support of university departments, professionals and knowledge based NGOs. The design and training of teachers for both kinds of MLE approaches be work on in coordination with experts.

### **7. *Provision of Resources for Development of MLE Teaching Learning Material by SCERT, to be used in Primary Schools in tribal dominated EBB's.***

A range of teaching learning material including textbooks, flash cards, and booklets will be necessary for adoption of MLE as a learning strategy. A specific teacher training manual also to be developed to help teachers use tribal children's own cultural, scientific and linguistic resources for teaching concepts and ideas of a subject or theme. The teacher training manual be developed at the state/district level. TLM be developed at the district/Block level so that the cultural resources of the local communities can be fore grounded while developing these cards.

The Multilingual Education (MLE) perspective needs to inform every stage of book, teacher manual and flash card development.

## CHAPTER 7

### CHILDREN BELONGING TO SCHEDULED CASTES

Discrimination faced by children belonging to Scheduled Castes requires in-depth understanding and analysis; unlike the tribal children, they are very often part of mixed social congregations. The increasing trend of urbanization and migration among SC families is an important contributory factor to the poor state of their education. They live in jhuggis, unrecognized or resettlement colonies with minimal facilities both at home and at the school in the neighbourhood. Despite greater awareness and concern among parents to educate their children, harsh living conditions and poverty make it difficult to ensure a full cycle of quality education.

The adoption of RTE marks a fundamental change in elementary education. It underlines education as an entitlement, emphasizing non discrimination, inclusion, equity as equally critical in the attainment of this right. This framework is critical to the participation of SC children in elementary education in the 12<sup>th</sup> Plan period.

#### INTERVENTIONS UNDER SSA

Under SSA, the enrollment of SC children increased substantially. There was also a significant drop in the number of out of school SC children from 8.2% in 2005 to 5.9% in 2009, thus reflecting a positive trend of increased awareness among parents towards accessing education, despite economic and social constraints, as also validating the effort by the State to make schools available to SC children.

Current efforts to promote elementary education among SC children have been a mix of both general and specific/targeted<sup>3</sup>. General efforts include: expanding infrastructure for physical access, incentives like uniforms/ books/ cycles, tracking disaggregated data to reflect social groups and gender dimensions (with all its limitations), provision of mid day meals etc. Many specific/ targeted programmes like uniforms, books that were originally special provisions for SC, ST children have been expanded to cover all children. Hostels and scholarships under the Ministry of Social Welfare are examples of specific/ targeted programmes for SC children.

Drop out is a critical issue for the SC child, with many of them getting 'pushed out' of the system on account of multiple factors. Under achievement in school is common among SC children. Other compounding factors are continued untouchability and discriminatory practices in classroom/school/mid day meal, tasks assigned; practices that hurt the dignity of the child in school; delay/non-implementation of scholarships on time; practices that prohibit/ prevent equal participation of SC children in the cultural and community life of the school; unduly harsh verbal abuse and corporal punishments, frustration from teacher neglect etc. The lack of quality

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<sup>3</sup> 14<sup>th</sup> JRM, 2011

institutional delivery in elementary education and institutional bias in not providing equal and equitable opportunities to SC children cannot be over-emphasized.

A major gap that is noticed in the earlier policies is lack of recognition and understanding of caste based untouchability and discrimination on SC children in schools, and consequently no special efforts to address them. Studies and reports from the field and academic circles have resulted in discrimination being recognized and brought into the premises of the RTE under sections 8 and 9 of the Act. Implementation remains the challenge.

#### **INTERVENTIONS PROPOSED FOR THE 12TH PLAN:**

**1. *Special support to ensure retention of children from SC communities that are socially, economically and educationally deprived and discriminated:***

- Special support programme be initiated involving youth within these communities as mentors, escorts, and counselors for learners from extremely vulnerable and deprived SC communities.
- Integration and orientation of teachers as part of the process of promoting inclusion. Young members from the community be trained in providing leadership
- The girl child, children with special needs, migrant children, and street children within these communities be given special focus.

**2. *Convergence with programmes of the Ministry of Social Welfare* regarding (i) conforming to RTE norms and guidelines in Hostels run by them. Provision of teachers, academic training should be in conformity with quality guidelines within RTE. (ii) Convergence on pre-metric scholarships and incentives provided by the Ministry of Social Welfare to SC children**

**3. *SC Civil Society partnerships* be facilitated through creating a panel of five to ten organization led by young, educated SC women and men at the District level and State level for:**

- Supportive activities within the school be organised in term of cultural activities, Bal panchayats, readership promotion, extracurricular activities and exposure trips for all children to promote diversity, inclusion and equal opportunities.
- Annual melas and shivirs to promote interaction between the SC community and schools at the block and district level.

**4. *Review and revision of curriculum addressing caste based exclusion and promoting inclusion:***

- Include lessons in the curriculum to address untouchability and caste discrimination. Facilitate teachers to eliminate stereotypes and prejudices

## CHAPTER 8

### EDUCATION OF MUSLIM CHILDREN

**Right to Education and Muslim Children:** The right to education requires a commitment to ensuring universal access, including taking all necessary measures to reach the most marginalized children. Making schools accessible and available is an important first step in fulfilling this right, but not sufficient to ensure its realization. Equality of opportunity can only be achieved by removing barriers in the community and in schools.

The SSA Framework of Implementation acknowledges that the education of Muslim children continues to be a neglected area in policy and programming in India. The Framework also identifies some indicative interventions to facilitate the education of Muslim children. The Report of the Committee on Implementation of the RTE and Resultant Revamp of SSA brings out that there is enough evidence that educationally Muslims are an extremely disadvantaged community. It has laid down new grounds by acknowledging that Muslim children are subject to discrimination, stereotyping and exclusionary practices, both in and out of school. The report emphasises that there is need to draw them into educational and social mainstream through necessary measures.

It is important to note that the enrolment of Muslims in Elementary education is lower than their share in the population across the country. It is also significant that the share of Muslim boys' enrolment is less at the UPS level as compared to the PS level. Muslim children, by their socio-cultural circumstances, including the occupation of their parents are quite vulnerable to early drop out. This is particularly so in the semi-urban and urban areas where the attraction of work as against schooling is enhanced due to increased availability of work options. The enrolment of Muslim girls in KGBVs is also a cause for concern. In addition, the lack of opportunity of studying Urdu as an optional language at the elementary school level is also known to push Muslim students out of the schooling system.

There is an urgent need to plug the gaps and leakages. Dropout rates have to be arrested and attendance of Muslim children has to be ensured through appropriate infrastructural and social mobilisation interventions.

#### RECOMMENDATIONS

1. In order to make the interventions more focused and to ensure that the benefits flow to the targeted population, the task group recommends that the unit of earmarking, targeting and monitoring of interventions for Muslim children should be changed from District to Block.
2. In order to cater to high population density in urban areas, the norms for establishment of new schools in urban areas with high population density should be based on number of



children being served per school rather than distance. In addition it should be examine if the norm should be clearly specified at the Central level and not by the State governments.

3. Language: It is recommended that Urdu as an optional language, along with its attendant requirements like teacher training, TLM etc, should be offered in schools located in Muslim dominated areas.
4. Demand Creation and Removal of Structural Constraints etc: In order to create demand and to monitor the provisions of the Right to Education of Muslim children, social intermediation assumes importance. It is recommended that small and large NGOs be supported to create demand and ensure enrolment and attendance of Muslim children in Elementary Education and promote and protect the right of Muslim children to free and compulsory quality elementary education in the Muslim dominated areas.

### **Support to NGOs**

It is seen that Muslims lag behind in almost all major parameters (enrolment, transition, out of school) in elementary education as compared to other social groups. Apart from the infrastructural constraints, in some areas there is low demand and awareness for education among Muslims. The perceived benefits of education and its linkages with livelihoods have not been adequately appreciated among certain sections of Muslims. Towards this several concerted measures are underway through several mechanisms and schemes of various Ministries of the Govt of India. In order to create demand and ensure enrolment and attendance of Muslim children in Elementary Education and promote and protect the right of Muslim children to free and compulsory quality elementary education in the Muslim dominated areas, the following scheme is proposed. Under this, national and state level NGOs shall be entrusted with the responsibility to undertake the following activities:

- a. Create demand for elementary education among Muslims, especially girls through information, education and communication activities;
- b. Ensuring enrolment of Muslim children in the area through special drives, house to house interface with families, engagement with PRIs and other local bodies;
- c. Monitoring enrolment and attendance of Muslim students in the schools by developing appropriate mechanisms in consultation with the schools and local bodies;
- d. Conduct situational analysis of each school, cluster and block reporting low retention rate to understand the barriers coming in the way of Muslim children staying on in school.
- e. Projecting demand for ECCE and Upper Primary Schools in the Muslim dominated areas;
- f. Ensuring constant dialogue between the school, parents, SMC and the community at

large to facilitate Muslim children's regular attendance and participation in school activities.

- g. Capacity building of SMC, especially women members to undertake their assigned tasks;
- h. Monitoring the implementation of RTE, especially focusing on removing the structural and other constraints to elementary education of Muslim children;

The said NGO shall enjoy consultative status with the local RTE mechanism (SSA) and shall prepare local level reports on enrolment, retention, transition, bridging and out of school children among Muslims. Such reports shall be regularly reviewed at the various fora like District level Committees for the monitoring of the Prime Minister's 15 point programme and SSA District and sub-District structures.

It is important to ensure that NGOs should be engaged in all districts, towns and blocks and such other areas identified from time to time as areas with substantial Muslim population. The activities of the NGOs should be set against measureable targets with a specific time frame. Some activities may be required for sustainability even after physical targets are met.

- 5. For Muslim girls, apart from the availability and location of KGBVs, there may be other constraints like lack of confidence in the residential system that may act as a deterrent to their enrolment in the KGBVs. It is recommended that more KGBVs may be located close to the Muslim habitations and as an experiment; they may be started as day-boarding with transport facility (to build the confidence of the community) for not more than three years at the end of which they should be converted into fully residential schools.
- 6. A special scheme to encourage Maktabas and Madarsas to expand their scope to include teaching of elementary school subjects, with a sufficient outlay needs to be formulated. This may be undertaken either by re-structuring the existing SPQEM or by launching a new scheme. Indicative components of such a scheme are given below

#### ***Expanding the Scope of Maktabas and Madarsas***

In several pockets of the country a significant proportion of Muslim children are accessing Madarsas and Maktabas only for elementary education. Such children are often not able to study school subjects like Mathematics, Science, Environmental Studies or languages thus putting them to a disadvantage while accessing formal primary or upper primary schooling. It is also seen that there is a genuine demand among Madarsas and Maktabas to enlarge their scope beyond religious education to school teaching subjects. An arrangement whereby Muslim students may be able to access both religious and school education is required to ensure their completion of education till at least eighth standard. A Scheme for Expanding the Scope of Maktabas and Madarsas is thus proposed. Such a demand driven scheme with sufficient outlay shall include components like:

- 1. Infrastructural development of the Maktabas and Madarsas.
- 2. Placement of trained teachers at state expense.

3. Provision of training, mentoring of teachers through existing institutions like CRC, DIET etc.
  4. Facilitating teachers to acquire professional qualifications.
  5. Provision of TLM / grants etc.
  6. Provision of children's' entitlements.
  7. Integration of such Maktabas and Madarsas in the larger RTE rubric, including incorporation in the DISE, introduction of pedagogical practices, provisions for CWSNs, ECCE, establishment of SMCs, supervision by designated authorities including NCPCR etc.
- It should be ensured that all the above components are as per the norms of the RTE.

7. Monitoring and Impact Assessment: In order to assess progress towards special interventions for Muslim children, it is important that monitoring should include both input as well as outcome indicators. In addition, there is need for assessing the impact of each of the interventions. The SSA has around 40 institutions that carry out input monitoring of the programme. It is recommended that the terms of reference of these institutions should be expanded to include outcome and impact assessment in respect of the special interventions for Muslim children.

## CHAPTER 9

### EDUCATION OF CHILDREN WITH SPECIAL NEEDS

Children with Special Needs (CWSN) are subjected to negligence, segregation, deprivation and discrimination because of physical and mental characteristics, and the wide-scale negative social attitude towards them.

Under SSA, focus during the 11<sup>th</sup> Plan was to mainstream children with special needs (CWSN) in regular schools, and support their participation in the schooling process. At the beginning of the 11<sup>th</sup> Plan, 26.37 lakh CWSN were identified under SSA, of whom 22.16 lakh were enrolled in schools, and an additional 2 lakh provided support through other interventions, such as home based education. Currently, the number of CWSN identified under SSA stands at 30.28 lakh: 26.46 lakh CWSN are enrolled in schools and another 2.41 lakh CWSN are provided support through school readiness and home-based education. The current coverage of CWSN under SSA, thus, stands at 28.87 lakh. These efforts need to be continued and strengthened in the 12<sup>th</sup> Plan Period and efforts intensified to facilitate their access and participation by providing children assistive devices, providing schools with barrier-free access, engaging resource teachers, etc.

The RTE Act promises new stimulus to the education of CWSN, irrespective of the kind, category and degree of disability, for education in an enabling inclusive environment. Teacher Qualifications notified by NCTE under section 23 of the RTE Act recognise persons with Special Education (D.Ed and B.Ed Special Education) as teachers on par with other teachers and the deployment of such teachers in general schools for optimum utilization is a positive development. MHRD has also moved for an amendment to bring children with cerebral palsy, autism and multiple disabilities within the purview of the RTE Act, and to provide for home based education for children with very severe and profound disability

The key focal areas for inclusive education of CWSN in the 12<sup>th</sup> Plan would be identification of 'hidden' CWSN, development of human resource for support services, and infrastructure and material support for inclusive education.

#### ***Physical and Social Access***

Physical access of CWSN entails systematic identification of CWSN, as also removing barriers that prevent them from attending schools. As per the Census 2001, there were 40.90 lakh children with disabilities; the current identification of CWSN through SSA is 30.28 lakh. Hence, there is a gap of 10.62 lakh CWSN. This figure is expected to increase once the Census 2011 data becomes available. Identification of CWSN will therefore become a very important component of social mapping exercises initiated by the States.

#### ***Special Training for School Readiness***

Every child with special needs should be provided support to participate in the schooling process in neighbourhood schools. The Special Training provision under SSA would be utilised for school readiness programmes for children with disabilities. This training may be residential, non residential or even home based, as per their specific requirements.

### ***Entitlements and Support Services***

All entitlements and incentives provided to children in the 6-14 age group under RTE will also apply to CWSN, with requisite modifications: Braille books, large print educational material, etc., instead of text books, or transportation from home to school and back would be from the respective mainstream financial sources. Besides entitlements guaranteed to other children, CWSN may need specific assistive devices, for which the allocations earmarked for inclusive education will be utilised.

The core essential support services for enabling children with disabilities to access and be retained in schools would be category specific and made available as per the needs of the child. The support services should include resource room support and reform of physical infrastructure to ensure development of schools as inclusive spaces for education of all children.

### ***Barrier – free Access***

Architectural barriers in schools will be removed for easy access, and school buildings made accessible by incorporating not only ramps, but accessible classrooms, toilets, playgrounds, laboratories etc. Funding for barrier free access will be sourced from the civil works budgets under SSA. Development of innovative designs for schools to provide an enabling environment for children with special needs will be an important part of the programme.

### ***Convergence for comprehensive coverage of CWSN***

Systemic convergence with School Health Programme must be ensured for medical and surgical interventions. Convergence with Ministry of Social Justice & Empowerment should ensure that support for assistive devices under Assistance to Disabled Persons for Purchase/ Fitting of Aids/ Appliances Scheme (ADIP) continues during the 12<sup>th</sup> Plan. Such convergence should extend to facilitating educational support to CWSN in orphanages, ashram schools, special institutions, leprosy homes, juvenile homes, Madarsas, makhtabs etc. The residential schools, whether KGBVs or ashram schools should ensure that CWSN admitted.

All educational bodies such as NCTE, UGC, SCERT and DIETs need to set up and further strengthen the disability cells as laid out in the 11<sup>th</sup> Plan to strengthen inclusion of CWSN. The University Academic Council as well as Academic Authorities designated by the appropriate Governments under Section 29 of the RTE should include experts having cross-disability perspective as well.

### ***Engagement of Special Educators / Resource Teachers***

To begin with States may appoint a person with degree/diploma in special education as Resource Teacher (RT). The Resource Teacher may be posted at the block or cluster level to cover a group of schools where children with special needs are enrolled. The reason for appointing the resource

teacher for a group of schools, rather than in every school, is because the number of persons with such qualifications is relatively small, the number of children with special needs in any single school may be very few with several schools in which no children with special needs are enrolled. As the numbers of persons with Special Education qualification increases they may be posted as general teachers to schools.

As an interim arrangement teachers who have been provided multi-category training of 10-15 days duration or have participated in the RCI Foundation Courses may be placed as Resource Teachers.

### ***Teachers' Orientation and Training***

The teacher training curricula in the country should be issues inclusive. All teachers' training at the elementary level needs to incorporate the challenges of diversity in classrooms with adequate focus on specific disabilities. All teacher training modules should be cross-disability. Hence, 12<sup>th</sup> Plan period should focus on promoting short term courses for the regular teachers.

### ***Quality of Access to CWSN***

Schools would have to be prepared to provide support services required by the CWSN: availability of a trained/ sensitized teacher, inclusive teaching practices, ongoing support from a resource teacher, and peer acceptance. School buildings, classroom spaces, furniture, equipments, seating arrangement, classroom organization, etc would have to be adapted to meet the varied and diverse educational needs of CWSN. For example, space norms would have to be altered for a child with a special need using an assistive device, like wheelchair.

### ***Curricular Areas***

In the case of CWSN, giving space to each child to learn at his/her own pace should be the utmost priority. Greater attention should be given to the curricular needs of differently abled with appropriate modification in conventional curriculum models

The mindset of the education department functionaries towards CWSN plays a key role in ensuring their inclusion or exclusion. It is important that they understand and appreciate the role and relevance of adapted curriculum, syllabus, textbooks and evaluation. The educational administrators would also have to view the diversity of CWSN as a resource in organizing classroom experiences. Hence training of administrators to this new approach adopted by RTE would be given critical importance in the 12<sup>th</sup> Plan Period.

### ***School Management Committee and Parental Support***

The School Management Committee (SMC) may include parents of children with disabilities, especially where number of such children is high to enable them to share concerns of children with disabilities. This initiative will enable parents of such children to participate in the activities related to management of the school and enable them to share relevant concerns and ensure implementation of disability friendly activities in the school. The SMC must ensure accessible location of the school and safety and security of all children and special attention to be given to adolescent girls with disabilities as they are more vulnerable to abuse and harassment with suitable provisions in the School Development Plan. This will also help in building awareness

for other parents of CWSNs to bring their children to school, who may be keeping them back at home.

Peers, siblings and community members would be sensitized on how to support children with disabilities. Strong advocacy and awareness programmes should form a part of strategy to educate every child with special needs. Inclusive education resource teachers may assist in mobilizing community volunteers for spreading awareness. These volunteers can be perceived as 'inclusion enablers' and would work as local agents for change. Development of IEC material to generate awareness about the inclusive approach of RTE would be an integral part of the programme implementation.

### **INTERVENTIONS IN THE 12<sup>th</sup> PLAN:**

- i. Support for inclusive education will be continue to be provided at the rate of Rs 3000 per CWSN per annum, of which Rs 1000 will be available for engaging Resource Teachers.
- ii. In the 12<sup>th</sup> Plan the key thrust of SSA will be on inclusive education to children with special needs in general schools.
- iii. SSA will also support Special Training for school readiness of CWSN, education through open learning systems, and home schooling, wherever necessary, community based rehabilitation (CBR) and vocational education. The involvement of Resource Institutions will be encouraged.
- iv. The following activities will form components of the programme:
  - a. Identification of children with special needs.
  - b. Educational placement in general school, school readiness programmes/ home based education
  - c. Provision of aids and appliances, as needed
  - d. Resource Teacher/ General Teacher Training
  - e. Individualized educational plan
  - f. Community mobilization, parental training, and peer sensitization.
  - g. Other interventions, such as development and production of Braille books, large print material, or construction of ramps, disabled friendly toilets, etc. will be sourced from the regular budgets under the relevant components.
  - h. Engagement of resource teachers
  - i. Engagement of volunteers/care-givers for severe-profound CWSN

j. Involvement of NGO in CWSN related activities



## CHAPTER 10

### EDUCATION OF URBAN POOR AND DEPRIVED CHILDREN

India is primarily rural nation; consequently in the first fifty years since independence most of its efforts at improving the outreach and quality of education were rightly focused on the rural areas. It is only in the last decade or two that the issue of education in urban areas, particularly of the urban poor and deprived populations, has received attention. With increasing urbanization and migration into cities, cities are growing fast. India has 35 cities with more than a million population (Census 2001). The 11<sup>th</sup> Plan and the SSA have taken cognizance of some of these issues and begun to address them, though the efforts have been more towards getting out of school children in particularly difficult circumstances into schools.

**DISTINCT CHARACTERISTICS OF EDUCATION IN INDIAN CITIES:** The urban education scene in India is different from education in the rural areas in three distinct ways:

1. There are a much larger number of private unaided schools in a city than government schools, though this picture varies from state to state. These schools are also of a very wide range in quality. Many of the urban deprived sections who are a little better off than the others – specially those residing in slum areas, go to private schools. Private schools are not included in the quality enhancing efforts of the State Government. With the provision of 25% admission of children belonging to disadvantaged groups and weaker sections at the entry class in private unaided, there will be more such children in private schools.
2. The presence of children in extremely difficult circumstances of different types in urban areas makes them hard to reach and requires customized strategies for small and dispersed populations.
3. While physical access to schooling is much higher than in rural areas, yet retaining children and ensuring the development of their abilities becomes much more difficult. A substantial proportion of the poor in cities is mobile, and therefore it is even more difficult to keep track of children of these communities.

***Key issues and challenges to implementing RTE in urban areas:***

1. Lack of availability of space, leading to lack of required instructional time in double shift schools.
2. Problems in accurately enumerating the number of children outside school and at risk, on account of a large floating population. Therefore, there is need for repeated mapping and constant tracking.

3. Difficulties in enumerating the many different categories of children in difficult circumstances – viz. street and working children, slum and pavement dwellers, platform children, sex workers' children, children without adult protection etc., along with greater proportion of Muslim minorities in many cities, each requiring specific and separate intervention strategies.
4. Non-rationalization of schools and teachers; making it difficult for female teachers to handle boys of middle and higher classes
5. Non-availability of schools with adequate infrastructures and facilities in slum and fringe areas, where they are most needed
6. Frequent relocation of urban poor settlements
7. Large numbers of children without adult protection
8. Heterogeneous community making community mobilization, PTAs and SMCs difficult
9. Multiplicity of education providers and lack of coordination among them. A large majority of schools are private in urban areas.

In addition there are the following issues emerging from experiences of working in urban poor areas:

1. Due to constant migration into cities, there are children from very different language speaking communities in one classroom and many of these languages are not known to the teachers. Not being able to access the regional language, which is also the medium of education in the school, becomes a major barrier to access to education and a cause for push out of at risk children.
2. Availability of 'tempting' activities - many bordering on the unsafe – and potential money earning activities which increase the sense of independence of such children tend to increase truancy, particularly if the school/classroom is not engaging enough or looks down at the child. The challenge of retention and providing a safe environment for both boys and girls in urban schools is much greater in urban areas compared with rural areas and requires specific and different efforts.
3. In urban areas, more than in rural areas, middle and upper middle class and caste teachers teach the economically and socially deprived, and tend to look down on the children in class or neglect them. There needs to be continuous process of developing a deep understanding of the backgrounds and strengths of the children being taught, as well as the need and role of education in the process of social change.

***Initiatives under the 11<sup>th</sup> plan:***

The 11<sup>th</sup> Plan had suggested the following for addressing the needs of the education of the urban poor and deprived sections:

- a) Setting up of an urban cell under SSA that would coordinate and review all efforts on education of the urban poor.
- b) Setting up of a State level Urban Resource group across departments and with Civil Society involvement.
- c) Preparation of city level education perspective and annual plans.
- d) Development of Data collection and tracking systems.
- e) National level workshops for capacity building for urban planning and sharing of good practices.
- f) Surveys for enumerating and tracking the progress of urban poor children and involving NGOs.
- g) Innovative strategies to address specific needs of different categories of children at risk.
- h) Residential and non residential out of school strategies for enrolling and sustaining children in schools.
- i) Rationalisation of schools and teachers according to displacement of populations. Provision of EGS centres for relocated populations.
- j) Provision of transport where schools cannot be built within 1 kilometer radius.

While there have been efforts in cities across the country for mobilization of communities for enrolment and efforts of support for retention of students through EGS, AIE, NRBC and RBCs, comprehensive city level planning and review process for urban education has not been institutionalised. Many States have undertaken surveys of out of school children in their cities, but the numbers seem to be under estimates. The IMRB survey of 2010 has estimated the percentage of urban out of school children at 3.18 %. Proper census enumeration methods need to be systematized if UEE is to be achieved.

There are many micro attempts at addressing the issues of the urban deprived by NGO as well as government and partnership programs. However, most of these are much below the critical minimum required to create a substantial impact particularly on retention and learning.

#### **APPROACH TO THE URBAN DEPRIVED IN THE 12<sup>TH</sup> PLAN:**

The 12<sup>th</sup> Plan needs to focus on retention, attendance and improving the learning of all children in urban areas. It needs to include the review and guidance of processes and learning in private schools as the RTE has included them in their ambit.

Keeping the above in mind, recommendations are being proposed in the following categories:

- Overall city/town based education plans and strategies, broken down to localities/habitations (wards), involving all education providers and relevant contributors, viz. education department, Municipal Corporation, Private school managements, health and sanitation department, WCD, Civil Society organizations, Lawyers, community of the locality and educated service and other people, universities/colleges/students etc.
- School based planning and strategies;
- Cluster based planning and strategies;
- Block/Ward based (where one block covers one whole city, otherwise there is need for a city as a unit as above)
- District based where a district has more than one city – otherwise it can end at the city level.
- State based – issues for all the cities and towns separately

***At the city/town level:***

- i. Every city/town to have planning and review group drawn from all the providers, contributors and concerned people outlined above that would be responsible for preparing the city level perspective plan and the annual plan and mapping, planning, setting up systems for identifying and tracking children at risk in different categories and ensuring the requirements to schools, centres, hostels etc.
- ii. Each city to have a process of mapping and enumerating children in the 6-14 age group and updating at least once every year. Vulnerable and at risk children as also all the deprived categories – girls, minorities, tribes, castes, children from BPL families, to be separately enumerated and tracked.
- iii. First generation learners not only require bridging into schools but support to sustain in schools. The communities from where they come also require social support. Both bridging and support classes need to be integrated in plans and appropriate budget allocated. All programs for special categories of the deprived (SC, ST, Minorities, Girls, CWSN etc) would be applicable to urban areas as well.
- iv. Cognizance has to be taken of the issue of the 25% admission into private schools and making school support mandatory for such children as also general privatization of education in urban areas

***At the School level***

Four categories of children can be looked at in the urban areas –

- i. Children already going to schools – government or private – many of whom (40-60%) may not be achieving their grade attainment levels; these are children who are at risk of falling behind and then dropping out or being pushed out.

- ii. Out of school children –who help their family in family and household business or looking after siblings. Older children both boys and girls are under pressure to help improve their family’s income levels through sitting at the shop or hand cart or share in putting out work like papad making or zari work or tailoring. Girls often help their mothers with domestic work in others’ households.
- iii. Working children have greater opportunities to earn in cities, and have a sense of independence because of this. e.g. rag pickers, kite or other petty craft makers, motor garage children etc. These children need support of various kinds and a different pedagogical approach to be retained in normal schools and weaned away from work.
- iv. Then there are the street and platform children, children of sex workers, with a push towards that trade etc. These are the most vulnerable group.

## **RECOMMENDATIONS**

### ***For access and retention:***

1. Allotment of land/buildings for new schools and extension of existing schools needs to be facilitated.
2. Due to lack of space, double shift schools may be inevitable in some urban areas. In doing so the RTE norms of 200 days/800 hours primary and 220 days/1000 hours upper primary school must be adhered to; all the required facilities, including electrification may be provided in order to facilitate teaching learning transactions in double shift schools.
3. While keeping the norms of 800 and 1000 hours of school a year, timings need to be made flexible according to certain requirements – two of the most common being the timing of water provision and some requirements for religious practices according to the composition of the students in a particular area.
4. Secure school environments are a priority along with water, toilets etc.
5. Where it is not possible to provide a school or enhance a building to increase access, transportation needs to be provided.
6. All children, in and out of school, but at risk, need bridging and support classes including summer and other regular residential camps in order to help them reach and sustain at their grade level. These should be at or near the school premises.
7. Establishing ECCE centres in the vicinity will help take the burden of care of siblings off the children.
8. Residential schools for girls and at risk children (orphans, run away platform children HIV AIDs patients, children of sex workers etc.)

9. Other strategies suggested for the deprived sections should be suitably adapted to the urban areas.

***For curriculum; pedagogy, learning and assessment:***

1. Urban children come from a very wide range of abilities even if they are the same age. Hence there is a dire need to make a transition to flexible paced, ungraded or multi-graded pedagogies in urban areas. Today, there exists enough experience across the country to make a planned transition in the 12<sup>th</sup> Plan to such pedagogies which have inbuilt continuous and comprehensive assessment that feeds into learning. Between 40-50% of primary schools in urban areas have less than 100 children and three teachers and classrooms. Under RTE norms these schools will continue to exist. They require a non-graded or multi-graded pedagogy and materials and teachers need to be trained in this. Plans and budgets to make this transition should be worked out in the implementation strategy.
2. Because most of all the above categories are migrants from rural areas or other states, a classroom is comprised of many different language speakers. A multilingual approach to teaching is essential to give them their right to education through access to knowledge. Teachers along with community members can make multilingual library books.
3. Many of them come to the city with the motivation to find work, making work the basis of education, particularly from class 3 onwards, will go a long way in keeping them in school.

***For private schools***

1. Admission of 25% children from disadvantaged groups and weaker sections would need support for other costs: uniform, bag, books, and bridging and supplementary support.
2. All private schools should be included in the system of cluster academic support, including CBSE schools (these could form their own clusters under CBSE)

***For teachers:***

1. Rationalisation of teachers in urban areas is a great need that needs to be incorporated into the city plan.
2. Need to correct the gender balance the other way round in teacher placement policy for urban areas;
3. Continuous in-service inputs including workshops, of social and linguistic aspects of the urban deprived and role of the teacher in this.
4. Proper inputs on the kind of pedagogy required for different groups need to be designed.

***For cluster/ward resource centres:***

1. These should include the participation of Private schools including CBSE (due to the inclusion of 25% clause)

2. For urban areas the orientation and capacity building of Janshikshaks/CRCCs needs to have urban specific elements for planning and review.
3. Such resource centres for urban areas can be developed into community resource centres and better utilized due to density of population.

***For urban resource centres***

1. Education Blocks for the million plus cities need to be reorganized so that one block covers a whole city and is not mixed up with rural areas. If they are too large as in metropolises, then two or more blocks can be organized around this.
2. For smaller cities which are included in a block there needs to be an exclusive urban zone.

***District and state level:***

An Urban education cell should be established at every district and also at the State level, that should be responsible for overall support, planning and review.

Meaningful experiments that that have taken place in different cities like Jaipur, Bangalore, Kolkata and other places and can feed into urban specific plans should be reviewed and facilitated for incorporation in all city/town plans.

***Civil society organizations and universities:***

1. Proper policy and programs should ensure their appropriate participation right through all aspects of school education in urban area. Normally they are participating in surveys, mobilization, Bridge courses, hostels and remedial classes in a manner in which these are contracted out to them. This needs to be reviewed and appropriate changes made.
2. Involvement of higher education departments in elementary schools is necessary.

## CHAPTER 11

### PRESCHOOL EDUCATION

#### INTRODUCTION

The National Policy on Education, 1986/92 has acknowledged Early Childhood Care and Education (ECCE) for children below 6 years to be not only the first step in the Education ladder, but also a significant input for primary education. ECCE as a stage of education is now globally being considered as extending up to 8 years, since from the child development perspective, children in the 6 to 8 age group are known to be similar in their needs and characteristics to the younger age group and require similar pedagogical approaches. ECCE is visualized as an integrated, holistic programme for children, which includes provisions of education, care, health and nutrition. Within this ECCE stage, three sub stages have been identified (a) Early Stimulation stage for children 3 years and below, who require home based stimulating environments and care; (b) Preschool Education stage for children between 3 to 6 years requiring a holistic centre -based early childhood education programme and (c) Early Primary stage for children between 6 to 8 years, corresponding to grades 1 and 2.

There is now adequate empirical evidence from research in neuroscience, economics and education, globally and within the country, to prove that participation in preschool education not only has lifelong impact, but also in more immediate terms, has a positive effect on children's retention, attendance and performance at the primary stage. It is further established that school readiness experiences facilitate adjustment and learning in the primary grades, particularly in the context of EFA, wherein diverse groups of first generation learners are coming into the school system without adequate linguistic and cognitive preparedness. Preschool education thus contributes significantly not only to providing the child a sound foundation for life in these critical years, but also in the attainment of the primary education goals. It can therefore serve as a very effective investment for realizing the vision of the RTE.

Pre-school education has two major objectives (i) to promote all round development of children through an age/developmentally appropriate programme of play based activities, interactions and experiences which *will* provide a sound foundation for lifelong learning and development and (ii) to develop in children school readiness through some specific kinds of concept and skill based activities which will foster readiness for learning of the 3R's, prior to entry to primary schooling. It is not a programme for formal teaching of the 3 R's. The school readiness objective is particularly appropriate for children between the ages of four to six years, because by this age children are maturationally ready for a more structured, yet play based, learning environment.

#### PRESCHOOL EDUCATION IN THE 11<sup>TH</sup> PLAN

There have been some significant developments in the course of the 11<sup>th</sup> Plan, which have implications for Preschool education. In 2006, at the policy level, the subject of ECCE in the



Business Allocation Rules was shifted in GOI from MHRD to MWCD. Subsequently, a major landmark in the last few years has been the enactment of RTE Act, which came into effect from 1<sup>st</sup> April, 2010. *Although* this Act presently excludes children below six years, it also specifies under its Section 11 that, “*with a view to prepare children above the age of three years for elementary education and to provide ECCE, appropriate Government may make necessary arrangements for providing free pre -school education for such children*”. ECCE has also subsequently been included as a constitutional provision through the amended Article 45, which now reads as follows: “*The State shall endeavour to provide ECCE for all children until they complete the age of six years*”. These developments have to an extent highlighted the emerging significance of ECCE and, within it, of preschool education, as the foundation for children’s education and development.

## **CURRENT STATUS OF PRESCHOOL EDUCATION IN INDIA**

Over the course of the 11<sup>th</sup> Plan there has been a quantum jump in preschool enrolment from 21 percent in 2005 to 47 percent in 2010 (UNESCO, 2010). More recent ASER data (2010) indicates that 83.6 percent of 3 to 6 year olds in the rural areas are enrolled in some or the other preschool programme, including in the private preschools. While data reliability may be an issue with all sources, the progress is distinctly evident. To some extent this may be attributed to the rapid expansion of the Integrated Child Development Services (ICDS) and its universalization and alongside to the rapidly expanding private provisions, even in tribal and rural areas across many states.

In terms of coverage, provisions for centre based Preschool education in India are available through three distinct channels i.e. public, private and voluntary sectors. Under the public sector the major programme is the ICDS, for which the nodal Ministry is MWCD. Preschool education, which is one of its six services, is characteristically very minimalist in terms of quality of both content and facilities and is considered across states as its weakest component. The programme is currently reaching out to more than 73 million children below six years of age through its network of nearly 12 lakh AWCs. In addition to these, under the Rajiv Gandhi National Crèche Scheme, 22038 crèches have been sanctioned by the Govt of India. (MWCD 2011) which, in some cases, provide preschool education, in addition to custodial care. SSA also supports 14,235 ECCE centers in non-ICDS areas which cover approximately 48,6605 children across the country in addition to another 4367 ECCE centres in EBBs covering 92,523 children under the NPEGEL programme. (NPEGEL Progress Report, June 2011). SSA also funds some quality strengthening initiatives like training of AW workers, provision of materials etc.

Although no reliable estimates are available, recent rapid surveys indicate that the private sector is steadily expanding and penetrating even into the rural and tribal areas as a provider of preschool education (AUD, 2011). As per ASER survey of 2010, 11.4% of children residing in rural areas are on an average receiving pre primary education from private initiatives, which in some states may be considerably higher. Surveys indicate that these low fee charging private preschools are in most cases characterized by serious inadequacies like overcrowded class rooms and developmentally inappropriate curricula, which can even be detrimental for children. Apart from private ventures, there are national and local NGO initiatives which get financial assistance from grant-in-aid schemes of the government and national and international aid agencies. There is no reliable data on the coverage of this sector.

## **ANALYSIS OF ISSUES IN PRESCHOOL EDUCATION**

While preschool enrolments have increased over the years, issues of quality, equity and capacity continue to be significant. The overriding concern is that a large number of children may be coming into primary schools, without attending preschool, or attending but not getting adequate preparation for the primary curriculum in terms of school readiness. This situation invites an analysis of what are the issues that have led to this status of preschool education in the country, despite several policy and programmatic provisions. Some significant issues are as follows:

- a) Lack of appreciation in the public sector of the need for age appropriate interventions for children within each sub stage of early childhood in terms of their growing needs and capacities and the tendency in public and voluntary sectors to address the 3 to 6 year olds as one common level.
- b) Inadequate priority to preschool education in ICDS, resulting in its perception universally as a nutrition programme and significant challenges in its implementation of preschool education due to a single untrained and overworked worker required to deliver on multi-sectoral components requiring completely diverse skills, with poor infrastructural facilities and resources.
- c) Shifts in parental aspirations towards English medium private preschools, evident in steady migration even in rural and tribal areas, of 4 to 5 year olds from the AWs to the private preschools, or in some cases primary schools due to the mid day meal programme. Some state governments like Nagaland, Assam, Jammu & Kashmir, at their own initiative, have added preschool classes to the primary schools to counter/meet this spiraling community demand.
- d) Absence of any guidelines, resource materials or standards of quality in Preschool Education which has led to a minimalist approach in public sector programmes and a laissez faire situation in private sector provisions, with developmentally inappropriate practices by way of down ward extension of primary education. Both scenarios can be counterproductive and detrimental for children's development and education.
- e) Lack of institutional capacity in preschool education, particularly at the state, district and sub district levels to plan, implement, support or monitor the provisions.
- f) Linked to institutional capacity is the complete absence of any MIS or data base on ECCE which could support the planning or evaluation process.

A major factor responsible for these issues persisting is that there has so far been no centrally sponsored scheme and dedicated funding for Preschool education which could have addressed many of the systemic concerns discussed above holistically. In the context of Preschool education, the NAC has made a clear recommendation that children upto 4 years could be provided ECCE experiences through the ICDS in the AW with an additional worker, and a year of pre primary class be attached to every primary school to ensure school readiness for all children. If the age for Grade 1 gets raised to six years in all states as per the RTE, this would

amount to 2 years of school based preschool education which, if adequately provided for, could contribute significantly to a sound foundation for learning for all children.

## **RECOMMENDATIONS FOR PRE SCHOOL IN THE 12<sup>TH</sup> PLAN**

In view of the above considerations, a major shift proposed in the 12<sup>th</sup> FYP is to extend the RTE entitlements downwards to include the preschool stage of education. In addition it is also recommended that preschool education for 4 to 6 year olds should be brought into the fold of primary education as a school readiness programme for children, prior to their entering grade 1. Any services related to health and nutrition accruing to the 4 to 6 year olds which are available in the ICDS at present will be transferred to the school for these children. ECCE as a subject in the Business Allocation Rules would continue with MWCD and the Preschool component would be planned and implemented in close coordination with them. A cell will be established in MHRD for this coordination function. ECCE for children upto 4 years would continue to be with MWCD and delivered through the AW as a free play based learning environment in an integrated mode. In support of this shift the following specific recommendations are proposed:

1. All States will be encouraged to fix the age of entry to Grade 1 uniformly at 6 years to align with the RTE stipulation, so that in the 23 states which have the entry age at present at 5 years, the 5 year olds will be placed in a preschool education class for school readiness. As per recent ASER survey (2010) over 60 percent of five year olds are in primary schools and not in AWs across the country in the rural sector.
2. Every primary school will have a preprimary section for 4 to 6 year olds for which adequate resources will be apportioned to be able to provide a sound developmentally appropriate school readiness programme of acceptable quality to children. It may be noted that school readiness does not imply teaching of the 3 R's at the preschool stage. This practice of extending the primary curriculum downwards has been found to be very detrimental for children's learning and development. Instead, school readiness refers to certain cognitive, linguistic concepts and skills as well as a positive disposition towards learning, which through play and activity prepares the child to learn the 3 R's more effectively later in the primary grades.
3. The concept of an 'Early learning unit' will be introduced which would bring together the preprimary and early primary grades into an integrated unit, to allow for planned 'bottom up' continuity in curriculum (which should be developmentally appropriate, non formal and play based) as well as allow for flexibility to promote individually paced learning, thus contributing to a sound foundation for every child. Learning from good practices from within and outside the country related to this concept e.g. ABL programme, Nalli Kalli etc will inform this curricular shift. This shift is not envisaged as requiring any structural or administrative changes in the school system; instead it will focus primarily on shifts in curriculum and pedagogy with introduction of graded materials and related teacher preparation and support.
4. The NCTE model curriculum for Diploma in ECE teacher education already reflects this integrated concept as it covers teacher preparation for both preschool and grades 1 and 2 in its scope. This will be further reviewed, strengthened and customised to support the early learning unit concept and to ensure appropriate teacher preparation. NCTE will need to lay

down standard qualifications and adapt its TET guidelines to accommodate the teachers of this Early Learning Stage i.e. preprimary and Grades 1 and 2. States will be encouraged to modify their recruitment rules for teachers so that they appoint the graduates of this Diploma as teachers for the Early learning Stage i.e. Preschool and Grades 1 and 2.

5. This shift is envisaged in a phased manner, both from the perspective of financial implications and more importantly in the interest of adequate preparation of the ground for effective implementation. It is therefore proposed in two phases (a) *Preparatory phase* for getting the support systems and professional/institutional capacities in place and (b) an *Implementation Phase* for actually making the shift. The implementation phase will also be paced out so that it is envisaged that by the end of the 12th Plan about 50 percent of the 4 to 6 year old population would be provided for, who would on priority be from the socioeconomically disadvantaged communities. The criteria for prioritization for this target group could be the EBB blocks, Tribal areas, Blocks with high drop outs; Minority communities and so on.
6. This shift would require corresponding investments at all levels of the system to enable every child in the country to avail an early education which meets international standards. To be able to provide for a systemic approach to capacity strengthening in this area, the Preschool Education component will be included under SSA/RTE as a separate component with a specific budget line, which could, within the ambit of the RTE, enable states to be supported to address the emerging needs discussed below in a planned and systematic manner.
7. A system of regulation of quality of Preschools across the public, private and voluntary sectors will be required to be instituted along with a strong advocacy component for all stakeholders to correct the current misconceptions regarding quality of education and ensure all children get equitable and developmentally appropriate preschool education.
8. The details of interventions proposed and corresponding budgetary implications are annexed. These are categorized according to the different levels of implementation. While schools will require to be made more child friendly with dedicated and trained teachers and stimulating play and learning materials and classrooms, the resource capacities at the higher institutional levels will have to be strengthened in Preschool Education, particularly at district and block levels, through partnerships with civil society organizations and professionals to ensure regular ongoing resource support and wider community participation.

#### **DETAILS OF INTERVENTIONS PROPOSED FOR PRE SCHOOL**

##### **A. School level :**

1. **Teachers:** At the school level it is envisaged that 1:25 adult child ratio will need to be maintained at the Early Learning Stage. A regular teacher, trained in Pre primary education School readiness and Early Literacy will be required who should have similar academic qualifications and be at par in terms of pay and benefits as the primary teacher.
2. **Classroom:** A classroom per 25 children will be provided with adequate space, ventilation and storage facility for transacting an activity based curriculum which requires movement, easy access to and use of variety of materials and flexible seating arrangements.

3. **Toilet and Outdoor play space.** Appropriate toilets for small children and a separate secure outdoor space will be provided with outdoor play equipment for the Early learning Unit.
4. **Equipment** for storage of learning materials, sitting mats, display arrangement, a few small work tables and for thematic activity corners.
5. **Play/learning Material (TLE):** The learning materials required will be as follows:
  - (a) *Play Material* like building blocks, jigsaw puzzles, beads, manipulative play material for shape, colour, size concepts, material for imaginative play etc
  - (b) *Story books and An Activity book* –Activity book will be multipurpose and graded for each child for colouring, mazes, puzzles, drawing , and other activities for concept formation. Story books will also be graded from simple picture books to books with short text. For initiating children into reading.
  - (c) *Stationery, crayons, etc* – on a recurrent basis.
  - (d) *Audio visual equipment for language learning, rhymes, story-telling, etc.*
6. **Mid day meal and Health care facility.**
7. **Transport and Escort facility may be required for children in sites where school is away from habitation or where there is any unsafe area to be crossed.**

## **B. Professional Development**

Training and Continuous on-site support and professional development of the following will be supported for which the capacities of the concerned academic institutions will also be built:

- Teachers
- Heads of schools
- CRC and BRC teams
- DIET faculty members
- SIERT/SCERT Faculty.

## **C. Advocacy**

A critical intervention in the context of Preschool education will be the need to reach out to all stakeholders including parents, community members/leaders, administrative personnel, policy makers and ‘educate’ them on the nature and significance of play based preschool education. This is of critical importance for creating an enabling environment, since a primary reason for parents opting for private preschools today is their mistaken perceptions about quality in preschools. For this purpose all forms of media will be used including folk and electronic media to reach out with the right messages and influence the right kind of community demand.

## **D. Institutional support**

- In NCERT and SCERT Early learning Curriculum and Training units will be created/strengthened and resources provided for (a) developing a National Curriculum Framework, prototype materials and curricular guidelines (b) Research and evaluation in this area. (c) Teacher education curricula etc.

- Pre primary Resource units will be set up in every DIET and at Block levels with 2 faculty members with specific funding for carrying out curriculum development, induction training and refresher trainings and on site support and supportive supervision of above personnel.

**E. Monitoring and Evaluation:**

Monitoring indicators will be developed and finalised and included in the DISE system to cover and collate data on this stage of education as well, in a meaningful and systematic manner.

**F. Convergence and partnerships:**

Given that Preschool education is located in the larger domain of ECCE, it will be important to develop in collaboration with MWCD and other related sectors, effective mechanisms for convergence in planning and implementation of the programmes. In addition, partnerships with civil society organisations, professionals and private institutions will also be supported.

The consolidated budget estimate for the 12<sup>th</sup> Plan period along with norms is at Annexe--.

## CHAPTER 12

### CURRICULAR RENEWAL FOR QUALITY

#### INTRODUCTION

Quality in education is inherently dependent on four aspects, namely (i) curriculum and learning objectives, (ii) learning materials, (iii) pedagogic processes and (iv) assessment framework. The National Curriculum framework 2005 has engaged with a variety of perspectives on education and formulated robust principles that flow through these four aspects. Syllabus, textbooks, pedagogic practices and assessment frameworks have been developed at the National level to facilitate curricular renewal at the State levels. NCF 2005 has used the diversity of contexts in India as a resource, by recommending that instead of one textbook for all in a particular State, a menu of quality curricular packages be developed.

#### *Curriculum and Learning Objectives*

A new framework for curriculum is needed at regular intervals in order to take cognizance of the developing issues in a society and how to address them. The aims of education, as articulated by the NCF 2005, are to help the learner develop a rational commitment to Constitutional values and ideals, develop the capabilities of knowledge base, sensitivity to others, rational/critical attitude, work and ability to participate in economic processes and aesthetic appreciation.

#### *Learning Materials*

Each child learns at her/his own pace. The pace of each child, and indeed, of the same child varies at different times. The classroom processes and the teaching learning materials need to take cognizance of this fact. Teaching learning material should ideally be used to engage the child in active learning. A variety of learning packages should be developed at state and district levels, with adequate provision for cluster and school level modifications to aid the teacher and provide increased choice. Adaptability of TLM package at local levels will increase teacher participation, enhance the quality of local level educational discourse and improve upon the ownership of material and methods by the teachers. Government institutions like DIETs need to be strengthened further to lead the way in developing and establishing such standards. Their established methods, for example trialing of textbooks in a certain number of schools need to be supported further.

#### *Pedagogic Processes*

RTE Act envisages an increased role for the SMCs and local authority at the school level. While principles of equity, inclusion and a non-threatening environment where corporal punishment is prohibited have been laid down, the challenge will be to re-train the educational machinery along these lines. The schools would now be increasingly open to the scrutiny of the local community.

### ***Learning Assessment: Continuous Comprehensive Evaluation (CCE)***

CCE has been envisaged in the RTE Act in to assess the progress taking place in a child over time in different subjects, to identify individual and special needs, accordingly plan teaching-learning situations to help the child and to provide evidence of children's progress to parents and community.

As education is concerned with the total all-round development of the child (physical, socio-emotional along with cognitive) all aspects need to be assessed rather than only academic achievement, which is presently the focus. Assessment would cover a range of activities, both 'in' and 'out' of the school classroom. RTE Act mandates maintaining a profile for each learner. The periodicity and methodology will have to be structured and shared by the SCERTs and DIETs in the states with an in-built hand holding at the local level by these institutions till the methodology stabilizes.

### **TOWARDS INCLUSIVE SCHOOLING**

As we approach the 12<sup>th</sup> Plan, most enrolment targets have been achieved except for the very difficult to reach. The drop-out rates are still very high and the associated concepts of attendance and retention are not uniform. National drop-out rate is 24.93% for all categories between class 1 to 5 and 42.25% for classes 1 to 8 (SES 2008-09). In order to implement the vision of the school as outlined in schedule of the RTE across all schools the 12<sup>th</sup> Plan needs to focus on an inclusive school with appropriate curricula practices. Certain guidelines for developing school based plans as well as guidelines allowing for certain flexibilities while at the same time not allowing for exclusionary practices need to be developed. To enhance retention and completion, an inclusive RTE school will provide for:

#### ***Universal enrolment, retention and completion:***

All children in the neighborhood, as defined, should be enrolled and attending the school regularly. The teachers and SMCs will track children's attendance and address issues arising therein at the local level.

#### ***School management and leadership***

RTE Act mandates the participation of community, teachers, parents and PRIs through the SMC in the visioning, planning and running of the school. All children will participate equally in all the activities of the school. The school will transform internally into a collaborative and participative environment rather than a competitive one. Local authorities will be strengthened to take decisions from timings to academic calendars, ushering in a collegial and collaborative process of school management.

#### ***Basic learning conditions –space and time***

As mandated by RTE Act, the pupil teacher ratio of 30:1 at primary and 35:1 at upper primary planned participative instruction hours and infrastructure would be provided. Other thrust areas would be as worked out in the implementation frame work of important issues like teacher



preparation, teacher community interface and own capacity building for 20 to 30 days in a year, tracking each child's attendance and learning, providing support for enhancing retention in vulnerable children etc.

***Inclusive school practices:***

Policies and practices followed in a school, over and above the class curriculum, determines to a large extent the inclusion, retention and learning of students. In a multicultural and multilingual society, privileging one kind of culture or language over others is a major tool of exclusion. The main sites of the transaction of the hidden curriculum and the culture of the school are – the assembly, sports and other extracurricular activities, the midday meal, celebrations in school, policy on how languages and informal culture is treated by the teachers.

Inclusive practices would be reinforced through teacher's training, community mobilization and involvement of the local authority. These would focus on school assembly participation by all students and teachers, secular and pluralistic content of assembly, participation in serving MDM and filling water containers by all students and teachers, clear redressal mechanisms if inclusive conditions not met.

***Classroom pedagogy, teaching learning materials and operational CCE:***

Activity based curriculum that nurture multifaceted learning in all students, through group teaching learning processes in primary schools would be encouraged. Textbooks supplemented by textual materials (graded booklets, workbooks, supplementary readers etc) as part of the curricular package and libraries, play materials, part time art and music instructors in upper primary schools have been planned. Intensive teacher training for this pedagogical shift would be a challenge.

**INTERVENTIONS IN THE 12<sup>TH</sup> PLAN:**

To institutionalize curricular reforms it is necessary to undertake rigorous, comprehensive and sustained research and development as well as capacity building of resource persons, teachers and other stakeholders. This would be a key element of the agenda of curricular reform in the 12<sup>th</sup> Plan.

1. ***Curricula renewal:*** Support for curriculum renewal, including development of curricular framework, syllabi, text books and supplementary material for classroom transaction and for Special Training for age appropriate admission of out-of-school children to school. The curriculum, syllabi, text books and supplementary material for classroom transaction, so developed, must be sensitive to the provisions of equitable education provided under section 29 of the RTE Act.

Curricular reform requires a team of resource persons, with a shared understanding of child centred pedagogies and processes of enabling children to learn through discovery, exploration and activity in an environment that is free from fear, stress and anxiety, as mandated under the RTE Act. The reform process must also address diversity and plurality which children bring into the classroom, and ensure experiential learning especially for children belonging to SC/ST/urban deprived/ girl child. SSA will support the development of such resource groups at all levels.

2. **Teaching Learning material:** SSA will support provisions for textual and other teaching learning materials as per the existing financial norms for all children in Government/Local Body and Government aided schools, including Madarasas desirous of introducing the State curriculum. States that have been providing textbooks to children under State sector schemes and budgets since 2007-08 will continue to fund textbooks being provided from the State Plans.

Wherever States have undertaken curricular reform in consonance with NCF-2005 and have taken steps to improve the development, production and printing quality of textbooks, support under SSA will be available as 'top-up' grants for textbooks for children who are supported under State sector schemes and budgets within the per child ceilings referred to in (a) above, provided that States show actual evidence of contents and production reform.

Primers/textbooks/textual/bridging material developed for tribal languages to facilitate transition to the State language of instruction would be sourced from the financial provisions made for textual material within the prescribed per child costs.

Within the ceiling of prescribed per child costs for textual material at primary and upper primary level, States may provide workbooks, worksheets and other essential teaching learning materials which together constitute textual materials for the subject, class or grade.

In case a State is partially subsidizing the cost of textbooks being supplied to children in the elementary classes, then financial assistance would be restricted to that portion of the cost of the books which is being borne by the children, subject to the overall ceiling stipulated above.

3. **Teaching Learning Equipment:** Support will continue to be provided for teaching learning equipment for new primary and upper primary schools to enable schools to procure basic learning aids for schools. Also provided for integration of class V and VIII in schools to bring to eight years elementary cycle.
4. **Continuous and Comprehensive Evaluation:** The RTE Act mandates that a system of Continuous and Comprehensive Evaluation be put in place enable the teacher to be continuously guided by the child's response and participation in classroom activities. This implies careful observation and record-keeping of each child's progress, which will have to be organised and executed in an academically sound manner.

Support will, therefore, be provided to enable teachers to maintain child-wise portfolios, incorporating a record of children's work and progress. Teacher Training programme will include training on systems for comprehensive and continuous evaluation. Procurement of material (file portfolios, registers, etc.) will be decentralised to the school/village/ Gram Panchayat level. There will be no centralized procurements at the State, district or block level

5. **ICT in elementary schools:** A programme for ICT in elementary schools will replace the erstwhile Computer Aided Learning (CAL) under SSA. A basic computing and ICT facility will be created in all elementary schools in a phased manner. This will include networked computers and accessories and an internet connection. Accessories may include speakers and microphones, digital recorder and digital camera and a printer. The programme of ICT in the

schools will be aimed at using computing, computer assisted learning and internet access to improve teaching learning in all areas of the curriculum. A variety of software tools and pedagogically appropriate e-content in local languages will be sourced or developed to serve the school curriculum. The focus will not be on creating advanced computer users but students and teachers enabled to access the wide variety of resources available in the digital format. Hence, the computer literacy component will be minimal, need based and integrated into the ICT programme. Teacher training will focus on access and use of digital resources, software tools and e-content. Efforts will be made to adopt energy efficient, cost effective ICT solutions, which increase the number of access points in each school enabling more and more children to use the facility more frequently. Appropriate mechanisms to maintain the infrastructure and protect it from break downs will be ensured.

6. **Laboratory Grant:** With a view to encouraging Science and Maths learning at upper primary stage, support will be provided for replacement of laboratory equipments and purchase of laboratory consumables and articles. With a view to ensuring optimum utilisation of Laboratory Grant simple and cost effective laboratory methods to facilitate learning by doing and scientific knowledge shall be including in teacher training, wherever it has not been included so far.
7. **Library Grant:** The RTE Act mandates that a library should be provided for each school. This should be well resourced with newspapers, magazines and books, including story books. Infrastructure like book shelves, racks, etc. may also be provided. One-time grant will be made available for existing Government/local body schools, which do not already have a library, to establish such libraries, followed by annual recurring grant to augment the library resources. The State will provide the broad guidelines for selecting appropriate books. The broad guidelines will be enabling, and not restrictive. The guidelines developed by the State will also include the procedure for maintenance of record and stock/asset registers with due verification as per prescribed procedures. The guidelines will also prescribe that time should be provided during teacher training and school timetables for reading in school and develop appropriate mechanism for effective monitoring of Library. Procurement of furniture and books for the library will be done in a decentralized manner by the VEC/ SDMC/ SMC or equivalent school body for rural/urban areas.
8. **Notebooks and stationary:** The RTE Act mandates free and compulsory education for all children in government/ local body schools. Notebooks and stationary constitute an expense which poor families are often not able to afford, and thus this becomes a barrier for many children to pursue and complete elementary education.

Provisions will be made for notebooks and stationary for all children in government, local body schools, government aided schools and recognised Madaras. This facility shall also be extended to children admitted in unaided schools against 25% admission as specified in section 12(1)(c) of the RTE Act, 2009. Wherever States are providing notebooks and stationary, as per their 2009-10 budgets, they shall continue to do so from their State budgets. In case any State is partially subsidizing the cost of notebooks, stationary and school bags provided to children in elementary classes, financial assistance would be restricted to the remaining portion of the unit costs.

Procurement of notebooks, stationary and school bags will be decentralised to the school/village/ Gram Panchayat level. There will be no centralized procurements at the State, district or block level.

9. ***Play material, games and sports equipment:*** The Schedule to the RTE Act mandates that all schools shall be provided play material, games and sports equipment. An annual grant for play material, games and sports equipment will be provided for all Government/local body schools, Govt. aided schools and recognized Madarsas. It should be ensured that games and sports items are available for children of all age-groups, and there is no gender bias in the selection or use of these items. It must also be ensured that the school time table has ample scope for games sports activities.

Wherever States are providing play material, games and sports equipment, as per their 2009-10 budgets, they shall continue to do so from their State budgets. In case any State is partially subsidizing the cost of play material, games and sports equipment in elementary classes, financial assistance would be restricted to the remaining portion of the unit costs.

Procurement of play material, games and sports equipment will be decentralised to the school/village/ Gram Panchayat level. There will be no centralized procurements at the State, district or block level.

10. ***Annual Academic and Other Grant:*** The Annual Academic Grant will replace the existing School Grant and Teacher Grant, provided under SSA. This Grant will be utilised for activities that facilitate child centred classroom processes, and for conducting teaching learning processes keeping the all-round development of the child in mind. The amount will be utilised at the school level, ensuring that there is full transparency in utilisation. The unit cost per school will be determined by the enrollment strength of the school.
11. ***Research for quality improvement:*** Priority will be given to research projects concerned with quality related issues, including for example, assessing states' curriculum in the light of NCF-2005, students' learning outcomes, student's and teachers' attendance rates, effectiveness of teacher training, efficacy of textbooks and other TLM quality of academic supervision provided by BRCs/CRCs/ DIETs, discriminatory practices in schools, teaching-learning in classrooms, implementation of CCE in schools, role of SMCs in school management; estimating out-of-school children; status and effectiveness of Special training centres, completion rate/dropout rate and transition rate; etc.

## CHAPTER 13

### TEACHERS, TEACHER SUPPORT SYSTEMS AND STRUCTURES

#### THE RTE MANDATE:

The relevant provisions in the RTE Act on teachers are as follows:

- i. The Schedule to the RTE Act prescribes the PTR for primary (Classes I-V) and upper primary (Classes VI-VIII), the requirement of head teachers and subject teachers for Science and Mathematics, Social Sciences and Languages at the upper primary stage, and part time instructors for Art Education, Work Education and Physical Education and Health.
- ii. Section 23(1) provides that persons with minimum qualifications as laid down by the academic authority authorized by the Central Government shall be eligible for appointment as teacher. The proviso to Section 23(1) lays down that teachers without the minimum qualifications shall acquire such qualifications within a period of five years.
- iii. Section 23(2) provides for relaxation of qualification by the Central Government for a maximum period of five years.
- iv. Section 23(3) provides that teacher salaries, allowances, etc shall be laid down by the appropriate Government.
- v. Section 25 provides that the PTR shall be maintained for each school
- vi. Section 26 provides that vacancy in any school shall not exceed 10%
- vii. Section 27 provides that teachers shall not be deployed for non-educational work, except for decennial population census, disaster relief and elections to Parliament, State Legislatures and Local Bodies.
- viii. Section 28 bans private tuitions by teachers.

The PTR norms prescribed under the RTE Act have been incorporated in the SSA norms. NCTE has also notified the teacher qualifications under section 23 of the RTE Act.

#### ***Teacher positions:***

- (i) ***Total Number of Teachers:*** There are approximately 45 lakh teacher positions in government, local body and aided schools across the country, against which 18.89 lakh are sanctioned under SSA. This includes --- lakh posts sanctioned under SSA since RTE Act became operative. However, there are a large number of posts vacant, including vacancies in

the State sector and the newly sanctioned posts under SSA. Within states and districts there are large variations, and the situation of vacancies is particularly acute in Uttar Pradesh, Bihar, Jharkhand and West Bengal.

- (ii) **Pupil Teacher Ratios:** The overall PTR in the country is 33:1 at primary and 31:1 at upper primary stage as per DISE 2009-10. This is a significant improvement over the PTR of 38:1 at primary stage and 34:1 at upper primary stage in 2005-06. However, teacher shortages continue to be acute in Bihar, Jharkhand, UP and West Bengal.

Sl. No.	State/UT	PTR 2005-06		PTR 2009-10	
		Primary	Upper Primary	Primary	Upper Primary
1	Andaman & Nicobar	17	17	12	12
2	Andhra Pradesh	27	22	25	18
3	Arunachal Pradesh	25	25	19	19
4	Assam	29	17	25	20
5	Bihar	68	70	57	61
6	Chandigarh	26	25	29	29
7	Chhattisgarh	31	27	28	24
8	D & N Haveli	41	41	37	38
9	Daman & Diu	53	50	33	30
10	Delhi	39	33	29	25
11	Goa	25	27	25	25
12	Gujarat	35	36	32	33
13	Haryana	44	28	37	26
14	Himachal Pradesh	21	20	17	17
15	J&K	18	19	16	16
16	Jharkhand	49	48	45	47
17	Karnataka	31	33	28	30
18	Kerala	28	32	24	26
19	Lakshadweep	18	17	17	13
20	Madhya Pradesh	37	31	35	33
21	Maharashtra	33	36	30	30
22	Manipur	21	20	21	20
23	Meghalaya	18	16	17	15
24	Mizoram	19	15	17	14
25	Nagaland	24	25	20	23
26	Orissa	36	38	32	37
27	Pondicherry	26	26	18	17
28	Punjab	39	29	31	28
29	Rajasthan	34	31	27	26
30	Sikkim	15	21	12	14
31	Tamil Nadu	31	29	29	34
32	Tripura	23	23	24	26
33	Uttar Pradesh	61	50	47	44
34	Uttarakhand	31	26	25	23
35	West Bengal	48	65	34	51

	<b>Total</b>	<b>38</b>	<b>34</b>	<b>33</b>	<b>31</b>
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(iii) **Urban-Rural imbalance in teacher deployment:** In most States there is a serious problem of excess teachers in urban schools and acute shortages in rural areas, particularly in remote and difficult to reach villages. Efforts made to undertake redeployment are often thwarted by interference from influential quarters or pressure from teachers' unions, or rendered redundant by lack of explicitly stated principles and rationale, and transparency in the exercise. The actual requirement of additional teachers will reduce significantly, if effective steps are taken for rational redeployment. The following table also reveals the need for rational re-deployment.

States	PTR in government primary schools	Districts with PTR > 30:1	% schools with PTR > 30:1 (primary)	% schools with PTR > 35:1 (upper primary)
Bihar	57	37 (All Dist)	74.19	89.96
Jharkhand	45	24 (All Dist)	58.92	65.58
UP	47	69/70	60.39	30.43
West Bengal	34	19/20	56.60	70.22
All India	33	284/635	40.63	33.17

#### STEPS TO IMPROVE TEACHER AVAILABILITY:

(i) **Teacher Re-deployment:** There is clearly a need to evolve a more transparent system of transfers and redeployment of teachers - a system which is both child centered and teacher friendly. The implementation of the computerized system for fresh postings, transfers and redeployment would help the States in maintaining school-wise PTR as stipulated under RTE in a transparent manner. MHRD has developed computerized software for the use of States. The software uses the DISE database and can:

- Generate a list of under-served and over-served schools.
- Create a school-wise vacancy database.
- Generate a list of vacancies subject-wise.
- Be sensitive to the needs of physically handicapped teachers, women teachers and other categories as prioritized by the State.
- Correct existing imbalances in teacher deployment.
- Be customized to State needs.

States will be encouraged to adapt and use the computerized software to correct existing imbalances in teacher deployment.

(ii) **Teacher recruitment systems:** Teacher recruitment systems in the States need to be improved, especially in view of the RTE requirement of maintaining pupil teacher ratio in all schools. Although NCTE has prescribed teacher qualifications in the past, States have not been strictly following the NCTE Regulations. In some states Recruitment Rules for Teachers prescribe qualifications which are far lower than the NCTE norms. For example, West Bengal prescribes Class X, rather than Class XII, as the entry qualification for a primary school teacher. Several States have also resorted to large scale appointment of

persons without requisite professional qualification on lower salary scales; this is a matter of serious concern. Teacher Qualifications, laid down by the NCTE under section 23 of the RTE Act, would need to be followed in all future recruitments, and States would need to make appropriate revisions in their Teacher Recruitment Rules.

(iii) **Recruitment after qualifying Teacher Eligibility Test (TET):** The implementation of the Right of Children to Free and Compulsory Education (RTE) Act, 2009 requires the recruitment of a large number of teachers across the country in a time bound manner. In spite of the enormity of the task, it is desirable to ensure that quality requirement for recruitment of teachers is not diluted at any cost. One of the essential qualifications for a person to be eligible for appointment as a teacher is that he/she should pass the Teacher Eligibility Test (TET) which will be conducted by the appropriate Government. The rationale for including the TET as a minimum qualification for a person to be eligible for appointment as a teacher is that (a) it would bring national standards and benchmark of teacher quality in the recruitment process; (b) induce teacher education institutions and students from these institutions to further improve their performance standards; (c) send a positive signal to all stakeholders that the Government lays special emphasis on teacher quality.

(iv) **Training of untrained teachers:** One of the biggest challenges confronting States is training of the large number of untrained teachers. Currently there are 6.70 lakh teachers in government schools who are untrained. Some States have inadequate capacities for pre-service teacher training and the problem may aggravate with recruitment against the vacant positions as well as requirement of additional teachers. It may not be possible in some districts/States to train untrained teachers in the traditional face-to-face mode, without loss of teaching time in schools. Therefore States need to institute systems for timely training of untrained teachers, which include the following:

- Assessing district/block wise number of untrained teachers, availability of infrastructure and Resource Persons (for contact sessions also)
- Review D.Ed curriculum in light of NCF-2005 and NCF-TE, 2009, Obtaining NCTE approval
- Specifying courses of study, credit requirements, prepare study material, contact sessions, project work requirements, and system for assessment and examination
- Preparing Plan for administering the programme: batches of untrained teachers

## **CRITICAL ROLE OF TEACHER IN ENSURING PROTECTION OF CHILD RIGHTS IN SCHOOLS**

The teacher is the central actor in ensuring that children's education rights are protected. This implies several things: creation of discrimination- and fear-free learning settings and processes, engagement of children in learning processes as specified in the curriculum and other accompanying material, ensuring that children are evaluated in a comprehensive and continuous fashion, adequate learning support is provided to ensure that children master basic skills and acquire competencies as specified in the curriculum.



### ***In-service Teacher Training:***

Facilitating transition from traditional modes of classroom organization and teaching to a framework that is in conformity with the child centred provisions of the RTE would require considerable support and guidance to teachers and head teachers. The existing teacher and head teacher training programmes need to be revised to include training on (i) curricular aspects, including the child-centred, activity-based principles of NCF-2005 for quality improvement, (ii) RTE, incorporating the child centred principles of NPE, 1986/92 and NCF-2005 (no detention, expulsion, corporal punishment) and an understanding of the rights perspective, child rights and entitlements, (iii) Inclusion, equity, non-discrimination, gender and special needs, (iv) special training for out-of-school children. In addition, head teachers would need training on school management in terms of RTE and norms and standards mandated for the school. These orientation and training programmes are proposed to be provided through structured in-service teacher training programmes at the BRC level, but also through peer interaction, seminars and symposiums organized at CRC, BRC and DIET levels.

### ***Expanding the scope of in-service training programmes to include administrators***

There is an urgent need to focus on locally relevant programmes for orientation of head teachers, cluster coordinators and local supervisors. Leadership capabilities of head teachers, local level managers, teacher support professionals including CRC coordinators and school supervisors at DIETs and BRCs will need to be strengthened through training designs developed by SCERTs, SIEMATs and NGOs.

## **ACADEMIC SUPPORT SYSTEMS AND STRUCTURES**

### ***Redesigning CRCs – their roles and responsibilities***

CRC were envisaged as centres of teacher empowerment - where teachers share their experiences, discuss their problems and learn from innovative practices of peers. In several states this forum has been effectively used for teacher interaction and peer learning. In Tamil Nadu CRC meetings were used for discussing implementation of ABL and ALM methodology, resulting in improved classroom processes. However, experience of CRC functioning has tended to be uneven, with many administrative responsibilities being entrusted to CRC coordinators, often to the detriment and neglect of their academic responsibilities. It is important that the dichotomy and overlap between the role of the CRC coordinator and the local supervisory staff is addressed in the 12th Plan.

Currently, the number of CRCs and supervisors responsible for overseeing and supporting schools is decided on a uniform basis, namely one coordinator for a variable number of schools, irrespective of the size of the school, the number of children and teachers, and the distance at which the schools are located. This could be replaced by fixing the number of schools with a CRC coordinator to 18 - 25. The responsibility for effective functioning of the schools and ensuring learning achievement by children has to be shared by the CRCs with the head teachers and teachers. 18 - 25 schools per CRC will enable him to conduct monthly meetings in a staggered manner so that no school is left teacher-less on account of the monthly meeting. Also

the CRC can have focused meetings with primary/ upper primary or subject teachers, instead of omnibus and general meetings.

The focus of work of the CRCs should solely be on supporting teachers and improving the schools. They should be given no other tasks including data collection for DISE. The CRC should be developed as a Resource Centre with adequate physical and academic infrastructure such as library, facilities for developing supplementary learning material for dissemination to all schools within the jurisdiction of the CRC, teacher interaction rooms, etc.

### ***Innovation Fund for Teachers and Schools***

The existing SSA component teacher's grant of Rs.500 to every elementary school teacher will be merged into the Academic Grant to every school based on the number of teachers and students referred to in the preceding chapter.

Besides this, a *Teacher Innovation Fund* will be instituted at the Block level to offer innovation grants to selected teachers and schools for demonstrated efforts in child-centred learning. Selection of deserving teachers would be made through expert and peer evaluation of specific innovative efforts taken up by individual teacher and schools. Special efforts should be made to document such successful innovations and disseminate it among all schools.

### ***Strengthening Block Resource Centres***

Over the last decade Block Resource Centres (BRCs) have developed as an important forum for in-service teacher training. In the 12th Plan it is proposed to upgrade and strengthen BRCs to function as well equipped resource centres so that they become the hub for all interested teachers – public or private to contribute to effective provision of children's rights and entitlements. BRCs would therefore be equipped with (a) a well stocked library and reference room, (b) facilities for development and dissemination of learning material, (c) well equipped ICT facilities, (d) training-cum-seminar rooms with modern facilities for presentation and discussion, (e) facility for residential training. This would entail investments to improve the physical infrastructure, provide for ICT facilities including broadband connectivity, create a good library of books, reference material, textbooks and teaching material, and provide appropriate furniture and equipment

### ***Streamlining Open and Distance Learning Facilities (SSA-DEP Component)***

Open and distance learning mechanisms must be extensively used to provide learning inputs to teachers at their work place. This would demand the existing programme of SSA-DEP is recast to assist teachers to upgrade their understanding of child centric pedagogies and subject knowledge. NIOS and State Open Schools could be effectively brought in to support such ventures.

### ***Teacher Academies in Selected University Departments and Institutions***

In the existing set up, most elementary school teachers remain totally unexposed to any higher learning environment. It is important that this is changed and provisions are made for attachment of elementary teachers to well-established university departments and other higher education institutions that are actively associated with promoting elementary teacher education. A programme of Resident Teacher Fellowship/Stipend is proposed to be instituted for practicing

teachers to upgrade their knowledge through internship in the ‘teacher academies’ under the aegis of NUEPA.

This would require action by NUEPA on several fronts like recognizing and assisting selected University Departments, institutions and non-government organisations of repute (like Digantar, MV Foundation, Doosra Dashak, Eklavya, Vidya Bhawan, The Concerned for Working Children, Krishnamurthy Foundation, etc) to create special programmes for practicing teachers. Such institutions would be encouraged to carve out ‘teacher academies’ for this purpose. The Fellowships could range from 6 months to two years depending on the facilities available in the selected Academy, and 2-3 months as an immersion attachment with the non-government sector.

### ***Programme of Teacher Education Material Development in Local Languages:***

One of the biggest problems faced in conducting effective in-service education of teachers is the absence of good material for use by resource persons. Often, therefore, teachers only have the exposure to some thinking, and occasionally, some slide presentation to fall back on when they return to their work place. It is therefore proposed to launch a major programme for development of learning material for teachers in multiple languages, to be spearheaded by NUEPA. This would involve the (i) creation of a special fund for commissioning the preparation of such learning material for teachers which could include subject knowledge upgradation as well as pedagogic practices in consonance with the NCF-2005 and the NCF-TE, (ii) adaptation of NCERT produced text and teacher guides to suit the requirement of self-learning which could be made available in different languages, (iii) translation and publication of selected books published in India and outside which are found relevant for teachers – both for expanding their general understanding and classroom practices. NUEPA will partner with SCERTs, increasing their capacity and also facilitating learning and sharing across states.

### ***Creating a Teacher Management Information System***

Teachers constitute the single largest group of employees. The RTE has several provisions that directly depend on the teachers’ availability, qualifications, quality and work profile. As of now, there is no systematic data base that captures every teacher’s professional profile in a cumulative fashion. DISE presents some core information on all the teachers collected through the School Report Card. However, DISE does not capture the moving trajectory of the teachers’ professional growth, experience, and achievements. This is important as in the last few years significant investment has been made in every teacher through training. For effective management of teachers, their in-service professional development etc, it is necessary to create a comprehensive data base on teachers which presents a cumulative picture of their service. This requires computerization of all records related to every teacher with the help of suitable software. Since, current data on every teacher is already available under DISE; it requires integrating the information backwards with the legacy files and information stored at district/state level on each teacher. This could be done in a phased manner beginning with the latest round of employees and going backward to cover upto a specified period, say, those who joined during the last 20 years or so. Investment may not be huge as necessary expertise already exists for EMIS in each state and, at the national level, DISE Project could be strengthened to give technical support and coordinate the work.

## **INTERVENTIONS FOR TEACHERS, TEACHER SUPPORT SYSTEMS AND STRUCTURES IN THE 12TH PLAN:**

In the 12<sup>th</sup> Plan the following interventions will be made:

### **Teachers**

**New School Teachers:** (i) A minimum of two teachers will be provided for new primary schools and EGS converted schools, and (ii) three subject specific teachers for new upper primary schools, opened as per the school neighbourhood norms prescribed under the State RTE Rules.

### **Additional Teachers:**

Additional teachers will be provided based on school enrollments and as per the RTE norms to all Government and Local Body schools, subject to the following conditions:

- i. Assistance will not be available for filling up State sector vacancies that have arisen on account of attrition and retirement.
- ii. States shall review their teacher cadre and recruitment rules to ensure that teacher qualifications prescribed therein conform to the teacher qualifications notified by NCTE under section 23 of the RTE Act.
- iii. Teacher recruitment will be made as per the TET guidelines notified by NCTE, and such provision will be incorporated in the State cadre and recruitment rules.
- iv. States shall rationalize the deployment of existing teachers to ensure that the prescribed PTR is maintained for each school, and teacher vacancy does not exceed 10% of the total sanctioned strength in any school.
- v. In case the State does not have trained persons in adequate numbers, it will seek relaxation from the Central Government under the relevant provisions of the RTE Act. While seeking such relaxation the State shall make a commitment with a detailed time bound programme for training of untrained teachers within the time frame prescribed under the RTE Act.
- vi. The terms and conditions of service of teachers will be as notified by the State Government.

**Part time Instructor:** The RTE Act mandates provision of Part Time instructors for Art Education, Health and Physical Education and Work Education at the upper primary stage with an enrollment of more than 100 children. Provision will be made for engagement of Part Time Instructors as per the RTE mandate.

### **Teacher Training:**

- a) **In-service training** of teachers in Government, Local Body and aided schools, including teachers in Madaras desirous of introducing modern subjects, to enable them to see

pedagogical practices from the child's perspective and continuously upgrade their knowledge and teaching skills. In-service training of teachers will also include training for conducting Special Training for out-of-school children. Annual in-service teacher training (including seminars, workshops, field visits) will be in residential/non-residential mode for 10 days at the BRC/DIET level as per the existing norms. In addition, 10 one-day teacher meetings will be held at CRCs annually as per the existing financial norms.

- b) **Training of untrained teachers** to enable them to acquire professional qualifications. Such training will be in distance mode. States will need to (i) assess district/block wise number of untrained teachers, availability of infrastructure and Resource Persons, (ii) review D.Ed/B.Ed curriculum in light of NCF-2005, NCF-TE, 2009 and Model Syllabus prepared by NCTE, (iii) specify courses of study, credit requirements, prepare study material, contact sessions, project requirements, and system for assessment and examination, (iv) identify Resource Persons for contact sessions, (v) identify locations for contact sessions, (vi) prepare a comprehensive Plan for administering the programme: batches of untrained teachers, (vii) ensure monitoring through SCERT. Grant towards training of untrained teachers to enable them to acquire professional qualifications will continue to be provided during the 12th Plan.
- c) **Residential Induction training** for newly recruited teachers for 30 days.

#### **Head Teacher Training**

- d) Head Teacher Training will be conducted to instill new skills and broadened perspective to ensure school functioning from the point of view of children's rights which need to be protected every day. Refresher training will be in residential/ non-residential mode for 10 days for all Head Teachers each year at BRC/DIET level.

#### **Training of Academic Resource Support Staff and Education Administrators**

To enable academic resource staff and education administrators to move away from an inspectorial approach to understand and develop school functioning from the perspective of children and teachers. Funds to be sourced from the Management costs and rate to be approved by the State Executive Committee. Actual unit costs need to be budgeted. The unit costs for training inputs, including training material, resource persons/master trainers and other training norms would be based on the inter se norms for training as approved by the State SSA's Executive Committee.

The average batch for any training should not exceed 30 per group. The ceiling of unit cost would not be automatically allowed as a default costing norm.

#### **Academic support through BRC/URC/CRC**

- a) BRCs/URCs and CRCs are the most critical units for providing training and on-site support to schools and teachers. Given the significance of these structures SSA will strengthen faculty and infrastructure support to BRC/URC and CRCs.
- b) States must focus on improved selection criteria for the coordinators and faculty of BRC/URC and CRCs. The selection criteria should take into consideration their experience, qualifications and aptitude for training and research.

- c) States must provide for constant skill enhancement of BRC/URC and CRC coordinators and faculty
- d) Functional linkage between BRC/URCs and CRCs with DIETs and district level resource groups should be strengthened.

SSA will provide support for BRC/URC and CRC as per the following norms:

**For BRC/URC:**

- a) There would ordinarily be one BRC in each Community Development (CD) Block. In states, where the sub-district educational administrative structure like educational blocks or circles have jurisdictions which are not co-terminus with the CD Blocks, the State may opt for a BRC in each such sub-district educational administrative units. However, in such a case the overall recurring and non-recurring expenditure on BRCs in a CD Block, should not exceed the overall expenditure that would have been incurred had only one BRCs per CD Block been opened.
- b) In urban areas, academic resource centers would be set up on the lines of BRC to cover 10-15 CRCs. If the municipality or town development authority has academic staff, they may be deployed in the URCs.
- c) The following resource support should be provided for BRC/URC:
  - i. Six Resource Persons for (i) Language, (ii) Mathematics, (iii) Environment Studies, (iv) Science, (v) Social Studies, and (vi) Gender and Equity
  - ii. Two Resource Persons for Inclusive Education for children with special needs.
  - iii. One MIS Coordinator and one Data Entry Operator
  - iv. One Accountant-cum-support staff per 50 schools to be appointed on contract basis. These accountants will be mobile and will provide support to schools and block to help them maintain their record properly.
- d) BRC/URC Coordinator and faculty should be professionally qualified, and have at least five years teaching experience.
- e) BRC/URC may be located in school campuses as far as possible.
- f) Facilities will be provided for residential facilities, and for one time for augmentation of training infrastructure
- g) Financial support for BRC/URCs will continue to be provided in the 12th Plan as per the existing norms.

**CRC**

- a) On an average, one CRC Coordinator may be placed in charge of 18 -25 schools in a block.
- b) CRC construction cost will be as per Schedule of Rates notified by the State for additional classroom. The CRC may be used as an additional classroom in schools on days when CRC meetings are not held.
- c) Financial support for CRCs will continue to be provided in the 12th Plan as per the existing norms.

**School and Teacher Initiatives for Equity and Academic Innovation:** The effort in the 12th Plan will be to encourage and support school/ teacher level initiatives for equity and academic innovation. The State Government will be expected to give wide publicity to the provision for such initiatives taken by teachers and ensure that good practices are shared with other teachers and SMC members.

Proposals received from schools/ teachers shall be vetted and approved at the Block level, based on guidelines issued by the State Executive Committee for such purpose.

**Teacher Academies in Selected Universities, Institutions and Voluntary Agencies**

Support for providing teachers fellowships and attachments with universities/ institutions/ voluntary agencies of repute will be made available to NUEPA for operationalizing 'Teachers' Academies'.

## CHAPTER 14

### SCHOOL INFRASTRUCTURE

#### INTRODUCTION

The focus of infrastructure development for elementary education has hitherto been limited to construction of structures to meet the quantitative requirements of basic ‘shelter’ for educational activities. Typically, the built space for schools is conceptualised as a structure of four walls of classrooms with certain essential amenities, like drinking water and toilets.

Education infrastructure development must, however, be sensitive to the needs and aspirations of children and teachers, address their physiological needs and comfort, and provide an environment conducive to children’s physical, cognitive, social and emotional development. Infrastructure development should, therefore, not be confined to merely providing a building structure, but should also create an environment that can enhance the quality of children’s learning processes and experiences.

In the 12<sup>th</sup> Plan school infrastructure development will be seen holistically as a physical manifestation of ideas encompassing children’s access and retention for inclusive education of equitable quality in safe and secure environments.

#### GUIDING PRINCIPLES OF WHOLE SCHOOL DEVELOPMENT PLAN

Significant steps have been taken in the 11<sup>th</sup> Plan to disseminate the idea of Whole School Development Plan (WSDP) through interactions and workshops. In the 12<sup>th</sup> Plan, further work on WSDP will be guided by the following broad principles:

- a. ***Child and teacher centred approach in planning:*** Integrate the voices and opinions of children and teachers in the process of planning and provisioning
- b. ***Revitalization and augmentation of existing infrastructure:*** Repair, adaptation, retrofitting to make infrastructure more efficient, useful, safe from natural or human hazards, and conducive to child-centred pedagogy.
- c. ***School environment as a learning resource:*** Development of school interiors, semi-open and outdoor spaces as settings for effective use in the teaching-learning process.
- d. ***Use of cost effective approach for optimising resources:*** Respecting and applying community wisdom and knowledge, especially with the involvement of the SMC, as also environment friendly, green technologies in construction.

#### PRE-SCHOOL integrated IN ELEMENTARY SCHOOL INFRASTRUCTURE



With pre-school education proposed to become integral to elementary education, the pre-school space will need to be carefully designed as an Early Learning Unit within the larger school. Available spaces would need to focus on children aged 4 - 6 for preschool, and children aged 6 - 8 years for classes I and II. Spaces and facilities for these age groups can be conceptualised together with provision for sheltered learning spaces, outdoor play spaces with soft areas and child friendly amenities. The sheltered learning spaces will have learning corners: book corner, block corner, craft corner, fantasy/ dolls corner, science corner, apart from an intimately connected ‘messy’ space for children to play with mud and sand in semi-open areas or outdoors.

### ***Augmenting existing school facilities***

**Classrooms:** The requirement of classrooms needs to be reviewed from the perspective of spaces for seating, activities, storage and display spaces. The review should also address physiological needs of natural light, ventilation, thermal comfort, physical space for activities per child, with furniture, etc. Since a classroom is envisioned as an inclusive space, its design must provide for the comfort of children with special needs. New classrooms must factor in vertical and horizontal expansion at the design stage, as also adaptation, retrofitting or modification of the classroom space with respect to pedagogical requirements and from the perspective of reducing vulnerability from natural or human made hazards.

**Head Teacher’s room:** Based on the various activities that the Head Teacher is required to perform as part of his/her academic and non academic duties, the basic infrastructural requirements of adequate space for small meetings, storing resource and display material, registers, records, etc need to be provided. Across the country, it is estimated that there are about 3.8 lakh rooms that are in excess to RTE norms, located in schools that do not need additional classrooms, which can be used as Head Teachers’ rooms.

**Library:** Library corners may be planned for each classroom with proper display and space for children to read books. In schools with rooms in excess of the numbers required, one such room may be converted into a library with built-in storage and display. Schools can also consider a school-time library in semi-open, outdoor spaces, which can also help inculcate reading habits in community members.

**Amenities – Drinking water, urinals, and toilets, kitchen facilities:** While many school now have basic amenities in place, the adequacy of its numbers, functionality and effective use – especially of toilet and sanitation facilities - remains a matter of concern. In many cases existing, but dysfunctional facility, may need repair, even dismantling and re-constructing by recycling the material used.

**Appropriate furniture:** With evolving child-centred pedagogy, the requirements of furniture also need updation. Often, the tendency is to build and provide fixed furniture for all grades, hardly conducive to teaching-learning based on constructivist pedagogy, which require flexible seating arrangements. Today, a child is entitled to a dignified seating, that goes beyond provision of *taat pattis* on the floor. Arrangements for small groups of 4-5 peers on low height round/square tables or an assembly of low height *chowkies* allows flexibility in seating. Grade-specific, simple designs using local skills, materials or crafts and procured locally must be developed. This will ensure that their maintenance and repair can also be undertaken locally and at lower cost, while lending character to the classroom activities. Children with special needs in

an inclusive classroom will require some special seating, activity areas as well as physical support systems, which can be moved to a new classroom, as the child moves on.

**Development of outdoor, landscape and play space, including boundaries / fences:** The school environment cannot be complete without well developed and well maintained outdoor spaces. This needs to be segregated from surrounding areas with a secure boundary or fence, so that this space is safe and secure. This can be done with green fence/hedge, bamboo fence, wire fence, wattle and daub (reeds in mud) boundary, stone boulder boundary, or a stone / brick masonry wall, depending upon the resources available. Play is an important aspect of child development, hence age-appropriate play spaces need to be provided in all schools. This does not imply large sports fields, but small pockets for games and play, depending upon space availability. Soft areas for play are important, and the tendency to hard-pave the outdoor areas must be discouraged. The school terrace can also be developed as a play space, where there is little space on the ground.

**Development of school spaces and settings as learning resource:** By innovatively treating school spaces – the classrooms, circulation spaces, outdoors, natural environment - and their constituent built elements, like floors, walls, ceilings, doors, windows, furniture, open ground, a range of learning situations and materials can be actively used as learning resources and aids to complement teaching and textbook information. A three-dimensional space can offer a unique setting for learning, because it can introduce a multiple sensory experience into an otherwise uni-sensory textbook or a black board teaching transacted by a teacher. It has the potential of making abstract concepts more concrete and real from the child's perspective.

For example, a window grill can be designed to help the children develop pre-writing skills and understand fractions; a range of angles can be marked under a door shutter on the floor to explain the concept of angles; ceiling fans can be painted with colour wheels for the children to enjoy ever-changing formations and understand rotational symmetry; moving shadows of a flag-pole can act like a sundial to understand the different ways of measuring time. It is necessary to identify potential learning settings for children, and equip them with age-appropriate learning resources for children to engage with. Such age appropriate learning resources can be incorporated in the schools during repair, up-gradation and augmentation of existing facilities and thus increase the educational value of the infrastructure.

***Retrofitting and adaptation of existing facilities:***

**Retrofitting towards NCF-2005 based pedagogy:** The constructivist pedagogy of NCF 2005 enables children to participate in a range of activities within and outside the classroom. Thus, the interface between the classroom inside and outside needs to be re-visited and retrofitted. For example:

Many single door classrooms need the second exit door for fire safety. In such cases, a classroom window opening into a dead backyard space can be modified as the second door directly exiting to the outside. This exit can allow the outside space to be developed for outdoor activities and thus two purposes get addressed in one go – fire safety and pedagogical requirement.

Corridors are usually thought of as mere circulation spaces; these can be widened and conceptualized as learning space with seating and storage provisions.

Inclusive classroom means that children with mild and moderate disabilities, including hearing, visual, intellectual, loco motor impairment shall be in the same class. Thus, the basics of adequate natural light and ventilation in the classroom must be ensured to enable a hearing or visually impaired child to see the chalkboard or the lip movements and gestures of the teacher and other children more clearly. There is a range of design interventions needed to innovatively look at retrofitting and adaptation of existing learning spaces.

**Retrofitting for reducing adverse environmental impact and facilitation of green technolo:**

Green Schools are retrofitted or designed with solar passive techniques for a thermally conducive environment. Green Schools use proven renewable energy technologies for its energy requirements such that the school community, including children, teachers and SMC members can learn from it, evolve it, and also disseminate ideas to the community at large.

**Retrofitting for existing facilities towards natural and human-made hazards:** Existing school buildings need to be retrofitted to become hazard resistant and safe. India experiences different kinds of natural and human made hazards in its different regions: earthquake, landslide, tsunami, cyclone, flood and fire are examples of hazards that have affected our schools and habitats. Reducing vulnerability will involve structural as well as non-structural measures. Schools have very small children; they are most vulnerable to such hazards. Schools should not only be safe and secure for children and teachers, but should also equip them with knowledge and preparedness for facing disaster situations.

**Urban schools:** Urban schools face unique infrastructure challenges due to scarcity of land and peculiarity of urban situations. Where the existing infrastructure gets overloaded and cannot be expanded, double shift schools may need to be considered (keeping in view, however, the RTE mandate for instructional hours for children), and there may be need to re-design existing school spaces to provide for double shifts.

**Schools in Special areas:**

1. **Hilly areas and other remote areas where there is no access of roads:** Infrastructure development issues in remote sites are very different from other more accessible areas. Transportation of building material through regular modes of trucks and tractors may not be feasible, and often needs to be carried manually as head load. Transporting industrialised materials like bricks, cement, steel to such sites is costly and impractical in the long run, since they cannot be easily used (adequate skill to use such materials and technologies may not be available locally at remote locations), serviced or repaired later. In such places, effort must be made to use local building materials that need not be transported from outside. Specifications must be designed such that only a small and indispensable quantity of materials that need transportation from outside are used in such buildings. Use of local materials and technologies will ensure that they can be maintained locally without being dependent on outside support, and thereby considerably reduce the life-cycle cost. This may be true for many school sites in Kashmir division, Himachal Pradesh, Uttarakhand, as well as North Eastern states.

2. **Tribal and forested areas:** The design of school spaces in many tribal and forested areas in Chhattisgarh, Orissa, Bihar, Jharkhand, Madhya Pradesh, and Gujarat is often de-linked from their own habitat. The tribal child may feel a disconnect, not only in the language of instruction, but also in the school environment. The diversity of outdoor spaces and semi-open spaces in different tribal habitats finds little or no reflection in most existing schools. This disconnect can be minimised if the buffer spaces around existing schools are developed using a range of local materials and skills. These could be in the form of courtyards, extended plinths, platforms, trellis, pavilions, amphitheatres, verandas, landscaping, spaces under trees or groves, etc. using mud, bamboo, cane, stone, timber, bricks, terracotta, etc. made with respective sensibilities of the tribes. This can be supported, where needed, with external inputs for safety, low maintenance and longevity.
3. **Flood prone areas / ‘chaur’ areas:** Flood prone areas in Bihar, Assam, West Bengal, Orissa, Kerala as well as others States need diverse consideration in infrastructure provisions.

In *Chaur* areas of Assam, the entire village moves out by few kilometres during flood, which has largely pre-determined timing and submerged areas. The school also needs to ‘move’ during such times with the community. The building systems need to consider this movement through a facility to assemble, dismantle and reassemble parts of building at a new location and ensure that children’s education is not interrupted during the course of the year. Developing floating schools, that can move up with the water level like a boat could be another option, as has been practiced in some parts of Bangladesh. Options to reschedule vacation time to such flood time can also be explored, to minimise duration of such breaks.

In Bihar, West Bengal, Orissa and Kerala, when the water level rises, there should be possibility of moving up to safe spaces in the premises. Thus, providing lofts or attics in classrooms to stack furniture and other materials, and making the upper floors / terrace usable for the school and/or community are the other practical options for flood prone areas. The terrace must be made accessible, developed as covered pavilion space or conceptualised as a make-shift shelter during floods. New sites being explored must be on a high ground / mound so that flood does not affect the school infrastructure and amenities. High plinths and stilted structures, with open ground level space underneath the classes can address such situations in a cost-effective and practical manner. Here use of materials - local or industrial - that can take the yearly onslaught of flood, without getting damaged must be ensured.

4. **Areas affected by civil conflicts:** It is not possible to predict where such conflicts may occur, and hence difficult to design buildings in advance for such situations. Schools are burnt down or demolished because they are used as shelters by those engaged in active conflict. However, few guiding principles need to be laid down – the core areas of school building must use totally non-combustible materials for various provisions. Wherever relief centres or shelters are being run for children, they must be able to give the children a sense of security, comfort and constructive engagement, since they may already be in trauma. The key challenge is to erect the facility fast, and such that it is as close as possible to mirroring children’s home environment. Use of sand / mud filled cement bags interlocked internally with barbed wire to make wall and domical roofs are sturdy and safe, and can be erected fast, as was demonstrated in Iraq war. In Chhattisgarh, the National Bamboo Mission provided prefab boards to erect the schools in Dantewada in a very short span of time. The

development of outdoor play space to keep children constructively engaged with little landscaping could be considered.

**Residential schools:** Residential schools have the responsibility of being a home in addition to providing specialized learning space for children. Residential schools cater to children from small and scattered habitations in tribal areas, deserts, hills or forests. They also cater to children whose parents migrate for livelihood – like farm labourers, brick kiln workers, etc. A residential school must be safe and secure for children as well as teachers. It must have proper dormitories for girls and boys (separate), amenities as per norms, kitchen, adequate storage facilities for food, housekeeping, learning and play material, play spaces, library, garden, outdoor courtyards and amphitheatre, good accommodation for teachers and the caretaker. The facility must be expandable; capable of accommodating children from secondary or higher secondary stage at a later date. Thus, sufficient land must be acquired in the first place and the design must provide for horizontal and vertical expansion in future. The residential school located in an area must reflect the elements of domestic architecture and culture in the design of spaces for the children to not to feel any disconnect with their home environment initially or later. The physical environment must be safe from natural or human hazard. It must include spaces to develop life skills, and spaces for giving opportunity to children for work education using local crafts.

**Minor and Major repair:** School infrastructure across the country is diverse not only in design, but also in age. There are school buildings that may be over 100 years old, and still usable. There may be some that are only a few decades old, but have not been maintained well, and now need repairs. There may be other that have got damaged due to natural or other hazards, and need major repair. Thus, major and minor repairs are situation and need specific, and require case-specific investments. Major or minor repairs must be viewed from the pedagogy perspective, rather than being totally engineering driven. For example, raised plinth protection can provide a building edge that children and teacher can use in variety of ways. Debris created during repair can be used to raise such a plinth. While repairing floors, games and puzzles can be embedded in them for children to be constructively involved. Wall plasters during repair could be planned with learning activity boards inside or outside the classrooms. The door and windows could be made more child friendly and have a range of learning aids planned into them.

**Convergence with MNRE, NDMA (MHA), Ministry of Water Supply and Sanitation, HUPA:** Many ideas and issues discussed above involve convergence with other Ministries and bodies working at the National and State levels. For example, the adaptation of green technologies for augmenting existing facilities and new construction require convergence with MNRE. NDMA is already associating with MHRD on National School Safety Programme with reference to earthquakes. School Sanitation has several issues that overlap with DDWS and a long and lasting partnership in sharing and convergence needs to continue. Infrastructure development work remains resource intensive and institutions under HUPA (e.g. HUDCO, its building centres, BMTPC, etc) as well as technologies propagated by them could be used for cost-effectiveness in construction.

**Creation of new school facilities with all the above:** Since there is a huge existing built stock, most orientation of most of the issues and ideas discussed was towards them. However, the same guiding principles need to be taken care of in case of new designs. *Design development of new school facilities must avoid the shortcomings pointed out above while addressing the issues outlined for present and future.*



## **CRC/BRC**

### **Space for effective CRC activities**

1. Meetings can be held in existing classrooms, but for other functions (as resource centre, data + other storage) a separate administrative unit may be needed.
2. CRC can be involved in academic research; hence will need facilities accordingly like a good small library corner, TLM resource corner, TV, computer with internet, etc. Using a CRC meeting room with these facilities as regular classroom may not be practical.
3. Teachers can use CRC for preparation of lessons, peer group interaction to discuss academic and other issues. In most cases, CRC is housed in the school compound, and therefore the basic amenities can be common. However, special focus may be given to provide adequate storage and display of resource materials. Activity areas to use / practice use of above materials.
4. An outdoor meeting space – a courtyard or an amphitheatre that can be used by the school as well as for CRC activities will be very useful in many climatic zones.

### **Space for effective BRC activities**

BRCs must provide residential training facilities for about 40 teachers for upto 10 days at a time; Participants should be able to sit comfortably for long hours with flexible seating arrangements. The Resource Person should be able to move around; the trainee-trainer distance should be intimate; there should be adequate natural / artificial light (gets depressing in the evenings); better aesthetics and more cheerful. The BRC should be usable through the year. Today, a large number of teachers are women: safety of women teachers is therefore a major issue. Women with small children may need a crèche facility. This centre must also be capable of sheltering people if there is a natural disaster. The following spatial provisions must be considered while augmenting existing / planning new BRCs:

1. Dormitories
2. Bathrooms and toilets as per norms
3. Training hall
4. BRC/BEO room
5. Kitchen and dining space
6. Space for BPO/BRG members
7. Accountant room / data centre / computer room
8. Library / resource material – storage, usage
9. Generator room for power supply.

### **Design aspects and provisions:**

1. Two storied, if not, access to terrace;
2. Room usable from all directions
3. Training hall should exemplify a classroom (in terms of display, storage)
4. Teachers need to do 'Home Work' in evening, need working space and lighting

5. All security measures needed: disaster resistance, boundary wall
6. Floor based work, but narrow display tables needed
7. Training method is very interactive, reflective; scope to move outside needed, also space for reflection
8. Wide Entrance
9. Rectangular shape does not always help
10. Storage all kinds of materials
11. Ramp for physically challenged
12. Storage /temporary warehouse for distribution of text books / TLMs, etc.
13. Data storage

#### **INTERVENTIONS IN THE 12TH PLAN:**

1. All new school buildings will be complete in all respects, with adequate classrooms, barrier free access, separate toilets for boys and girls with running water, drinking, provision for kitchen sheds, boundary walls/ green fencing. All new schools will be developed as per the WSDP, including solar passive technologies and child centred learning elements.
2. Additional Classrooms will be provided on the basis of enrollments as per the RTE norms. Child centred elements, including height/design of windows, blackboards, creative use of floors / walls as academic and pedagogic resources will be factored in at the construction stage itself.
3. Separate toilets for boys and girls and drinking water in existing schools in rural areas will be sourced from funds available under Total Sanitation Campaign and Drinking Water Mission. Toilets constructed should be disabled-friendly. Provisions for such facilities in urban areas will be provided under the RTE-SSA programme.
4. Support will be provided for making all schools barrier free and disabled friendly.
5. To begin with retrofitting of existing schools will be taken up in Seismic Zone 5. The opportunity of retrofitting should be utilised for ensuring incorporation of solar passive techniques for a thermally conducive environment, as also incorporation of child centred learning elements in the school, wherever possible.
6. Residential facilities will be provided by (a) redeploying existing government/ local body buildings and underutilized schools, (b) constructing new buildings where redeploying existing buildings is not possible. New buildings will be as per the KGBV norms; in the case of redeployment of existing buildings the costs will be on a case-to-case based as per the State SoR.
7. BRC facilities will be augmented to provide for additional training and dormitory space.
8. All construction will be as per the State Schedule of Rates
9. Furniture for primary will also be provided; furniture for primary and upper primary schools should be appropriately designed to facilitate peer and teacher-child interaction.



## CHAPTER 15

### PEOPLE'S PARTICIPATION IN EDUCATION

The importance of partnership of government with the community and society in general has been a highlight of each five year plan, particularly since the 6<sup>th</sup> plan. Recognizing the tremendous contribution of constructive work undertaken by civil society organisations (CSO) and voluntary agencies (VAs), each plan has attempted to enlarge the scope and extent of Government-CSO/VA partnerships in various social and developmental sectors.

The 12<sup>th</sup> Plan process in the elementary education sector comes at an unprecedented moment in history when the RTE Act is being implemented. SSA will continue in the 12<sup>th</sup> Plan, albeit in a modified form to provide for the rights and entitlements mandated under the RTE Act. It would be impossible for RTE to succeed without people's support and ownership, and community participation becoming a central and overarching factor in planning, implementation and monitoring for universal elementary education.

RTE envisages substantial devolution of responsibility and authority to local levels. Panchayati Raj institutions (PRI), Local Authority (LA) and State government institutions can gain significantly from the strengths of CSO/VAs. Often the governmental and non-governmental sectors work in parallel or in a disconnected manner as they are not bound to a common programme. The creation of a mechanism that acts as a forum for exchange of ideas, promotes joint planning by Government and CSOs/Vas would contribute to the development of the common programme. The 12<sup>th</sup> Plan should give an institutional shape to the participation and role of community and civil society as envisaged in the Act.

#### **ROLE OF COMMUNITY AND CIVIL SOCIETY:**

The SSA Framework of Implementation identifies potential areas of partnership with civil society organisations which will be continued in the 12<sup>th</sup> Plan, including:

***Mobilisation and awareness building:*** A massive mobilisation to build awareness around the RTE Act and enable the community to monitor and demand accountability. Building a vibrant campaign to generate a momentum and a broad-based awareness of the provisions of the Act would be a crucial contribution of civil society organisations.

***Social mapping:*** Social mapping enables the community to harness local wisdom and knowledge to identify their educational needs and problems, based on which they can formulate and implement School Development Plan (SDP), and also monitor and evaluate the whole process. The role of the CSO/VAs would, mainly, be to undertake thorough survey to ensure that no families get left out and necessary details regarding the school are carefully listed.

***Resource support:*** Areas where resource support and capacity building can be provided by CSOs/VA would include complementing government's capacity for teacher training, age appropriate and child centred curriculum and pedagogy, continuous and comprehensive

evaluation and research, which are crucial aspects of educational reform.

***Ensuring equity, quality and non-discrimination:*** The Act outlines critical issues related to quality, equity and the need to ensure that the educational space is discrimination free. Thus CSOs/Vas could have a crucial role to play not just in reporting violations but also building a perspective on gender and social inclusion issues and ensuring that these become integral cross-cutting concerns informing different aspects – for example, training, curriculum and classroom transactions, performance of SMCs, etc.

***Training of School Management Committees:*** Past experience has shown that mere setting up of committees does not ensure their meaningful participation in programmes. Often provision is made in membership of these committees for inclusion of women and persons from disadvantaged communities; in reality, they are excluded from decision-making processes. Therefore, the role of CSOs/ VAS would be critical in making the SMCs an effective democratic space. It needs to be highlighted that the nature of such interventions cannot be one-time training but must necessarily be a long-term involvement.

***Training of personnel of Local Authorities and Panchayati Raj Institutions:*** Local Authorities and PRIs are the first level of grievance redressal about denial of right to education. Training of PRI personnel will be a challenging task. A large number of NGOs and CBOs have experience in the training of PRI personnel. It would be advisable to assign appropriate responsibility to NGOs /CBOs wherever suitable ones are available.

***Conduct of ‘Special Training’:*** All out-of-school children should be admitted in an age-appropriate class and provided ‘special training’ to enable them to keep pace with other students. Past experience shows that ‘special training’ can prepare the students much better if it is residential. Wherever possible, it would be advisable to incorporate a component of life-skills training in this residential education programme. Considering the complexities and enormity of the work involved in developing appropriate curriculum NGOs with experience and /or ability to work in this area should become natural partners in implementation of this aspect of the RTE Act.

***Area based responsibility:*** It is essential that accomplishability of the provisions of RTE Act and the Rules framed thereunder is demonstrated in practically all parts of the country in the shortest possible time. State governments and local authorities would, no doubt, attempt to make a concerted effort in selected areas – that would serve as pilots to motivate and impel others. NGOs can serve as an effective agency to initiate this step and to sustain it till full impact of the Act is realised. This could be in a block, a panchayat area or other defined geographical area carved out in an ad hoc manner. In this area a partnership-based action would be evolved.

***Specialised support:*** Some NGOs have expertise in specific areas, which should be drawn upon. Some of these are (i) children with special needs, (ii) involvement in design of infrastructure, including school buildings, (iii) publication of books and journals to enhance reading ability, (iv) gender training.

***Monitoring and watchdog role:*** The NCPCR and SCPCR have been entrusted with the role of playing a watchdog role, but given the scale of coverage, human resource availability, and

enormity of the task, NCPCR / SCPCRs will be enabled to fulfill their role only with active involvement of civil society organisations, particularly those working at the grassroots level. In order to ensure that this task is undertaken effectively the role of civil society needs to be institutionally and systemically envisioned.

These are only some of the illustrative areas of work where the participation of civil society organisation would not only be desirable, but necessary in order to ensure that the Act is implemented in letter and spirit.

### **AN INSTITUTIONAL FRAMEWORK – COUNCIL FOR PEOPLE’S PARTICIPATION IN EDUCATION (CPPE)**

The tasks appropriate for the voluntary sector, as described above, are multiple and complex. The usual approach of starting one or two fragmented schemes, overseen by their respective grants-in-aid committees, without sustained human and technical support would be inadequate for the challenges outlined above. Given the holistic nature of these tasks, an institutional mechanism that can address them in a convergent manner, would be a better modality. It should also be clear that merely giving financial support to a set of VAs and other institutions which have no creative contact with each other could finally end up being counterproductive. Also, it is ineffective for the government to first work out all the features of a scheme, and then involve VAs as ‘contractors’ for delivering the scheme on the ground. The implementers should ideally be participants in designing the scheme, and have the space to make mid-course corrections to the scheme based on field experience.

Setting up CPPE would be an important step in the process to institutionalize the partnership through well-defined structures involving both government officials and members of VAs on a day to day basis. In addition to processing proposals for funding support, a schematic structure of such partnership will promote areas of work through technical support and facilitate peer interaction amongst practising groups, resource and technical persons on a continuous basis.

CPPE is proposed as a permanent structure, funded by the government, with functional autonomy but working in consultation with MHRD and the state governments. The Council will have a Governing Board with a CEO and administrative staff, but would work through a set of standing committees in major areas of work illustrated above. In order to avoid conflict of interest, processes of peer reviews and open defence of proposals would be encouraged.

Regional centres of the proposed institution may come up in future on their own, or by forming operational partnerships with other appropriate organisations in order to contain overheads, and the reach and extent of the partnership could be extended all over the country. Very often, a major obstacle in the government-VA relationship in implementing central schemes occurs at the state, district and the sub-district levels. Since the sanctions are central, there is no ownership of the project from the state or district side. Such projects are either treated as a nuisance or just ignored and no long or mid-term lessons are learnt from such interventions. By involving the state government officials in the committees of the proposed institution, and through procedures that keep the state, district and even sub-district governmental structures informed about each partnership, particularly through the regional centres of the institution where representatives of state governments would be involved, it may be possible to greatly reduce the frictions at local

levels felt by the VAs during implementation. It will also allow a monitoring structure to be put into place.

The Council could encourage CSO/VAs to apply for funds jointly with state and district agencies including Zilla Panchayats or Block Panchayats or even SMCs and Gram Panchayats. SCERT, and DIETS may also prepare joint projects so that capacity building of governmental institutions is embedded in the project. In fact, such joint projects could be given high priorities so that the idea of concerted action is strengthened.

The precise structure, composition of standing committees, areas of initial work etc. would be worked out after an in principle decision to set it up, with financial backing is taken.

### **SUPPORT TO INNOVATIVE SCHOOLS PROVIDING FREE EDUCATION TO COME UP TO RTE NORMS**

The RTE Act prescribes a set of legally binding norms and standards for all the schools in the country – government, private commercial or private non-profit. Schools have time till March 31, 2013 to come up to these norms. Otherwise, they are liable to be asked to close down. In the private unaided sector most schools charge tuition and other fees to meet the overall costs of running the school. Such fee-charging schools will have to make financial investments to come up to the RTE norms and standards by means that they decide.

There are many organisations initiatives that run schools to reach out to the most disadvantaged and vulnerable sections. Many of these schools do not charge fees, and are run on shoe-string budgets obtained through charity or through grants from various private foundations. Their running costs and infrastructure are often minimal, but their asset is the motivation of the promoting group. The norms and standards of the RTE Act may cause many of them to face closure, which may not be in the interest of the children in these schools.

A category of schools may be earmarked who can apply to the government for support to become RTE compliant under the Scheme of Assistance to Voluntary Agencies for Innovative and Experimental Education:

- (i) Meeting the infrastructure requirements of the school as per RTE.
- (ii) Support to existing teachers for attaining the prescribed teacher qualifications.

The implementation of the scheme would have to be done with caution. As the number of applicants to avail the scheme might be very large, it would appear necessary that each application is processed before even being considered by the GIAC on the following lines:

- a) The school being run is in fact providing free education to children from disadvantaged groups and weaker sections, and has been in existence for at least ten years.
- b) It has a proven record of innovation, and is not the routine rote-learning type or tuition centre
- c) It promotes constitutional values of democracy, secularism, scientific temper and equality and non-discrimination

## **INTERVENTIONS IN THE 12TH PLAN:**

A. For Community Mobilisation activities: As per existing provision of 0.5% of the overall outlay, subject to approval of the overall plan by the State Executive Committee

A. Training of SMCs and PRI members

B. F

or the proposed Council for Peoples' Participation in Education (CPPE):

- Rs. 105 crore per year; Rs 500 crore for five years towards disbursements and Rs. 25 crore for recurring cost

C. For the Innovative Schools Scheme:

- As per cost estimates on a case to case basis; estimated at an average of Rs. 10 lakhs per school for upto 5000 schools in the plan period: Rs 50 crores for 5 years

## CHAPTER 16

### PUBLIC PRIVATE PARTNERSHIP

According to DISE 2009-10 of the total 1.3 million recognised schools in India, 1.04 million (80.37 %) are under government/local body management. Private recognised schools account for about 0.25 million schools (approximately 18%), a proportion that seems to have remained constant over the last few years.

The RTE Act mandates that unaided recognised schools must admit not less than 25% of their in-take in Class 1 from amongst children belonging to the disadvantaged backgrounds. This increases and formalises the role of the private sector in elementary education. The challenge in this aspect of social integration is that the spirit of the legislation should be properly implemented, and it should not end up just as a token reservation for children from disadvantaged groups and weaker sections - this essentially means that the private players have to partner with the government and identify the most disadvantaged in the neighbourhood for equitable integration into the schooling system.

In addition to the reimbursement on the basis of the per child expenditure incurred by the concerned State to private unaided schools, the cost of textbooks and uniforms to such children will be reimbursed as per actuals to ensure that they receive facilities on par with other children in unaided schools.

If the entry stage for the private unaided school is the pre-school stage, the provisions applicable to elementary education shall apply for admission to pre-school education. Such schools shall be reimbursed expenditure so incurred by it to the extent of per child expenditure incurred by the State, or the actual amount charged from the child, whichever is less. SSA funds shall be used for such reimbursements. Private unaided schools which are under obligation to provide free education to a specified number of children on account of it having received any land, building, equipment or other facilities, either free of cost or at a concessional rate, shall not be entitled for reimbursement to the extent of such obligation .

Corporate Social Responsibility (CSR) would continue to be encouraged to build up and strengthen the physical infrastructure of the schools, especially to make them RTE compliant. The SDPs drawn by the SMCs will be very helpful in focusing the areas to be targeted when CSR inputs are available, as the interventions will then be more need based rather than supply driven. CSR could also consider supporting such private schools in attaining norms and standards of RTE that have a proven record of quality, but are likely to have problems in investing to attain RTE standards.

In addition, Civil Society organisations, Universities and research institutions can help in spreading the message of RTE, mobilising the community, Local Authority and ensuring the rights based approach. Social audit, monitoring and watch dog role will also have to done by the

non- government and private sector, perhaps after rethinking and recasting of their current role, particularly in assessing the systemic quality improvements on a sustained basis.

## CHAPTER 17

### MONITORING AND MANAGEMENT

Elementary education is witnessing significant reforms, both academic and administrative, and outlays and expenditure levels have increased substantially. Monitoring and management will encompass all aspects of the programme.

#### **Monitoring the RTE Act by NCPCR/SCPCR:**

Section 31 and 32 of the RTE Act mandates that the implementation of the rights enshrined in the Act be monitored by the National Commission for Protection of Child Rights and the corresponding State Commissions. NCPCR/SCPCR will have to look at children and their rights violations in the following domains: (i) Children who are out of school, (ii) Children in school, (iii) Grievance Redressal Mechanism. The basic principles adopted by NCPCR in its approach to monitoring are:

1. People's participation is monitoring: NCPCR believes that the most effective monitoring can, and must, be done at the local level by the rights-holders themselves, albeit through an institutionalized mechanism. The SMCs are the available institutional unit for monitoring at the ground level. They will however need orientation and training and support before they can function entirely on their own in terms of their monitoring function. This support can be provided by civil society groups with the backing of NCPCR/SCPCR. Currently, NCPCR has undertaken a pilot along with civil society groups to ground a monitoring system involving community members and SMCs, wherever they are functional. In addition to providing the methodology, tools and training for conducting the monitoring exercise, NCPCR has also sought to institutionalize monthly Block meetings and quarterly District meetings to review the status of RTE implementation and redress complaints arising in that period. Issues that do not get resolved are then taken up by the NCPCR. Such a system needs to be established for all districts across the country.
2. Awareness generation of the entitlements of the Act as the first and necessary step towards monitoring: Creating that awareness, particularly about the role of NCPCR, is part of the initial interventions undertaken by NCPCR in building an environment for concurrent monitoring involving the people. Collaboration with Government Departments and civil society groups is desirable to make this a well-orchestrated and successful endeavour.
3. Capacity Building of SMCs and civil society groups that can assist NCPCR in monitoring and conveying feed back to NCPCR is also a basic plank of NCPCR's efforts in establishing a monitoring framework. Linking with the SSA structures, CRCs and BRCs would be useful in this exercise.

NCPCR has put the following systems into place to undertake its tasks in monitoring:



1. RTE Division at NCPCR, focused on issues related to RTE. This Division located at New Delhi coordinates all of NCPCR's monitoring activities.
2. State Representatives appointed by NCPCR to act as "eyes and ears" in the States. At least two persons have been appointed in each of 16 State to assist the NCPCR in receiving feedback from the States on the status of implementation of RTE. The State representatives also:
  - a. Coordinate a network of civil society groups at State level through which feedback on status of implementation can be received and conveyed both to State governments and NCPCR;
  - b. Initiate dialogue with State governments on RTE
  - c. Identify District and Block Resource Persons and organizations over a period of 2 years who will be trained to assist the State Representatives and NCPCR in monitoring.
3. Complaints Management System [CMS] through which complaints are received and processed at NCPCR

The processes initiated by NCPCR through which monitoring is undertaken include:

1. Social Monitoring (Audits) with the help of civil society groups, SMCs and citizens to help develop a system by which local structures (SMCs) and the people themselves can monitor the implementation of the programme and send period reports to the NCPCR/SCPCR.
2. Public Hearings which have shown to be a powerful tool used by the NCPCR for highlighting violation of child rights in a public forum. Public Hearings focused on RTE are being used by the Commission to draw the attention of State Governments to issues that arise with respect to RTE.
3. Research and Data Collection on specific issues related to monitoring and grievance redressal.
4. Policy recommendations to Central and State Governments, such as:
  - a. Guidelines on Corporal Punishment and Discrimination
  - b. Rules for Grievance Redressal
5. Legal Action.

The Grievance Redressal and Monitoring aspects of RTE implementation are new areas that the Education structure will have to contend with as it plays its role in guaranteeing elementary education to every child in the 6-14 years age group. It involves dealing with new institutions such as the NCPCR/SCPCRs as well as the "local authorities", which have been given a role in monitoring and grievance redressal. It also involves developing links with other government departments such as Tribal Affairs, Social Justice and Labour. The success of the Act will depend greatly on how well these linkages are established by the Education. It may be worth pointing out that the sooner these linkages are established the

better, as the momentum generated by the passage of the Act must not be lost. The coordinated working of all aspects of implementation, grievance redressal and monitoring will be essential to ensure that the pressure on enforcing rights is maintained.

### **Recommendations for the 12th Plan**

1. An extremely important precedent has been set by mandating an independent statutory body to monitor the implementation of the RTE. However, the RTE Division is currently undertaking this task functions in a project mode, with year to year funding, and with consultants as its only staff. Further as mentioned above the budget for this exercise is much below what is required for the task. A fully functional unit with sufficient number of permanent posts and adequate financial resources are therefore urgently needed.
2. A well-designed grievance redressal mechanism is required to be put into place down to the sub-district level that will enable the people to bring their complaints to the authorities and find timely solutions. This may require Grievance Redressal Officers to be appointed at different levels of the Education structure. Extra financial resources, if required, must be made available for this. NCPCR would then monitor the functioning of the grievance redressal system as part of the implementation of the Act.
3. Along with the grievance redressal system a monitoring system that allows NCPCR to link with the last child needs to be established. While civil society groups must be actively incorporated in the monitoring exercise at the ground level, sufficient resources for supporting civil society in this task will be required by the RTE Division at NCPCR.
4. Adequate budgetary allocation to allow the RTE Division to undertake the work required of it. This would include, not just the work currently being done by it, but also allow it to widen its scope of work in such a way that it is the repository of technical expertise and information on RTE related matters.

### **Education Data Management**

- ***DISE***: DISE collects comprehensive information on school related indicators which can be broadly categorized in following areas:
  - **School particulars**: Rural/urban, government/private, recognized/unrecognized co-ed/girls/boys and Medium of instruction etc.
  - **Enrolment**: by grade, gender, social category, age and medium of instruction, minority and CWSN
  - **Infrastructure**: type of building, classrooms by condition, availability of basic facilities like drinking water, separate toilet for girls and boys, ramp, library, playground etc.
  - **Teachers**: Name, date of birth, gender, academic and professional qualification, subjects taught, training attended etc.
- ***School Report Cards***: The schools report cards provide comprehensive school wise information on student, teacher, school infrastructure related parameters, available on the web-site [www.schoolreportcards.in](http://www.schoolreportcards.in) in various regional languages. School Report Cards

will form a valuable input for SMCs to develop the School Development Plans, mandated under RTE.

- ***Education Indicators generated through DISE:*** DISE data are computerized mostly at the block level, collated at district and State/UT level, and shared with MHRD/NUEPA to build a national scenario. DISE has been revised in 2010-11 to conform to the provisions of the RTE Act. DISE data becomes available in less than 6 months of data collection at the State level, and in less than one year at the National level, significantly reducing the time-lag. Following are salient features and outcomes of the system for collection of school based information under SSA:
  - Important key performance indicators like pupil-teacher ratio (school-wise), classroom for every teacher, gross and net enrolment ratios (population data from RGI is used), dropout, repetition, completion and transition rates etc. are generated at all the desired levels.
  - DISE based information and analysis can be useful for monitoring, planning and mid-course corrections.
  - Teachers' deployment rationalisation, prioritisation of physical infrastructure and teachers' training issues can be addressed through effective use of DISE data.

***Education Development Index:*** An Educational Development Index (EDI) is developed to assess State's/District's progress towards Universalisation of Elementary Education (UEE). EDI is calculated based on a large number of variables, encompassing access, infrastructure, teacher and quality variables, derived from DISE data. EDIs for each district clearly indicate the journey a district/State has to traverse to reach the overall goal of UEE. The indicators used for calculation of EDI are reviewed from time to time by an expert group.

### **Recommendations for the 12<sup>th</sup> Plan**

- **Coverage** under DISE will be universalised. Many private schools do not willingly share data, and special efforts will need to be made to bring private schools within the DISE ambit. Intensive efforts will also be made to prepare a school directory at District and Block level to ensure coverage of all schools.
- **Unified System:** DISE is yet to be integrated into the regular system of school statistics of State/UTs. In the States there are parallel systems for collection of data from elementary schools that are reported to the MHRD, leading to duplication of efforts, and inconsistent data at are levels. Several States have taken initiative to unify their data systems, and efforts will be made to ensure that all States move to a unified system of data collection and management. This unified data collection system should be used for all purposes and recognised as the official data for the State and National level. With certain amendments to encompass all the requirements at the elementary level, DISE could become the official data base for all States at the elementary level.

- **Uniformity of definitions:** A major problem in obtaining comparable data is that concepts and definitions are not standardised. Definitions and concepts, for example entry age, dropout, etc., used in educational statistics need refinement and review in the light of experience gained in the recent past. Necessary guidelines will be developed to ensure consistency in data collection and analysis stage.
- **Strengthening teachers' database:** Continuous and comprehensive teacher training is one of the important strategies under SSA. Therefore, in-service training of teachers is emphasised for every teacher at local level. The RTE Act stipulates that all schools should maintain the PTR as well as subject teachers at upper primary level as per the schedule of the Act. Therefore, it is important to develop a comprehensive teachers' database. The teachers' database maintained under DISE could be effectively used for personnel management, grievance redressal, deployment, re-deployment and rationalisation of teachers and for training needs assessment etc.

### **Programme Management and Monitoring**

***Independent Monitoring*** Institutions, including University Departments of Education, Social Science and Institutes of national stature have been assigned the work of periodic monitoring of SSA implementation in States & UTs. In large States more than one Institute has been assigned the task of monitoring. These Monitoring Institutes (MIs) are required to make field visit and report on progress of SSA at the ground level every six months. This cycle is repeated every two years. The half yearly monitoring reports received from the Monitoring Institutes are available on the website- [www.ssa.nic.in](http://www.ssa.nic.in) SSA programme modifies the terms of reference of the Monitoring Institutes as and when required. This practice will be continued during the 12<sup>th</sup> Plan.

***Assessment of learning achievements*** at the primary level and the upper primary level in all States by NCERT provides valuable information on children's learning levels. NCERT has developed learner achievement tests based on a new methodology, viz., *Item Response Theory*, and this will be continued in the 12<sup>th</sup> Plan.

***Independent Studies***, including, inter alia, Third Party Evaluation of Civil Works, Out of School Children, Drop out Rate, Attendance in schools, etc will be commissioned during the 12<sup>th</sup> Plan.

### **Financial Monitoring**

***Concurrent Financial Review*** will be continued with help of the Institute of Public Auditors of India.

***Statutory audit*** of SSA accounts annually by Chartered Accountant Firms (from CAG approved panel)

## CHAPTER 18

### NATIONAL BAL BHAVAN

#### JAWAHARLAL NEHRU'S VISION

With 30 crore school-age children, India's future as a global knowledge leader by the mid-2020s is secure only when we nurture the creativity and potential of every child.

The Bal Bhavan Movement [BBM] is the best national option to ensure this. Jawaharlal Nehru felt that the formal education system left little scope for the overall development of the child's personality. He envisioned BB as a place which would fill this gap. Since 1956, Bal Bhavan [BB] has brought in children across gender class caste divides to grow their curiosity and imagination, helping them to enjoy childhood and learn joyfully. Some years ago, BB initiated studies by eight Universities. This clearly showed that school children who participated in BB performed 135% better than those who only attended schools. This is Nehru's vision in action. For the 12<sup>TH</sup> Plan the BBM will help today's children become future creative thinkers, designers, scientists; compassionate, contributing members of society.

#### 12<sup>TH</sup> PLAN THRUST AREAS

In the 12th Plan period, we celebrate the 125<sup>th</sup> year of Jawaharlal Nehru's birth and the 60<sup>th</sup> year of the founding of the BBM. We mark this with a new creativity that will reinvigorate the BB wellspring with a multi-pronged transformation so as to attract children across all divides, social, cultural, caste, gender and literacy to sustainable learning. BBM will significantly support SSA and RTE, bringing all children to grade level reading and numeracy through art education and fun, out-of-school activities. Hence, the need to substantially step up investment in this movement to increase inclusive reach and effectiveness.

#### REACH and INCLUSION:

**INCREASE REACH.** At present BBs are primarily in urban centres. In the 12<sup>th</sup> Plan we will spread extensively to rural areas and urban slums to reach equitable quality learning opportunity steward-to-reach, at risk children. Special attention will be paid to educationally backward districts and tribal areas. **RURAL:** 5 BBs/district in the 150 Educationally Backward Districts. The North-East and J&K will find special focus in the 12<sup>th</sup> Plan. **URBAN:** In 5 metros, around 100 BBs/metro for children in poverty.

**Mobile BBs** or buses fitted with creative and performing arts instruments, science materials will tour slums/villages. In metros, slum kids will be bussed into MBB.

**SUSTAIN REACH:** Scale up 7 existing State level BBs as Regional Flagship BBs on the model of NBB with a Children’s Museum, Library and core Literary Arts and Science activities. Each centre will have a core professional staff who report to NBB. They will be in charge of all grant-making and monitoring of activities for the region.

**FOSTER COLLABORATIONS:** Create a workspace in BBs touring imaginative people of myriad disciplines together to experiment, create, and design for child centric excellence.

## **NEW INITIATIVES IN THE 12 PLAN**

**THE NATIONAL CHILDREN’S RESOURCE CENTRE [NCRC]:** The NBB will establish a NCRC which will be a one-stop place for all things related to the child. The centre will also offer Research Fellowships to colleges/universities. It will have virtual programmatic links to all such centres across the world.

**NATIONAL VISUAL ARTS RESOURCE CENTRE [NV-ARC]:** Considering the importance of television and films in the lives of children, a new Visual Arts Resource Centre will be set up. The NV-ARC will be a depository for all children’s films and television shows made in India. Award winning children’s TV and films will be acquired from other countries. NV-ARC will act as an empowered entity to foster culture linking of all regional child-related content as well as have borrowing facilities to provide content for TV, Radio and Theatre.

**THE BB NATIONAL KNOWLEDGE GRID: NEW TECHNOLOGIES** like cloud computing will link all BBs, reducing cost of reach. Dramatic changes brought by the digital revolution will leverage work at every level and put collective knowledge to advantage in multiple locations. Communication systems will nurture sharing of success at every BB, devolving power from the hub to remote points. BBs will emerge as a network of knowledge centres in fostering imagination in children. ICT and digital multimedia technologies will be brought into all BBs and BKs including the existing ones like interactive screens, “Touch Me!” museums spaces, info booths, IT operated toys and a modernized science parks.

Tribal and remote/rural BBs, including the North-east States, will be provided solar-operated computers Access through Skype, Internet will be made possible for all BBs.

**The NBB Portal** will link its national resource centre with like-minded national/international centers and colleges/institutions to create and make available training and teaching/learning modules from the NTRC and other BBs to help in cooperative teacher education.

## **SCALE UP EXCELLENCE, EFFECTIVENESS in existing programmes**

**UPGRADE AND MODERNISE INFRASTRUCTURE:** Upgrade equipment and infrastructure at all existing BBs and Bal Kendras, to bring them to 21<sup>st</sup> century expectations. Make all BBs and BKs inclusive for children with special needs. Create a core set of activities that carry NBB vision forward. Scale up this core across all BBs. Fund these activities fully so children do not have to pay.

Expand and upgrade Delhi NBB's National Children's Museum, National Children's Library. The integrated activities will expand and come together as an "Imagination Centre."

**FACULTY DEVELOPMENT:** To achieve excellence; increase reach, performance amongst members; grow enrollment, NBB will encourage programme staff to participate in external study and exchange programmes, so as to foster culture linking and effective change management. Children and staff of State BBs will be sponsored by the National BB to participate in overseas programmes.

Collaborate with innovative Labs and Nonprofits in India and abroad.

**BAL RATNA:** Lifetime Achievement Award for (i) Teachers of creative arts like music, dance, and theatre etc. and (ii) Writers & illustrators for children.

**SYNERGISE WITH SSA AND RTE:** Enhance Arts Education Training to government schools. Support SSA by integrating creativity in the subject classrooms. NBB will sponsor a core smorgasbord of choices to bring children to joyful learning. NBBs core learning for life arts-activities will implicitly enhance classroom performance, raise their self-esteem and confidence, making India's future robust.

## MANAGEMENT

**MANAGEMENT SYSTEM:** The NBB will set up a financial and administrative management system for efficient running of the NBB. A lean new team will support new expansions. Bal Bhavan Samitis will be set up at district, under the leadership of a Citizen's Empowered Group with the Collector as head. Each JNN will be managed by an elected **Community of Women Entrepreneurs** [CWE].

**India YouTHink, IYT:** Unemployed youth, high school/college students, educated working group will be invited to become **Imagination Volunteers**. They will receive training, Fellowships. Public applause!

Transparent reporting and independent external impact assessment is planned, on annual basis.

**PLAY AN EXTENSIVE CATALYTIC ROLE:** NBB will recognize, foster and applaud all creative activities from any organization or individual. Hence we propose to extend reach through collaborations to maximize resources & people. For instance INTACH, UNICEF, WWF, SPIC-MACAY, other NGOs will bring their best practices to BBs. Universities, schools will help start advocacy/interest group for children touring civil society into standing up for equity, excellence and opportunities for all children.

**SUSTAINABILITY:** Sustain the idea of BBs: Increase child loyalty through innovative ideas that appeal to today's child and that are not available in schools today. Brand building will be a major focus. Create national groundswell for BBM; child-creativity. Benefit 1 crore children over 5 years. Put appropriate revenue-earning models in place where possible.

States and District Collectors to bid for BBs in their State/District. Leverage funds from Government of India with supplementary resources from States, PSUs, Corporate, Foundations.

**BUDGET:** Over 5 years, PLAN budget requested is Rs. 311.41 crores.

## CHAPTER 19

### EXPLANATORY NOTE ON FINANCIAL ESTIMATES

The Report of the Committee on *Implementation of RTE and Resultant Revamp of SSA* (April 2010) had recommended the unification of the existing SSA structures with the regular education department. However, given the fact that complete integration of SSA and Elementary Education Department structures may take some time, the Committee had recommended a transitional strategy whereby a modified SSA remains the implementation modality to be replaced by a new scheme compatible with the provisions of the Act from the middle of the 12<sup>th</sup> Plan period.

Consequent to this Report, the Framework of Implementation for SSA and its norms for intervention were revised, and the revised Framework is in operation. The financial estimates for the 12<sup>th</sup> Plan are derived from the revised Framework with further modifications indicated in the relevant paras below. These modifications are proposed in view of the fact that the RTE mandate of education of equitable quality needs to be fulfilled within the time frames stipulated in the Act.

#### **New Interventions in the 12th Plan:**

1. ***Pre School Education:*** NAC has made a clear recommendation that children upto 4 years could be provided ECCE experiences through the ICDS in the AW with an additional worker, and a year of pre primary class be attached to every primary school to ensure school readiness for all children, which has been provided to contribute significantly to a sound foundation for learning for all children.
2. ***Reimbursement to private unaided schools for admission of 25% children from disadvantaged groups and weaker sections:*** The RTE Act mandates that private unaided schools must admit not less than 25% of their in-take in Class 1 from amongst children belonging to the disadvantaged groups and weaker sections. The RTE Act also mandates that the costs will be reimbursed to private unaided schools at the per-child expenditure incurred by the appropriate Government.

#### **Existing interventions proposed to be replaced in the 12th Plan**

1. Teacher Grant
2. School Grant
  - Proposed to be replaced by a comprehensive (i) Annual Academic Grant, (ii) Library Grant, (iii) Laboratory Grant, (iv) Play material, Sports and Games Equipment
3. Learning Enhancement Programme
  - Proposed to be replaced by specific interventions for (i) Curriculum Renewal, (ii) Continuous and Comprehensive Evaluation



4. Innovation for Equity

- Proposed to be replaced by specific interventions on Tribal children, SC children, Muslim Minority, Urban Deprived children, and Pre School Education

**Modifications to existing interventions:**

**ACCESS:**

1. ***School and Child Mapping:***

- One time assistance based on the following slabs:

Sl. No	No. of districts in the State	Amount (Rs. In lakh)
1	Upto 5 districts	25
2	6 -10 districts	50
3	11 – 25 districts	75
4	> 25 districts	100

- Funds for subsequent updation to be sourced through Management Costs

2. ***Opening new primary schools:***

- Based on neighbourhood norms prescribed in the RTE Rules
- Costs for teachers budgeted under ‘Teacher’ head
- Costs for building budgeted under ‘Civil Works’ head
- Costs for TLE budgeted under ‘Quality’ head

3. ***Opening new upper primary schools:***

- Based on neighbourhood norms prescribed in the RTE Rules
- Costs for teachers budgeted under ‘Teacher’ head
- Costs for building budgeted under ‘Civil Works’ head
- Costs for TLE budgeted under ‘Quality’ head

4. ***Upgradation of EGC centres to primary schools:***

- Based on neighbourhood norms prescribed in the RTE Rules
- Costs for teachers budgeted under ‘Teacher’ head
- Costs for building budgeted under ‘Civil Works’ head
- Costs for TLE budgeted under ‘Quality’ head

5. ***Residential Schools***

- For (i) children in sparsely populated habitations, (ii) urban deprived children without adult protection, (iii) children in areas of civil strife, (iv) children needing seasonal hostel facilities on account of parents migrating for livelihood
- Priority to hostel facilities by redeploying/refurbishing existing public buildings/ under-utilised schools on a case-to-case basis as per State SoR
- New residential facilities as per KGBV norms/ State SoR

6. ***Special Training***

- For mainstreaming out-of-school children in age appropriate class
- Financial assistance for residential special training @ Rs 20,000 per child/annum

- Financial assistance for non-residential special training @ Rs 6,000 per child/annum

**7. *Transport/ Escort***

- As an 'exception' measure @ Rs 3000 per child/annum

**8. *Shift from seven to eight year elementary education cycle***

- One additional classroom and teacher from "Civil works" and 'Teacher' head respectively, and TLE for upper primary stage for shifting class VIII from secondary to upper primary stage.
- TLE for primary stage for shifting class V from upper primary to primary stage

**GENDER AND EQUITY**

**GIRLS EDUCATION**

**9. *KGBV***

- Upgradation of existing KGBV to secondary sector as per norms of the Girls' Hostel scheme of the secondary sector
- Additional KGBV per EBB as per existing KGBV norms
- Day-boarding KGBV for Muslim minority EBBs

**10. *NPEGEL***

- Supplementing existing basket of activities
- As per existing financial norms

**11. *Uniforms***

- To be sourced from 'Uniforms' Head

**TRIBAL CHILDREN**

**12. *Residential School Complexes for Tribal Children***

- New intervention for children in tribal EBBs with 50% tribal population
- Financial support as per KGBV norms

**13. *Multi Lingual Education***

- To enhance retention of tribal children
- Funds to be sourced from curriculum/ textual/ teaching learning material

**14. *Teacher Training in MLE***

- Training in MLE for all teachers in tribal areas to be sourced from funds available for In-service Teacher Training

**15. *Transport/escort***

- To be sourced from funds available under 'Transport' head

**16. *Uniforms***

- To be sourced from funds available under 'Uniforms' head

## **SC CHILDREN**

### **17. *Transport/escort***

- To be sourced from funds available under 'Transport' head

### **18. *Uniforms***

- To be sourced from funds available under 'Uniforms' head

## **MUSLIM MINORITY CHILDREN**

### **19. *Day boarding for Muslim Minority children***

- To be sourced from KGBV head

### **20. *Uniforms***

- To be sourced from funds available under 'Uniforms' head

## **URBAN DEPRIVED**

21. *Hostel facilities for urban deprived* children without adult protection to be sourced from 'Residential Schools' head

22. *KGBVs in urban areas* to be sourced from KGBV head

### **23. *Uniforms***

- To be sourced from funds available under 'Uniforms' head

## **CHILDREN WITH SPECIAL NEEDS**

24. *Provisions as per existing norms* @ Rs 3000 per child/annum

### **25. *Uniforms***

- To be sourced from funds available under 'Uniforms' head

### **26. *Barrier free access and toilets***

- To be sourced from funds available under 'civil works'

### **27. Braille, big print books**

- To be sourced from funds available under 'Textual and Teaching Learning Material'

## **QUALITY**

### **28. *Curriculum Renewal***

- Lumpsum amount of Rs 1 crore per State/annum

### **29. *Textual Material/Teaching Learning Material***

- As per existing norms of Rs 150 per set/child at primary stage and Rs 250 per child at upper primary stage to cover textbooks, and other supplementary teaching learning material
- For 25% children belonging to disadvantaged groups and weaker sections as per actuals; estimated @ Rs 750 per child for primary and Rs 1000 per child for upper primary.

**30. Teaching Learning Equipment**

- For new primary schools enhanced to Rs 30000 per school
- For new upper primary schools enhanced to Rs 75000 per school
- For integration of class 5 in primary school Rs 5000 per class
- For integration of class 8 in upper primary school Rs 15000 per class

**31. Continuous And Comprehensive Evaluation**

- Rs 100 per child for the first year
- Rs 10 per child from annual academic grant for subsequent years

**32. Notebooks, Stationary**

- Rs 100 per child at primary stage
- Rs 150 per child at upper primary stage

**33. Library Grant**

- Rs 3000 per primary school for the first year
- Rs 10000 per upper primary school for the first year
- Rs 2000 for subsequent years

**34. Laboratory Grant**

- Rs 3000 per year for upper primary schools

**35. Play Material, Sports, Games Equipment**

- As per the following slabs:

SI No	School enrolment	Amount (in Rs)
1	Upto 60 children	3000
2	61-90 children	4500
3	91-120 children	6000
4	121-200 children	7500
5	Above 201 children	9000

**36. ICT In Elementary Schools**

- One time grant of Rs. 1 lakh per school with enrolment upto 105
- One time grant of Rs. 1.5 lakh per school with enrolment > 105

**37. Annual Academic And Other Grant**

- As per the following slabs:

SI No	School enrolment (primary)	Amount (in Rs)	School enrolment (upper primary)	Amount (in Rs)
1	Upto 60 children	10000	Upto 35 children	13000

2	61-90 children	13000	36-70 children	16000
3	91-120 children	16000	71-105 children	19000
4	121-200 children	19000	Above 106	25000
5	Above 201 children	25000		

### 38. *Uniforms*

- For all girls and children belonging to SC, ST, OBC and BPL categories
- Primary school enhanced to Rs 600 per child for 2 sets
- Upper primary enhanced to Rs 700 per child for 2 sets
- For 25% children belonging to disadvantaged groups and weaker sections as per actuals; estimated @ Rs 1000 per child for primary and Rs 1500 per child for upper primary.

### 39. *Research, Evaluation, Monitoring And Supervision*

- Pooled at the National and State level at the rate of Rs 2000 per school

## **TEACHERS, TEACHER SUPPORT SYSTEMS AND STRUCTURES**

### 40. *Teachers*

- Salary for teachers, head teachers, part time instructors sanctioned/appointed under SSA
- Salary for new primary/ upper primary school teachers to be appointed as per PTR

### 41. *BRC/ URC*

- Salary for BRC staff (6 subject resource persons; 2 resource teachers for CWSN; 1 MIS coordinator; 1 data entry operator; 1 accountant for every 50 schools)
- Augmentation of training facility in BRC: Rs 5 lakh one time grant
- Residential facilities in BRC, including furniture: 30 persons; Rs 25 lakh
- Furniture for new BRC
- Replacement of furniture: once in five years; Rs 1 lakh per BRC
- TLM, Meeting/ TA, Contingency, Maintenance: as per existing norms

### 42. *CRC*

- Salary for CRC staff
- Furniture for new CRC
- Replacement of furniture, computer, TLE: once in five years; Rs 10000 per CRC
- TLM, Meeting/ TA, Contingency, Maintenance: as per existing norms

### 43. *Training*

- Inservice teacher training @ Rs 200 per teacher/day for residential training; Rs 100 per teacher/day for non-residential training
- Induction training for newly recruited teachers @ Rs 200 per teacher/day for residential training
- Professional training for untrained teachers through in-service distance programme @ Rs 6000 per teacher for 60 contact sessions per year for two years
- Training of head teachers @ Rs 200 per day for residential training; Rs 100 per day for non-residential training
- Training of resource persons, master trainers @ Rs 200 per day for residential training and Rs 100 per day for non-residential training

- Training of educational administrators and other staff as per rates approved by the Executive Committee
- 

**44. *Teacher Academy***

- To be identified and administered by NUEPA for leadership in teachers: Rs 10 lakh per institution
- Deputing teachers on training Rs –

**45. *Recognition to teachers for academic innovation and equity***

- To be identified at block level: Rs 2.5 lakh per block

**COMMUNITY MOBILISATION**

**46. *Community Mobilisation***

- Public awareness through print, electronic and folk media
- Training of SMC, PRI members
- Financial support upto 0.5% of overall annual outlay

**47. *Council for Peoples' Participation in Education***

- Rs. 500 crore for disbursement and Rs. 25 crore for recurring cost

**48. *Assistance to innovative and experimental schools providing free education to make them RTE compliant***

- One time infrastructure assistance
- One time assistance for teachers to acquire professional qualifications

**INFRASTRUCTURE**

**49. *New Schools*** as per state SoR; estimated at:

- Primary schools unit cost as per SoR, estimated @ Rs 10 lakh, as per infrastructure norms mandated under RTE
- Upper primary schools unit cost as per SoR, estimated @ Rs 15 lakh, as per infrastructure norms mandated under RTE

**Existing Schools**

- Additional Classroom unit cost as per SoR, estimated @ Rs 4 lakh
- Head teachers's room unit cost as per SoR, estimated @ Rs 4 lakh
- Girls Toilets/Toilets in urban schools @ Rs 75000 (others from TSC)
- Drinking Water in urban schools @ Rs 75000 (other from DWM)
- Retrofitting in seismic zone four and five @ Rs 2 lakh
- Other provisions: ramps, handrails, disabled friendly toilets, boundary walls
- Furniture for primary schools @ Rs 500 per child
- Furniture for upper primary schools @ Rs 750 per child
- Major Repairs
- Annual Maintenance Grant average of Rs 7500 per school based on the number of classrooms in a school

50. **Residential Schools**

- Refurbishing existing schools/ public buildings on case to case basis
- New residential schools as per KGBV norms; estimated at Rs 60 lakh

51. **BRC**

- Augmenting training facility; one time grant of Rs 5 lakh
- Providing residential facility; 30 persons; Rs 25 lakh

52. **PUBLIC PRIVATE PARTNERSHIP**

- Reimbursement to private unaided schools for admission of 25% children from disadvantaged groups and weaker sections in class I (pre-primary) each year
- Estimated on the basis of per child cost for each State
- National average works out to Rs 6667

53. **Programme management cost**

- Six percent of the overall annual outlay

54. **PRE SCHOOL**

- As per detailed costing given in Annexure.

**FUND SHARING PATTERN**

Government had also revised the fund sharing pattern between the Central and State Governments for implementation of the modified SSA programme, which is now fixed in the 65:35 ratio. The fund sharing pattern for the states in the NER, however, continues to be in the 90:10 ratio. While the revised fund sharing pattern may be adequate for most States, some States face a heavy financial burden, and in this context it is proposed that a differential fund sharing pattern be adopted in the 12<sup>th</sup> Plan as follows:

SI No	States	Fund Sharing Pattern	Rationale
	<b>NER States:</b> Assam, Arunachal Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura	90:10 ratio to continue	No change
	<b>Special Category States:</b> Himachal Pradesh, Jammu & Kashmir, Uttarakhand	90:10	Change proposed in view of the special category status assigned to them, given their difficult geographical terrain
	<b>Low Literacy States:</b> Andhra Pradesh, Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Odisha, Rajasthan, Uttar Pradesh, West Bengal	75:25	The absence of adequate school infrastructure and facilities as also teaching staff is one of the main factors affecting literacy in India. Apart from low literacy these States are also low in HDI rankings, and other social and health indicators. The additional financial burden on the States in meeting the RTE mandate

			is high. A more favourable fund sharing pattern in the 75:25 ratio for these States would reduce the financial burden on the States, and lead to improved outcomes in respect of the activities proposed in the 12 <sup>th</sup> Plan.
	<b>All other States</b>	65:35	No change

**NOTE ON MAHILA SAMAKHYA:**

The Committee on Restructuring of Centrally Sponsored Schemes has recommended merger of schemes in order to reduce the number of schemes at the national level. Mahila Samakhya is expected to be subsumed under the SSA budget head, and accordingly a chapter on MS has been included in this Report. Mahila Samakhya will retain its programmatic, financial and administrative autonomy. Funding for Mahila Samakhya will continue to be 100% to be released from the Central Government to the State Mahila Samakhya Societies.

**NOTE ON NATIONAL BAL BHAWAN**

Provisions for the National Bal Bhawan will remain separate as part of the existing budget heads provided for the scheme.

**FINANCIAL ESTIMATES FOR THE TWELFTH PLAN**

Rs. 311.41 Crore



## ABBREVIATIONS

ABL	Activity Based Learning	EDI	Education Development Index
ADIP	Assistance to Disabled Persons for Purchase/Fitting of Aids/Appliances	EE	Elementary Education
AIE	Alternative and Innovative Education	EMIS	Educational Management and Information System
ALM	Alternative Learning Material	FM&P	Financial Management and Procurement
ASER	Annual Status of Education Report	FYP	Five Year Plan
AW	Anganwadi	GER	Gross Enrolment Ratio
AWP&B	Annual Work Plans and Budget	GIAC	Grant-in Aid Committee
B.Ed	Bachelor of Education	GIS	Geographic Information System
BB	Bal Bhawan	GOI	Government of India
BEO	Block Education Officer	GPI	Gender Parity Index
BMTPC	Building Materials & Technology Promotion Council	GPS	Global Positioning System
BPL	Below Poverty Line	HUDCO	Housing and Urban Development Corporation Ltd.
BRC	Block Resource Centre	HUPA	Housing and Urban Poverty Alleviation
CAG	Comptroller and Auditor General of India	ICDS	Integrated Child Development Services
CAL	Computer Aided Learning	ICPS	Integrated Child Protection Scheme
CBO	Community Based Organisation	ICT	Information and Communication Technology
CBR	Community Based Rehabilitation	IMRB	Indian Market Research Bureau
CBSE	Central Board of Secondary Education	INTACH	Indian National Trust for Art and Cultural Heritage
CCE	Continuous Comprehensive Evaluation	IPAI	Institute of Public Auditors of India
CEO	Chief Executive Officer	JRM	Joint Review Mission
CPPE	Council for people's participation in education	KGBV	Kasturba Gandhi Balika Vidyalaya
CRC	Cluster Resource Centre	LA	Local Authority
CSO	civil society organisations	LFPR	Labour Force Participation
CSR	Corporate Social Responsibility	MCS	Model Cluster Schools
CWE	Community of Women Entrepreneurs	MDM	Mid Day Meal
CWSN	Children with Special Needs	MHA	Ministry of Home Affairs
D.Ed	Diploma in Education	MHRD	Ministry of Human Resource Development
DCF	Data Capture Format	MIS	Management Information System
DIET	District Institute of Education and Training	MIs	Monitoring Institutes
DISE	District Information System for Education	MLE	multilingual education
EBB	Educationally Backward Block	MLE	Multi Lingual Education
EC	Executive Committee	MNRE	Ministry of New and Renewal Energy
ECCE	Early Childhood Care and Education	MS	Mahila Samakhya
		MSK	Mahila Samakhya Kendra

MT	Mother Tongue	SAC	State Advisory Council
MWCD	Ministry of Women and Child Care	SAS	Shiksha Adhikar Samitis
NAC	National Advisory Council	SC	Scheduled Caste
NBB	National Bal Bhawan	SCERT	State Council of Educational Research and Training
NCERT	National Council of Educational Research & Training	SCPCR	State Council of Protection of Child Rights
NCF	National Curriculum Framework	SCR	Student Classroom Ratio
NCPCR	National Council for Protection of Child Rights	SDMC	School Development and Management Committee
NCRC	National Children Resource Centre	SDP	School Development Plan
NCTE	National Council for Teacher Education	SES	Selected Educational Statistics
NDMA	National Disaster Management Authority	SIERT	State Institute of Educational Research and Training
NER	Net Enrolment Ratio	SMC	School Management Committee
NGO	Non-Governmental Organisation	SPIC-MACAY	Society for Promotion of Indian Classical Music and Culture Amongst Youths
NIOS	National Institute of Open Schooling	SPQEM	Scheme for Promotion of Quality Education in Madarasas
NPE	National Policy on Education (NPE)	SSA	Sarva Shiksha Abhiyan
NPEGEL	National Programme for Education of Girls' at Elementary Level	SSA-DEP	Sarva Shiksha Abhiyan-Distance Education Programme
NRBC	Non- Residential Bridge Course	ST	Scheduled Tribe
NRG	National Resource Group	TET	Teacher Eligibility Test
NSSO	National Sample Survey Organisation	TET	Teacher Eligibility Test
NUEPA	National University of Educational Planning & Administration	TLM	Teaching Learning Material
NV-ARC	National Visual Arts Resource Centre	TSG	Technical Support Group
NVs	Navodaya Vidyalaya	UEE	Universal Elementary Education
OBC	Other Backward Class	UGC	University Grants Commission
PAB	Project Approval Board	UNESCO	United Nations Educational, Scientific and Cultural Organisation
PRI	Panchayati Raj institutions	URC	Urban Resource Centre
PTR	Pupil Teacher Ratio	VAs	Voluntary Agencies
QMT	Quality Monitoring Tools	WCD	Women and Child Development
RBC	Residential Bridge Course	WWF	World Wildlife Fund
RCI	Rehabilitation Council of India		
REMS	Research, Evaluation, Monitoring and Supervision		
REPA	Right to Education Protection Authorities		
RGI	Registrar General of India		
RT	Resource Teacher		
RTE	Right of Children to Free and Compulsory Education		

## MAHILA SAMAKHYA

FINANCIAL OVERVIEW: MS in XII FYP						
					(Rs. in lakhs)	
ITEM OF EXPENDITURE	2012-13	2013-14	2014-15	2015-16	2016-17	TOTAL
<b>NATIONAL</b>						
MANAGEMENT COST*	61.10	66.84	73.12	80.44	88.48	369.98
PROGRAMME COST*	81	92.55	106.18	127.60	153.85	561.18
	<b>142.10</b>	<b>159.39</b>	<b>179.30</b>	<b>208.03</b>	<b>242.34</b>	<b>931.16</b>
<b>STATE</b>						
MANAGEMENT COST*	712.5	756.20	817.20	886.63	962.26	4134.79
PROGRAMME COST*	1413	1475.7	1544.43	1620.06	1703.01	7756.21
	<b>2125.5</b>	<b>2231.9</b>	<b>2361.633</b>	<b>2506.695</b>	<b>2665.272</b>	<b>11891.00</b>
<b>DIU</b>						
MANAGEMENT COST*	2625.15	2841.98	3078.21	3335.67	3616.35	15497.37
PROGRAMME COST*	5788.14	6075.60	6388.35	6726.23	7094.14	32072.47
	<b>8413.29</b>	<b>8917.58</b>	<b>9466.57</b>	<b>10061.90</b>	<b>10710.49</b>	<b>47569.84</b>
<b>(A) TOTAL*</b>	<b>10680.89</b>	<b>11308.54</b>	<b>12006.80</b>	<b>12775.86</b>	<b>13617.26</b>	<b>60389.35</b>
<b>(B) EXPANSION TO NEW STATES/WITHIN EXISTING</b>	<b>534.04</b>	<b>1130.85</b>	<b>1801.02</b>	<b>2555.17</b>	<b>3404.31</b>	<b>9425.41</b>
<b>GRAND TOTAL (A+B)</b>	<b>11214.93</b>	<b>12439.39</b>	<b>13807.82</b>	<b>15331.03</b>	<b>17021.57</b>	<b>69814.74</b>

\*Calculated based on functionaries, sanghas, federations and interventions in current areas of coverage (given numerical and programmatic stages' variance)

**Appendix II**

NATIONAL PROJECT OFFICE							(Rs.in lakhs)	
S.No	Item of Expenditure	2012-13	2013-14	2014-15	2015-16	2016-17	Total	
<b>A.</b>	<b>MANAGEMENT COST</b>							
<b>I.</b>	<b>Honorarium</b>							
i)	NPD	9.00	9.9	10.89	11.98	13.18	54.95	
ii)	Consultant (2 programme, 1 Financial)	21.6	23.76	26.14	28.75	31.62	131.87	
iii)	Desk Officer	6.5	7.15	7.87	8.65	9.52	39.68	
v)	Assistant	5	5.5	6.05	6.66	7.32	30.53	
vi)	UDC	4	4.4	4.84	5.32	5.86	24.42	
vii)	Stenographer (2)	4.75	5.225	5.75	6.32	6.95	29.00	
viii)	Peon (2)	2.75	3.025	3.33	3.66	4.03	16.79	
	<b>TOTAL HONORARIUM</b>	<b>53.60</b>	<b>58.96</b>	<b>64.86</b>	<b>71.34</b>	<b>78.48</b>	<b>327.23</b>	
<b>II.</b>	<b>OFFICE EXPENCES</b>							
i)	Vehicle fuel & maintenance/hire	1.25	1.31	1.38	1.52	1.67	7.12	
ii)	Telephone, stationary	2	2.10	2.21	2.43	2.67	11.40	
iii)	Office equipment (NR)	3	3.15	3.31	3.64	4.00	17.10	
iv)	Contingencies	1.25	1.31	1.38	1.52	1.67	7.12	
	<b>TOTAL OFFICE EXPENSES</b>	<b>7.5</b>	<b>7.88</b>	<b>8.27</b>	<b>9.10</b>	<b>10.01</b>	<b>42.74</b>	
	<b>TOTAL MANAGEMENT COST</b>	<b>61.10</b>	<b>66.84</b>	<b>73.12</b>	<b>80.44</b>	<b>88.48</b>	<b>369.98</b>	
<b>B.</b>	<b>PROGRAMME ACTIVITIES</b>							
<b>III.</b>	<b>MEETINGS &amp; WORKSHOPS etc.</b>							
ii)	NRG/resource groups meeting	7	7.35	7.72	8.49	9.34	39.89	
iii)	Documentation & Publication/taining material development	5	5.25	5.51	6.06	6.67	28.50	
iv)	Research & Evaluation	5	5.25	5.51	6.06	6.67	28.50	
viii)	Workshops, seminars, meetings & consultations	10	10.50	11.03	12.13	13.34	56.99	
ix)	National evaluation/Review/AWPB Appraisal	4	4.20	4.41	4.85	5.34	22.80	
	<b>TOTAL</b>	<b>31</b>	<b>32.55</b>	<b>34.18</b>	<b>37.60</b>	<b>41.35</b>	<b>176.68</b>	
<b>IV.</b>	<b>Grants to NGOs and Institutions</b>							
ii)	National Resource Centre	50	60.00	72.00	90.00	112.50	384.50	
	<b>TOTAL PROGRAMME COST</b>	<b>81</b>	<b>92.55</b>	<b>106.18</b>	<b>127.60</b>	<b>153.85</b>	<b>561.18</b>	
<b>GRAND TOTAL</b>		<b>142.10</b>	<b>159.39</b>	<b>179.30</b>	<b>208.03</b>	<b>242.34</b>	<b>931.16</b>	

**Appendix III**

<b>STATE PROJECT OFFICE</b>							
							(Rs. in lakhs)
<b>S.No.</b>	<b>Item of Expenditure</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>	<b>Total</b>
<b>A.</b>	<b>MANAGEMENT COST</b>						
<b>I.</b>	<b>Honorarium</b>						
i)	SPD	6	6.31	6.63	6.96	7.30	33.20
ii)	APD	4.4	4.63	4.86	5.10	5.36	24.36
iii)	State Resource Person (1 per 5 districts)*	4	4.21	4.42	4.64	4.87	22.15
iv)	Consultant (max. 2 per SPO)	3.6	3.78	3.97	4.17	4.38	19.89
<b>TOTAL HONORARIUM</b>		<b>18.00</b>	<b>18.93</b>	<b>19.88</b>	<b>20.87</b>	<b>21.91</b>	<b>99.59</b>
<b>II.</b>	<b>TA/DA</b>	<b>7.2</b>	<b>7.56</b>	<b>7.94</b>	<b>8.73</b>	<b>9.60</b>	<b>41.03</b>
<b>III.</b>	<b>OFFICE EXPENSES</b>						
i)	Audit Services	2.7	2.97	3.27	3.59	3.95	16.48
ii)	Accounts services	5.1	5.61	6.17	6.79	7.47	31.14
iii)	Secretarial services	10.05	11.06	12.16	13.38	14.71	61.36
iv)	Transport services & Conveyance	6	6.3	6.93	7.62	8.39	35.24
v)	Rent, electricity, water	7.8	8.19	9.01	9.91	10.90	45.81
vi)	Postage, telephone, stationary	4.5	4.725	5.20	5.72	6.29	26.43
vii)	Office equipment (NR)	3	3.15	3.47	3.81	4.19	17.62
viii)	Contingencies	2.5	2.63	2.89	3.18	3.49	14.68
<b>TOTAL OFFICE EXPENCES</b>		<b>41.65</b>	<b>44.63</b>	<b>49.09</b>	<b>54.00</b>	<b>59.40</b>	<b>248.75</b>
	<b>TOTAL MANAGEMENT COST</b>	<b>66.85</b>	<b>71.12</b>	<b>76.90</b>	<b>83.60</b>	<b>90.91</b>	<b>389.38</b>
<b>B.</b>	<b>PROGRAMME ACTIVITIES</b>						
<b>IV.</b>	<b>Documentation, publication etc</b>						
i)	Annual report	3	3.3	3.63	3.99	4.39	18.32
ii)	Media and Publicity	2	2.2	2.42	2.66	2.93	12.21
iii)	6 monthly report	0.5	0.53	0.55	0.61	0.67	2.85
	<b>TOTAL</b>	<b>5.5</b>	<b>6.03</b>	<b>6.60</b>	<b>7.26</b>	<b>7.99</b>	<b>33.38</b>
<b>Seminars, Workshops and Evaluation</b>							
i)	Workshops and seminars	8.25	9.08	9.98	10.98	12.08	50.37
ii)	Thematic evaluation	1.8	1.98	2.18	2.40	2.64	10.99
iii)	Action/reflection meetings	4.5	4.95	5.45	5.99	6.59	27.47
iv)	Programme functionary appraisal/review &	7	7.70	8.47	9.32	10.25	42.74

<b>TOTAL</b>		21.55	23.71	26.08	28.68	31.55	131.56
<b>Grant to Sanghas/ Federations</b>							
V.	Grants to Sanghas which are below 3 years old (per sangha)*	0.06	0.06	0.06	0.06	0.06	0.30
VI	Grant to Federations of less than 3 years' age (per federation)*	0.50	0.50	0.50	0.50	0.50	2.50
VII	Grant to Federations of 3 years' age and above (federation)*	1.00	1.00	1.00	1.00	1.00	5.00
<b>TOTAL</b>		<b>1.56</b>	<b>1.56</b>	<b>1.56</b>	<b>1.56</b>	<b>1.56</b>	<b>7.80</b>
<b>IX</b>	Programme Implementation	<b>15.00</b>	<b>15.00</b>	<b>15.00</b>	<b>15.00</b>	<b>15.00</b>	<b>75.00</b>
<b>X</b>	<b>RESOURCE CENTRE</b>						
i)	Fees & honorarium	9	9.45	9.92	10.42	10.94	<b>49.73</b>
ii)	Training	6	6.6	7.26	7.99	8.78	<b>36.63</b>
iii)	Workshops, seminars, consultations	2.2	2.42	2.66	2.93	3.22	<b>13.43</b>
iv)	Documentation & publication	2	2.2	2.42	2.66	2.93	<b>12.21</b>
v)	Research & evaluation	2.4	2.64	2.90	3.19	3.51	<b>14.65</b>
vi)	Library	2.4	2.64	2.90	3.19	3.51	<b>14.65</b>
vii)	Equipment/furniture	6	6.6	7.26	7.99	8.78	<b>36.63</b>
viii)	Rent, maintenance, electricity	3	3.3	3.63	3.99	4.39	<b>18.32</b>
ix)	TA, DA for staff	3.4	3.74	4.11	4.53	4.98	<b>20.76</b>
x)	Contingencies	4	4.4	4.84	5.32	5.86	<b>24.42</b>
<b>TOTAL</b>		<b>40.4</b>	<b>43.99</b>	<b>47.92</b>	<b>52.21</b>	<b>56.91</b>	<b>241.43</b>

**\*Pattern for unit cost, not a cap on overall allocation**

**Appendix IV**

<b>DISTRICT IMPLEMENTATION UNIT</b>							
							(Rs. in lakhs)
<b>S.No.</b>	<b>Item of Expenditure</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>	<b>Total</b>
<b>A.</b>	<b>MANAGEMENT COST</b>						
<b>I.</b>	<b>HONORARIUM</b>						
i)	DPC	2.98	3.129	3.29	3.45	3.62	16.47
ii)	District resource person (1 per 3 blocks)*	2.4	2.52	2.65	2.78	2.92	13.26
<b>II.</b>	<b>TA/DA (DIU)</b>	<b>1.95</b>	<b>2.05</b>	<b>2.15</b>	<b>2.26</b>	<b>2.37</b>	<b>10.77</b>
<b>III.</b>	<b>OFFICE EXPENSES</b>						
i)	Secretarial services	6.2	6.82	7.50	8.25	9.08	37.85
ii)	Transport services	3.3	3.63	3.99	4.39	4.83	20.15
iii)	Rent, electricity, water	3.3	3.63	3.99	4.39	4.83	20.15
iv)	Postage, telephone, stationary	1.6	1.76	1.94	2.13	2.34	9.77
v)	Office equipment (Recurring & NR)	1.4	1.54	1.69	1.86	2.05	8.55
vi)	Contingencies	0.5	0.55	0.61	0.67	0.73	3.05
	<b>TOTAL OFFICE EXPENSES</b>	<b>16.3</b>	<b>17.93</b>	<b>19.72</b>	<b>21.70</b>	<b>23.86</b>	<b>99.51</b>
	<b>TOTAL MANAGEMENT COST</b>	<b>23.63</b>	<b>25.63</b>	<b>27.80</b>	<b>30.18</b>	<b>32.77</b>	<b>140.02</b>
<b>B.</b>	<b>PROGRAMME ACTIVITIES</b>						
<b>IV.</b>	<b>BLOCK/VILLAGE</b>						
i)	JRP (1 per block)*	2	2.1	2.21	2.32	2.43	11.05
ii)	CRP (1 per 25 villages in federation block where there are no sahyogini's)*	1.08	1.13	1.19	1.25	1.31	5.97
iii)	Sahayogini (1 per 10 villages)*	0.7	0.74	0.77	0.81	0.85	3.87
<b>V.</b>	<b>TA/DA</b>	<b>10.20</b>	<b>10.71</b>	<b>11.25</b>	<b>11.81</b>	<b>12.40</b>	<b>56.36</b>
<b>VI.</b>	<b>OTHER PROGRAMMES</b>						
i)	Evaluation, publication, documentation & library	3.5	3.85	4.24	4.66	5.12	21.37
ii)	Training and other activities with sanghas, maha-sanghas	5.8	6.38	7.02	7.72	8.49	35.41
iii)	Training of DIU functionaries including teachers	3	3.30	3.63	3.99	4.39	18.32
iv)	Innovative programmes	5	5.5	6.05	6.66	7.32	30.53
v)	District resource group	1	1.1	1.21	1.33	1.46	6.11
<b>TOTAL</b>		<b>24.8</b>	<b>26.96</b>	<b>29.31</b>	<b>31.88</b>	<b>34.69</b>	<b>122.84</b>

vi)	Mahila shikshan Kendra (starting year, per 30 girls)*	17.64	17.64	17.64	17.64	17.64	88.20
vii)	MSK (in continuing) - per 30 girls*	13.14	13.14	13.14	13.14	13.14	65.70
viii)	Child care center*	0.37	0.41	0.45	0.49	0.54	2.26
ix)	Short term literacy/skill course(5 days) for 20 women*	0.09	0.10	0.11	0.12	0.13	0.55
x)	Residential technical course/ literacy camp - 30 days and 20 women*	0.61	0.67	0.74	0.81	0.89	3.72
xi)	Other educational interventions	5	5.50	6.05	6.66	7.32	30.53

**\*Pattern for unit cost, not a cap on overall allocation**



**RANGE OF HONORARIUM FOR STATE AND DISTRICT LEVEL PERSONNEL**

<b>POST</b>	<b>AMOUNT (per month in Rs.)</b>
<b>STATE LEVEL</b>	
State Programme Director	50000-65000
Assistant Programme Director	36500-51500
State Resource Person	33300-44500
Consultant	30000-36500
<b>DISTRICT LEVEL</b>	
District Project Co-ordinator	25000-35000
District Resource Person	20000-25000
Junior Resource Person	16500-20000
<b>BLOCK LEVEL</b>	
Cluster Resource Person	9000-10900
Sahayogini (for a cluster of 10 villages)_	5800-7100

**These are minimum and maximum ranges for payment of honorarium for MS personnel. The honorarium cannot exceed the maximum limit. The actual amount of honorarium will be decided by the Executive Committee of the State Mahila Samakhya Society from within the range given above, as also based on overall cap provided for provision of individual honorarium as per pattern at annexures III (b) & (C).**



<b>MAHILA SHIKSHAN KENDRA</b>		
		<b>(Rupees in Lakhs)</b>
<b>I.</b>	<b>NON-RECURRING COSTS:</b>	
i)	Furniture and Kitchen Equipment	3.75
ii)	Preparatory costs for setting up	0.75
	<b>TOTAL NON-RECURRING</b>	<b>4.5</b>
<b>II.</b>	<b>RECURRING COSTS:</b>	
	No. of Trainees per MSK	30
i)	Rent for space to run MSK Rs.11250/month	1.35
ii)	Maintenance per trainee per month Rs.1125 (As per revised norms of KGBV)	4.05
iii)	Honorarium for 2 full time teachers (Graduate/B.Ed. Qualified) per month Rs.7500/-	1.8
iv)	Honorarium for 2 part time teachers Rs.3750/- per person per month	0.9
v)	Additional honorarium of Rs.1500/month for residential full time teacher who also doubles as the warden	0.18
vi)	Support staff- (3 persons) Accountant cum Assistant, Chowkidar and Cook - Rs.15000/month[all 3 included]	1.8
vii)	Teaching and learning material-textbooks/course material, stationery and library books - lumpsum for entire year	1.5
viii)	Vocational training/specific skills training	0.75
ix)	Examination fees (state board, open school)	0.075
x)	Medical care/contingencies-Rs.800/year per student	0.36
xi)	Miscellaneous including day to day running expenses	0.37
	<b>TOTAL RECURRING</b>	<b>13.14</b>
	<b>Cost per child (Recurring)</b>	<b>0.43</b>
	<b>1st Year</b>	<b>17.64</b>
	<b>Subsequent years</b>	<b>13.14</b>

<b>TECHNICAL/VOCATIONAL TRAINING</b>	
<b>SHORT TERM SKILL COURSE FOR 5 DAYS</b>	
<b>One short-term course of approximately 5 days for approximately 20 women</b>	
<b>ITEM</b>	<b>Lumpsum Cost for 5 days</b>
1. Stipend including boarding	6250
2. Equipment and material	940
3. Training Costs	1250
4. Promotional and follow up activities	1250
<b>TOTAL FOR 5 DAYS COURSE</b>	<b>9690</b>

<b><u>TECHNICAL/VOCATIONAL TRAINING/LITERACY CAMP</u></b>		
<b><u>RESIDENTIAL COURSE</u></b>		
<b>One course of 30 days on an average for approximately 20 women</b>		
<b>Sl.No.</b>	<b>Item</b>	<b>Cost</b>
<b>1</b>	<b>Stipend including boarding</b>	<b>37500</b>
<b>2</b>	<b>Training Cost, equipment and material</b>	<b>11250</b>
<b>3</b>	<b>Fee for trainers, Resource person and Promotional activities</b>	<b>15000</b>
<b>TOTAL FOR 30 DAYS COURSE</b>		<b>48750</b>
<b>Note:</b>	<b>This course is meant for rural women and is to be conducted for MS village Sangha women. This can be conducted for a cluster of village.</b>	

**Appendix VI (c)**

<b>PATTERN FOR ONE CHILD CARE CENTRE</b>		
<b>Sl. No.</b>	<b>Item of expenditure</b>	<b>Amount in Rs.</b>
1	Honorarium to two workers (Rs.1250/month)	15000
2	Educational Material and toys	7500
3	Contingencies @ Rs.52/month	625
4	Weekly visits by doctor and medicines	2250
5	Non-recurring grant	6250
6	Training stipend per worker	5250
	<b>TOTAL</b>	<b>36875</b>

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2012-13			2013-14			2014-15		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
	<b>SSA</b>									
1	School Mapping and Child mapping		646	2300.000		0			0	
2	Opening of new Primary Schools		5851			0			0	
3	Upgradation of EGS to PS		3995			0			0	
4	Opening of new Upper Primary Schools		10154			0			0	
5	Residential Schools/hostels for specific category of children		2245			2245			2245	
6	Residential School Complexes for Tribal Children in EBBs with >50% Tribal population		754			754			754	
8	Transport/Escort Facility									
8.1	Transport/Escort Facility	0.03000	2019572	60587.160	0.03000	2019572	60587.160	0.03000	2019572	60587.160
	<b>Sub Total</b>		<b>2019572</b>	<b>60587.160</b>		<b>2019572</b>	<b>60587.160</b>		<b>2019572</b>	<b>60587.160</b>
9	Reimbursement of Expenditure incurred on 25% of children admitted to unaided schools									
9.1	Reimbursement of Expenditure incurred on 25% of children admitted to unaided schools		1627372	108502.289		3254742	470376.346		4882111	379676.614
	<b>Sub Total</b>		<b>1627372</b>	<b>108502.289</b>		<b>3254742</b>	<b>470376.346</b>		<b>4882111</b>	<b>379676.614</b>
10	<b>Special Training</b>									
10.1	Setting up of special training facility for age appropriate admission of out of school children									
	(a) Residential	0.20000	1250000	250000.000	0.20000	1250000	250000.000	0.20000	1250000	250000.000
	(b) Non-Residential	0.06000	3746255	224775.270	0.06000	3746255	224775.270	0.06000	374626	22477.530
	<b>Sub Total</b>		<b>4996255</b>	<b>474775.270</b>		<b>4996255</b>	<b>474775.270</b>		<b>499626</b>	<b>47477.530</b>
9	<b>Seasonal Hostels</b>									
9.1	Seasonal Hostels for migrating children	0.10000	100000	9999.981	0.10000	100000	9999.981	0.10000	100000	9999.981
	<b>Sub Total</b>		<b>99999.81159</b>	<b>9999.981</b>		<b>99999.81159</b>	<b>9999.981</b>		<b>99999.81159</b>	<b>9999.981</b>
11	<b>New Teachers Salary</b>									
11.1	Primary Teachers (Regular)	0.10000	19692	1969.200	0.10000	0	0.000	0.10000	0	0.000
11.2	Primary Teachers (Contract)	0.05000	0	0.000	0.05000	0	0.000	0.05000	0	0.000
11.3	<b>Upper Primary Teachers (Regular) subject-wise</b>									
	(a) Science and Mathematics	0.12500	10154	1269.250	0.12500	0	0.000	0.12500	0	0.000
	(b) Social Studies	0.12500	10154	1269.250	0.12500	0	0.000	0.12500	0	0.000
	(c) Languages	0.12500	10154	1269.250	0.12500	0	0.000	0.12500	0	0.000
11.4	<b>Subject specific Upper Primary Teachers (Contract)</b>									
	(a) Science and Mathematics	0.12500	0	0.000	0.12500	0	0.000	0.12500	0	0.000
	(b) Social Studies	0.12500	0	0.000	0.12500	0	0.000	0.12500	0	0.000
	(c) Languages	0.12500	0	0.000	0.12500	0	0.000	0.12500	0	0.000
11.5	UP Teachers for upgraded UPS	0.05000	0	0.000	0.05000	0	0.000	0.05000	0	0.000
11.6	UP teachers for integration of Class VIII	0.05000	53208	2660.400	0.05000	0	0.000	0.05000	0	0.000
	<b>Sub Total</b>		<b>103362</b>	<b>8437.350</b>		<b>0</b>	<b>0.000</b>		<b>0</b>	<b>0.000</b>

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2012-13			2013-14			2014-15		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
	<b>Additional Teachers against PTR</b>									
11.7	New Additional Teachers - PS (Regular)	0.10000	0	0.000	0.10000	0	0.000	0.10000	0	0.000
11.8	New Additional Teachers - PS (Contract)	0.05000	0	0.000	0.05000	0	0.000	0.05000	0	0.000
11.9	Head Teacher for primary (if the number of children exceeds 150 in a school)	0.12500	0	0.000	0.12500	0	0.000	0.12500	0	0.000
11.10	<b>New Additional Teachers-UPS (Regular)</b>									
	(a) Science and Mathematics	0.12500	0	0.000	0.12500	0	0.000	0.12500	0	0.000
	(b) Social Studies	0.12500	0	0.000	0.12500	0	0.000	0.12500	0	0.000
	(c) Languages	0.12500	0	0.000	0.12500	0	0.000	0.12500	0	0.000
11.11	<b>New Additional Teachers - UPS (Contract)</b>									
	(a) Science and Mathematics	0.05000	0	0.000	0.05000	0	0.000	0.05000	0	0.000
	(b) Social Studies	0.05000	0	0.000	0.05000	0	0.000	0.05000	0	0.000
	(c) Languages	0.05000	0	0.000	0.05000	0	0.000	0.05000	0	0.000
11.12	Head Teachers for all Upper Primary Schools	0.15000	0	0.000	0.15000	0	0.000	0.15000	0	0.000
11.13	<b>Part Time Instructors for upper primary school</b>									
	(a) Art Education	0.05000	0	0.000	0.05000	0	0.000	0.05000	0	0.000
	(b) Health and Physical Education	0.05000	0	0.000	0.05000	0	0.000	0.05000	0	0.000
	(c) Work Education	0.05000	0	0.000	0.05000	0	0.000	0.05000	0	0.000
	<b>Sub Total</b>		<b>0</b>	<b>0.000</b>		<b>0</b>	<b>0.000</b>		<b>0</b>	<b>0.000</b>
	<b>Total (New Teacher's Salary)</b>		<b>103362</b>	<b>8437.350</b>		<b>0</b>	<b>0.000</b>		<b>0</b>	<b>0.000</b>
	<b>Teachers Salary (Recurring)</b>									
	<b>Primary teachers</b>									
11.14	Primary Teachers ( Regular)-Existing	0.10000	267652	321182.400	0.10000	287344	344812.800	0.10000	287344	344812.800
11.15	Primary Teachers (Contract)-Existing	0.05000	205104	123062.400	0.05000	205104	123062.400	0.05000	205104	123062.400
11.16	Head Teacher for Primary (if the number of children exceeds 150)	0.12500	44862	67293.000	0.12500	44862	67293.000	0.12500	44862	67293.000
	<b>Additional teachers</b>									
11.17	Additional Teachers - PS (Regular)	0.10000	334959	401950.800	0.10000	334959	401950.800	0.10000	334959	401950.800
11.18	Additional Teachers - PS (Contract)	0.05000	335085	201051.000	0.05000	335085	201051.000	0.05000	335085	201051.000
	<b>Upper Primary teachers</b>									
11.19	UP Teachers (Regular)-Existing	0.12500	238426	357639.000	0.12500	238426	357639.000	0.12500	238426	357639.000
11.20	UP Teachers (Contract)-Existing	0.05000	151421	90852.600	0.05000	151421	90852.600	0.05000	151421	90852.600
11.21	UP Teachers	0.12500	0	0.000	0.12500	0	0.000	0.12500	0	0.000
11.22	Head Teacher for Upper Primary Schools	0.15000	97175	174915.000	0.15000	97175	174915.000	0.15000	97175	174915.000
11.23	<b>Upper Primary Teachers (Regular) subject-wise</b>									
	(a) Science and Mathematics	0.12500	22698	34047.000	0.12500	32852	49278.000	0.12500	32852	49278.000
	(b) Social Studies	0.12500	8723	13084.500	0.12500	18877	28315.500	0.12500	18877	28315.500
	(c) Languages	0.12500	20956	31434.000	0.12500	31110	46665.000	0.12500	31110	46665.000
11.24	<b>Upper Primary Teachers (Contract) subject-wise</b>									
	(a) Science and Mathematics	0.05000	16164	9698.400	0.05000	16164	9698.400	0.05000	16164	9698.400
	(b) Social Studies	0.05000	2699	1619.400	0.05000	2699	1619.400	0.05000	2699	1619.400
	(c) Languages	0.05000	3165	1899.000	0.05000	3165	1899.000	0.05000	3165	1899.000
11.25	Others	0.03500	3110	1306.200	0.03500	3110	1306.200	0.03500	3110	1306.200
	<b>Additional teachers</b>									
11.26	Additional Teachers - UPS (Regular)	0.12500	35549	53323.500	0.12500	35549	53323.500	0.12500	35549	53323.500
11.27	Additional Teachers - UPS (Contract)	0.05000	49889	29933.400	0.05000	49889	29933.400	0.05000	49889	29933.400
11.28	<b>Additional Teachers-UPS (Regular)</b>									
	(a) Science and Mathematics	0.12500	12658	18987.000	0.12500	12658	18987.000	0.12500	12658	18987.000
	(b) Social Studies	0.12500	5891	8836.500	0.12500	5891	8836.500	0.12500	5891	8836.500
	(c) Languages	0.12500	27410	41115.000	0.12500	27410	41115.000	0.12500	27410	41115.000
11.29	<b>Additional Teachers - UPS (Contract)</b>									
	(a) Science and Mathematics	0.05000	5525	3315.000	0.05000	5525	3315.000	0.05000	5525	3315.000
	(b) Social Studies	0.05000	1045	627.000	0.05000	1045	627.000	0.05000	1045	627.000
	(c) Languages	0.05000	21	12.600	0.05000	21	12.600	0.05000	21	12.600
11.30	<b>Part Time Instructors for UpperPrimary Schools</b>									
	(a) Art Education	0.05000	68256	40953.600	0.05000	68256	40953.600	0.05000	68256	40953.600
	(b) Health and Physical Education	0.05000	55831	33498.600	0.05000	55831	33498.600	0.05000	55831	33498.600
	(c) Work Education	0.05000	61089	36653.400	0.05000	61089	36653.400	0.05000	61089	36653.400
11.31	UP Teachers for upgraded UPS	0.05000	1267	760.200	0.05000	1267	760.200	0.05000	1267	760.200
11.32	UP teachers for integration of Class VIII	0.05000	5875	3525.000	0.05000	59083	35449.800	0.05000	59083	35449.800
	<b>Sub Total</b>		<b>2082505</b>	<b>2102575.500</b>		<b>2185867</b>	<b>2203823.700</b>		<b>2185867</b>	<b>2203823.700</b>
	<b>TOTAL</b>									
	<b>(New Teachers Salary +Teachers Salary-Recurring)</b>		<b>2185867</b>	<b>2111012.850</b>		<b>2185867</b>	<b>2203823.700</b>		<b>2185867</b>	<b>2203823.700</b>

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2012-13			2013-14			2014-15		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
<b>13</b>	<b>Civil Works</b>									
13.3	Residential facilities for 30 persons in existing BRC/URC with furniture	25.00000	1371	34275.000	25.00000	1341	33525.000	25.00000	1341	33525.000
13.4	Augmentation of training facility in BRC (one time)	5.00000	974	4870.000	5.00000	0	0.000	5.00000	0	0.000
13.6	New Primary School	10.00000	9846	98460.000	10.00000	0	0.000	10.00000	0	0.000
13.7	New Upper Primary School	15.00000	10154	152310.000	15.00000	0	0.000	15.00000	0	0.000
13.8	Whole School Development	2.00000	1246	2492.000	2.00000	1246	2492.000	2.00000	1246	2492.000
13.9	Building less Primary Schools	10.00000	7499	74990.000	10.00000	7499	74990.000	10.00000	7499	74990.000
13.10	Building Less Upper Primary Schools	15.00000	1903	28545.000	15.00000	1903	28545.000	15.00000	1903	28545.000
13.13	Additional Class Room	4.00000	92612	370448.000	4.00000	92170	368680.000	4.00000	91532	366128.000
13.14	Additional class rooms for adding Class VIII	4.00000	53208	212832.000	4.00000	0	0.000	4.00000	0	0.000
13.16	Toilet/Urinals in urban areas	0.75000	12473	9354.908	0.75000	12473	9354.908	0.75000	12473	9354.908
13.17	Separate Girls Toilet including disabled friendly	0.75000	62366	46774.538	0.75000	62366	46774.538	0.75000	62366	46774.538
13.18	Drinking Water Facility in urban areas	0.75000	6237	4677.454	0.75000	6237	4677.454	0.75000	6237	4677.454
13.19	Boundary Wall	0.15000	24946	3741.963	0.15000	24946	3741.963	0.15000	24946	3741.963
13.20	Running water facility to toilets in existing schools	0.10000	62366	6236.605	0.10000	62366	6236.605	0.10000	62366	6236.605
13.21	Electrification	0.10000	37420	3741.963	0.10000	37420	3741.963	0.10000	37420	3741.963
13.22	Office-cum-store-cum-Head Teacher's room	4.00000	39962	159846.000	4.00000	39962	159846.000	4.00000	39962	159846.000
13.24	Development of Playgrounds in schools	2.00000	24946	49892.840	2.00000	24946	49892.840	2.00000	24946	49892.840
	<b>Residential Schools for specific category of children</b>									
13.26	(a) Construction of Building including Boundary Wall, Water facilities and electricity)	60.00000	2245	134700.000	60.00000	2245	134700.000	60.00000	2245	134700.000
13.27	Residential Schools in Tribal EBBs with tribal population of >50%	60.00000	754	45240.000	60.00000	754	45240.000	60.00000	754	45240.000
13.27	Ramps	0.25000	62366	15591.513	0.25000	62366	15591.513	0.25000	62366	15591.513
13.29	Handrail for ramps	0.10000	62366	6236.605	0.10000	62366	6236.605	0.10000	62366	6236.605
13.31	Furniture for Govt. PS (per child)	0.00500	5000683	25003.417	0.00500	5000683	25003.417	0.00500	5000683	25003.417
13.32	Furniture for Govt. UPS (per child)	0.00750	2999718	22497.886	0.00750	2999718	22497.886	0.00750	2999718	22497.886
13.33	Major Repairs		0	15000.000		0	15000.000		0	15000.000
13.34	Retro-fitting of school buildings	2.00000	24946	49892.840	2.00000	24946	49892.840	2.00000	24946	49892.840
	<b>Sub Total</b>		<b>8602608</b>	<b>1577650.530</b>		<b>8527954</b>	<b>1106660.530</b>		<b>8527316</b>	<b>1104108.530</b>
<b>15</b>	<b>Annual Maintenance Grant for schools</b>									
15.1	Maintenance Grant for schools	0.07500	1247321	93549.075	0.07500	1247321	93549.075	0.07500	1247321	93549.075
	<b>Sub Total</b>		<b>1247321</b>	<b>93549.075</b>		<b>1247321</b>	<b>93549.075</b>		<b>1247321</b>	<b>93549.075</b>
<b>16</b>	<b>Training</b>									
16.1	In-service Teachers' Training at BRC level and above - 10 days	0.02000	2082505	41650.100	0.02000	2185867	43717.340	0.02000	2185867	43717.340
16.2	In-service Teacher's Training at cluster level - 10 days	0.01000	2082505	20825.050	0.01000	2185867	21858.670	0.01000	2185867	21858.670
16.3	Induction Training to Newly Recruited Teachers- 30 days	0.03000	104125	3123.758	0.03000	109293	3278.801	0.03000	109293	3278.801
16.4	On the Job, Untrained Teachers to acquire professional qualifications through in-service /distance programmes- 60 days	0.06000	223572	13414.320	0.06000	223363	13401.780	0.06000	223363	13401.780
16.5	Training of resource persons and master trainers, BRC CRC coordinators for 10 days each year	0.02000	107484	2149.680	0.02000	107484	2149.680	0.02000	107484	2149.680
16.5	Deputing teachers on training programme with teacher academy for 90 days	0.18000	2083	374.940	0.18000	2083	374.940	0.18000	2083	374.940
16.5	Training of Educational administrators and other staff	0.02000	33600	672.000	0.02000	33600	672.000	0.02000	33600	672.000
16.5	Establishment of teacher academy	10.00000	30	300.000	10.00000	30	300.000	10.00000	30	300.000
	<b>Sub Total</b>		<b>2553399</b>	<b>82509.848</b>		<b>2661720</b>	<b>85753.211</b>		<b>2661720</b>	<b>85753.211</b>



## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2012-13			2013-14			2014-15		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
17	<b>Block Resource Centre/ URC</b>									
17.1	<b>Salary of Resource Persons:</b>									
	(a) 6 Resource Persons at BRC for subject specific training	0.12500	32390	48585.000	0.12500	32390	48585.000	0.12500	32390	48585.000
	(b) 2 Resource Persons for resource support for children with special needs	0.12500	13440	20160.000	0.12500	13440	20160.000	0.12500	13440	20160.000
17.2	1 MIS Coordinator	0.10000	6720	8064.000	0.10000	6720	8064.000	0.10000	6720	8064.000
17.3	1 Data Entry Operator	0.08000	6720	6451.200	0.08000	6720	6451.200	0.08000	6720	6451.200
17.4	1 Accountant-cum-support staff for every 50 schools	0.10000	26183	31419.504	0.10000	26183	31419.504	0.10000	26183	31419.504
17.5	<b>Furniture Grant</b>	1.00000	0	0.000	1.00000	0	0.000	1.00000	0	0.000
17.6	Replacement of furniture, computer, TLE etc ( Once in 5 years)	1.00000	974	974.000	1.00000	0	0.000	1.00000	0	0.000
17.7	Contingency Grant	0.50000	6720	3360.000	0.50000	6720	3360.000	0.50000	6720	3360.000
17.8	Meeting, TA	0.30000	6720	2016.000	0.30000	6720	2016.000	0.30000	6720	2016.000
17.9	TLM Grant	0.10000	6720	672.000	0.10000	6720	672.000	0.10000	6720	672.000
17.10	Maintenance Grant	0.10000	6720	672.000	0.10000	6720	672.000	0.10000	6720	672.000
	<b>Sub Total</b>		<b>6720</b>	<b>122373.704</b>		<b>6720</b>	<b>121399.704</b>		<b>6720</b>	<b>121399.704</b>
18	<b>Cluster Resource Centres</b>									
18.1	Salary of Cluster Resource Persons (on an average of one Resource Person per 18 schools in a block)	0.12500	56026	84039.000	0.12500	56026	84039.000	0.12500	56026	84039.000
18.2	<b>Furniture Grant</b>	0.10000	0	0.000	0.10000	0	0.000	0.10000	0	0.000
18.3	Replacement of furniture, computer, TLE etc. once in 5 years	0.10000	18535	1853.500	0.10000	0	0.000	0.10000	0	0.000
18.4	Contingency Grant	0.10000	76501	7650.100	0.10000	76501	7650.100	0.10000	76501	7650.100
18.5	Meeting, TA	0.12000	76501	9180.120	0.12000	76501	9180.120	0.12000	76501	9180.120
18.6	TLM Grant	0.03000	76501	2295.030	0.03000	76501	2295.030	0.03000	76501	2295.030
18.7	Maintenance Grant	0.02000	76501	1530.020	0.02000	76501	1530.020	0.02000	76501	1530.020
	<b>Sub Total</b>		<b>76501</b>	<b>106547.770</b>		<b>76501</b>	<b>104694.270</b>		<b>76501</b>	<b>104694.270</b>
19	<b>Textual material/Teaching Learning Material</b>									
19.1	Free Text Book (P)	0.00150	78855134	118282.701	0.00150	82797891	124196.836	0.00150	86937785	130406.678
19.2	Free Text Book (UP)	0.00250	40175253	100438.133	0.00250	42184016	105460.039	0.00250	44293216	110733.041
	<b>Textbooks to Unaided Schools (against 25% enrolment)</b>									
19.3	Primary	0.00750	1627372	12205.290	0.00750	3254742	24410.565	0.00750	4882111	36615.833
19.4	Upper Primary	0.01000	0	0.000	0.01000	0	0.000	0.01000	0	0.000
	<b>Sub Total</b>		<b>120657759</b>	<b>230926.124</b>		<b>128236648</b>	<b>254067.440</b>		<b>136113113</b>	<b>277755.551</b>
20	<b>Curriculum Renewal</b>									
20.1	Curriculum reform, development of syllabi, textbooks, special training material and supplementary reading materia		35	3500.000		35	3500.000		35	3500.000
	<b>Sub Total</b>		<b>35</b>	<b>3500.000</b>		<b>35</b>	<b>3500.000</b>		<b>35</b>	<b>3500.000</b>
21	<b>Continuous and Comprehensive Evaluation (CCE)</b>									
21.1	CCE (School level @ ` 90 per child per annum for 1st year and 10 District/State level)	0.00100	143628217	143628.217		20277882	20277.882		21291776	21291.776
	<b>Sub Total</b>		<b>143628217</b>	<b>143628.217</b>		<b>20277882</b>	<b>20277.882</b>		<b>21291776</b>	<b>21291.776</b>
22	<b>Note Books and stationary</b>									
22.1	Primary	0.00100	96561343	96561.343	0.00100	101389410	101389.410	0.00100	106458881	106458.881
22.2	Upper Primary	0.00150	47066874	70600.311	0.00150	49420218	74130.327	0.00150	51891229	77836.843
	<b>Sub Total</b>		<b>143628217</b>	<b>167161.654</b>		<b>150809628</b>	<b>175519.737</b>		<b>158350109</b>	<b>184295.724</b>
23	<b>Teaching Learning Equipment</b>									
23.1	TLE - New Primary	0.30000	9846	2953.800	0.30000	0	0.000	0.30000	0	0.000
23.2	TLE - New Upper Primary	0.75000	10154	7615.500	0.75000	0	0.000	0.75000	0	0.000
23.3	TLE for integration of Class V	0.05000	59373	2968.650	0.05000	0	0.000	0.05000	0	0.000
23.4	TLE for integration of Class VIII	0.15000	53208	7981.200	0.15000	0	0.000	0.15000	0	0.000
	<b>Sub Total</b>		<b>132581</b>	<b>21519.150</b>		<b>0</b>	<b>0.000</b>		<b>0</b>	<b>0.000</b>

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2012-13			2013-14			2014-15		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
<b>25</b>	<b>Annual Academic and Other Grants for Schools</b>									
<b>(a)</b>	<b>Primary Schools under Govt. and Local body including aided schools and recognized Madrasahs</b>									
25.1	No. of children (upto 60)	0.10000	368534	36853.400	0.10000	368534	36853.400	0.10000	368534	36853.400
25.2	No. of children (upto 61-90)	0.13000	160835	20908.550	0.13000	160835	20908.550	0.13000	160835	20908.550
25.3	No. of children (upto 91-120)	0.16000	119963	19194.080	0.16000	119963	19194.080	0.16000	119963	19194.080
25.4	No. of children (upto 121-200)	0.19000	180353	34267.070	0.19000	180353	34267.070	0.19000	180353	34267.070
25.5	Above 200	0.25000	122440	30610.000	0.25000	122440	30610.000	0.25000	122440	30610.000
	<b>Sub Total</b>		<b>952125</b>	<b>141833.100</b>		<b>952125</b>	<b>141833.100</b>		<b>952125</b>	<b>141833.100</b>
<b>(b)</b>	<b>Upper Primary Schools under Govt. and Local body</b>									
25.6	No. of children (upto 35)	0.13000	98356	12786.280	0.13000	98356	12786.280	0.13000	98356	12786.280
25.7	No. of children (upto 36-70)	0.16000	86062	13769.920	0.16000	86062	13769.920	0.16000	86062	13769.920
25.8	No. of children (upto 71-105)	0.19000	61478	11680.820	0.19000	61478	11680.820	0.19000	61478	11680.820
25.9	Above 106	0.25000	149355	37338.750	0.25000	149355	37338.750	0.25000	149355	37338.750
	<b>Sub Total</b>		<b>395251</b>	<b>75575.770</b>		<b>395251</b>	<b>75575.770</b>		<b>395251</b>	<b>75575.770</b>
	<b>Total (Annual Grant for Schools)</b>		<b>1347376</b>	<b>217408.870</b>		<b>1347376</b>	<b>217408.870</b>		<b>1347376</b>	<b>217408.870</b>
<b>26</b>	<b>Library Grant for Schools</b>									
26.1	Primary School (First Grant)	0.03000	195150	5854.500	0.03000	195150	5854.500	0.03000	0	0.000
26.2	Upper Primary School (First Grant)	0.10000	85101	8510.100	0.10000	85101	8510.100	0.10000	0	0.000
26.4	Recurring Grant (PS & UPS including the aided schools and recognized madrasahs)	0.02000	1347376	26947.520	0.02000	1347376	26947.520	0.02000	1347376	26947.520
	<b>Sub Total</b>		<b>1627627</b>	<b>41312.120</b>		<b>1627627</b>	<b>41312.120</b>		<b>1347376</b>	<b>26947.520</b>
<b>27</b>	<b>Laboratory Grant</b>									
27.1	Laboratory for UPS for replacement of laboratory equipments and purchase of laboratory consumable articles.	0.03000	395233	11856.990	0.03000	395233	11856.990	0.03000	395233	11856.990
	<b>Sub Total</b>		<b>395233</b>	<b>11856.990</b>		<b>395233</b>	<b>11856.990</b>		<b>395233</b>	<b>11856.990</b>
<b>28</b>	<b>Play material, Sports and Games Equipment</b>									
	<b>All Govt./Local body schools, Govt. aided schools and recognized Madrasahs</b>									
28.1	No. of children (upto 60)	0.03000	552955	16588.650	0.03000	552955	16588.650	0.03000	552955	16588.650
28.2	No. of children (upto 61-90)	0.04500	222314	10004.130	0.04500	222314	10004.130	0.04500	222314	10004.130
28.3	No. of children (upto 91-120)	0.06000	119961	7197.660	0.06000	119961	7197.660	0.06000	119961	7197.660
28.4	No. of children (upto 121-200)	0.07500	199704	14977.800	0.07500	199704	14977.800	0.07500	199704	14977.800
28.5	Above 200	0.09000	252443	22719.870	0.09000	252443	22719.870	0.09000	252443	22719.870
	<b>Sub Total</b>		<b>1347377</b>	<b>71488.110</b>		<b>1347377</b>	<b>71488.110</b>		<b>1347377</b>	<b>71488.110</b>
<b>29</b>	<b>ICT in Elementary Schools</b>									
29.1	ICT in Elementary schools with enrolment < 105	1.00000	44968	44968.000	1.00000	44968	44968.000	1.00000	44968	44968.000
29.1	ICT in Elementary schools with enrolment > 105	1.50000	38607	57910.500	1.50000	38607	57910.500	1.50000	38607	57910.500
	<b>Sub Total</b>		<b>83575</b>	<b>102878.500</b>		<b>83575</b>	<b>102878.500</b>		<b>83575</b>	<b>102878.500</b>
<b>30</b>	<b>2 set of Uniforms to children studying in Govt schools</b>									
30.1	Primary	0.00600	96561343	579368.058	0.00600	101389410	608336.461	0.00600	106458881	638753.284
30.2	Upper Primary	0.00700	47066874	329468.118	0.00700	49420218	345941.524	0.00700	51891229	363238.600
	<b>Uniforms to Unaided Schools (against 25% enrolment)</b>									
30.3	Primary	0.01000	1627372	16273.720	0.01000	3254742	32547.420	0.01000	4882111	48821.110
30.4	Upper Primary	0.01500	0	0.000	0.01500	0	0.000	0.01500	0	0.000
	<b>Sub Total</b>		<b>145255589</b>	<b>925109.896</b>		<b>154064370</b>	<b>986825.405</b>		<b>163232220</b>	<b>1050812.994</b>
<b>31</b>	<b>Recognition to Teacher for Academic innovation and Equity</b>									
31.1	Teacher Initiatives at Block Level	2.50000	6720	16800.000	2.50000	6720	16800.000	2.50000	6720	16800.000
	<b>Sub Total</b>		<b>6720</b>	<b>16800.000</b>		<b>6720</b>	<b>16800.000</b>		<b>6720</b>	<b>16800.000</b>
<b>34</b>	<b>Interventions for CWSN (IED)</b>									
34.1	Provision for Inclusive Education	0.03000	3081913	92457.399	0.03000	3143552	94306.547	0.03000	3206423	96192.678
	<b>Sub Total</b>		<b>3081913</b>	<b>92457.399</b>		<b>3143552</b>	<b>94306.547</b>		<b>3206423</b>	<b>96192.678</b>
<b>35</b>	<b>Community Mobilization</b>									
35.1	Financial support upto 0.5% of the overall annual outlay		238	37111.000		72968	37380.000		72968	35636.000
	<b>Sub Total</b>		<b>238</b>	<b>37111.000</b>		<b>72968</b>	<b>37380.000</b>		<b>72968</b>	<b>35636.000</b>
<b>36</b>	<b>Training of SMC and PRI Members</b>									
36.1	VEC/SMC - 3 days residential	0.00600	4414306	26485.836	0.00600	4414306	26485.836	0.00600	4414306	26485.836
36.2	VEC/SMC - 3 days non-residential	0.00300	5379316	16137.948	0.00300	5379316	16137.948	0.00300	5379316	16137.948
36.3	PRI/Local Authority - 3 days residential	0.00600	851727	5110.362	0.00600	851727	5110.362	0.00600	851727	5110.362
	<b>Sub Total</b>		<b>6231043</b>	<b>47734.146</b>		<b>6231043</b>	<b>47734.146</b>		<b>6231043</b>	<b>47734.146</b>

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2012-13			2013-14			2014-15		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
<b>32</b>	<b>Council for People's Participation in Education (CPPE)</b>									
32.1	Disbursement to VAs	10000.00000	1	10000.000	10000.00000	1	10000.000	10000.00000	1	10000.000
32.2	Recurring cost	500.00000	1	500.000	500.00000	1	500.000	500.00000	1	500.000
	<b>Sub Total</b>		<b>1</b>	<b>10500.000</b>		<b>1</b>	<b>10500.000</b>		<b>1</b>	<b>10500.000</b>
<b>33</b>	<b>Assistance for innovative and experimental schools providing free education to make them RTE compliant</b>									
32.3	Innovative school scheme for up to 5000 schools in 5 years	1000.00000	1	1000.000	1000.00000	1	1000.000	1000.00000	1	1000.000
	<b>Sub Total</b>		<b>1</b>	<b>1000.000</b>		<b>1</b>	<b>1000.000</b>		<b>1</b>	<b>1000.000</b>
<b>33</b>	<b>Research, Evaluation, Monitoring &amp; Supervision</b>									
33.1	REMS activities	0.02000	1347376	26947.520	0.02000	1347376	26947.520	0.02000	1347376	26947.520
	<b>Sub Total</b>		<b>1347376</b>	<b>26947.520</b>		<b>1347376</b>	<b>26947.520</b>		<b>1347376</b>	<b>26947.520</b>
<b>34</b>	<b>Programme Management</b>									
34.1	Management Cost			449053.000			449320.000			428265.000
	<b>Sub Total</b>		<b>0</b>	<b>449053.000</b>		<b>0</b>	<b>449320.000</b>		<b>0</b>	<b>428265.000</b>
<b>36</b>	<b>Pre-school Education for children of 4 and 5 years age group</b>									
(a)	<b>National Level (Strengthening NCERTs ECCE Cell)</b>		0	100.000		0	100.000		0	100.000
	(i) Salary of an Associate Professor and Research Fellow		0	0.000		0	0.000		0	0.000
	(ii) Creation of national level guidelines/framework for training of pre-school teachers (based on NCF 2005) per year	20.00000	0	0.000	20.00000	0	0.000	20.00000	0	0.000
	(iii) National level assessment of pre-school programmes-development/adaptation of tools per year	25.00000	0	0.000	25.00000	0	0.000	25.00000	0	0.000
	(iv) Research, evaluation & MIS per year	25.00000	0	0.000	25.00000	0	0.000	25.00000	0	0.000
	(v) Management cost @ 10% on the above		0	0.000		0	0.000		0	0.000
	<b>Sub Total</b>		<b>0</b>	<b>100.000</b>		<b>0</b>	<b>100.000</b>		<b>0</b>	<b>100.000</b>
(b)	<b>State Level</b>		0	985.430		0	985.430		0	985.430
	(i) A one time grant per State for development of curriculum/materials for pre-school education by SCERT.	10.00000	0	0.000	10.00000	0	0.000	10.00000	0	0.000
	(ii) Salary of one State level coordinator for ECCE.	0.16000	0	0.000	0.16000	0	0.000	0.16000	0	0.000
	(iii) State level training of 5 resource persons for district for 10 days in each year.	0.19000	0	0.000	0.19000	0	0.000	0.19000	0	0.000
	(iv) Research, evaluation & MIS per year per district	0.00500	0	0.000	0.00500	0	0.000	0.00500	0	0.000
	(v) Management cost @ 5% on the above.		0	0.000		0	0.000		0	0.000
	<b>Sub Total</b>		<b>0</b>	<b>985.430</b>		<b>0</b>	<b>985.430</b>		<b>0</b>	<b>985.430</b>
(c)	<b>District/Sub district level</b>		0	33174.000		0	35604.000		0	33781.000
	(i) Salary of one district level coordinator.		0	0.000		0	0.000		0	0.000
	(ii) Salary of district level assistant coordinators/block level coordinator @ 5 persons per district.	20.00000	0	0.000	20.00000	0	0.000	20.00000	0	0.000
	(iii) Training of pre-school teachers.		0	0.000		0	0.000		0	0.000
	(I) Induction training for 10 days per teacher.	0.00300	0	0.000	0.00300	0	0.000	0.00300	0	0.000
	(II) In-service training for 5 days per teacher for 1/3 <sup>rd</sup> of existing teachers.	0.00300	0	0.000	0.00300	0	0.000	0.00300	0	0.000
	<b>Sub Total</b>		<b>0</b>	<b>33174.000</b>		<b>0</b>	<b>35604.000</b>		<b>0</b>	<b>33781.000</b>
(b)	<b>School Level</b>		0	0.000		0	0.000		0	0.000
	(i) 1 teacher, trained in pre-primary education and school readiness for every 25 children with a unit cost of salary as per State norms.		0	262374.000		0	327830.000		0	393232.000
	(ii) Teaching Learning Materials per year per teacher.	0.01000	0	3644.000	0.01000	0	4553.000	0.01000	0	5462.000
	(iii) A classroom per 25 children with adequate space, ventilation and storage facility for transacting an activity based curriculum which requires movement, use of variety of materials and flexible seating arrangements with unit cost as per Schedule of Rates notified by the State Government.		0	1822039.000		0	454559.000		0	454180.000
	(iv) In schools, where surplus classrooms are available, the same shall be used for this purpose, after carrying out necessary retrofitting.	0.00500	0	0.000	0.00500	0	0.000	0.00500	0	0.000
	(v) Toilet and outdoor play space.		0	0.000		0	0.000		0	0.000
	(vi) One time grant per school to provide Play/Teaching Learning Material	1.00000	0	364408.000	1.00000	0	90912.000	1.00000	0	90836.000
	<b>Sub Total</b>		<b>0</b>	<b>2452465.000</b>		<b>0</b>	<b>877854.000</b>		<b>0</b>	<b>943710.000</b>
	<b>Total (Pre-school education)</b>		<b>0</b>	<b>2486724.430</b>		<b>0</b>	<b>914543.430</b>		<b>0</b>	<b>978576.430</b>

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2012-13			2013-14			2014-15		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
<b>36</b>	<b>Mahila Samakhya</b>									
<b>(a)</b>	<b>National</b>									
	(i) Management Cost		0	61.100		0	66.840		0	73.120
	(ii) Programme Cost		0	81.000		0	92.550		0	106.180
	<b>Sub Total</b>		<b>0</b>	<b>142.100</b>		<b>0</b>	<b>159.390</b>		<b>0</b>	<b>179.300</b>
<b>(b)</b>	<b>State</b>									
	(i) Management Cost		0	712.500		0	756.200		0	817.200
	(ii) Programme Cost		0	1413.000		0	1475.700		0	1544.430
	<b>Sub Total</b>		<b>0</b>	<b>2125.500</b>		<b>0</b>	<b>2231.900</b>		<b>0</b>	<b>2361.630</b>
<b>(c)</b>	<b>DIU</b>									
	(i) Management Cost		0	2625.150		0	2841.980		0	3078.210
	(ii) Programme Cost		0	5788.140		0	6075.600		0	6388.350
	<b>Sub Total</b>		<b>0</b>	<b>8413.290</b>		<b>0</b>	<b>8917.580</b>		<b>0</b>	<b>9466.560</b>
<b>(d)</b>	<b>Expansion to new States/existing States</b>		0	534.040		0	1130.850		0	1801.020
	<b>Total (Mahila Samakhya)</b>		<b>0</b>	<b>11214.930</b>		<b>0</b>	<b>12439.720</b>		<b>0</b>	<b>13808.510</b>
<b>37</b>	<b>Residential Schools for specific category of children</b>									
	<b>Non-recurring (one time grant)</b>									
<b>37.5</b>	Furniture / Equipment (including kitchen equipment)	3.00000	2245	6735.000	3.00000	2245	6735.000	3.00000	2245	6735.000
<b>37.6</b>	TLM and equipment including library books	3.50000	2245	7857.500	3.50000	2245	7857.500	3.50000	2245	7857.500
<b>37.7</b>	Bedding	1.00000	2245	2245.000	1.00000	2245	2245.000	1.00000	2245	2245.000
	<b>Sub Total Non-recurring</b>	<b>7.50000</b>	<b>2245</b>	<b>16837.500</b>	<b>7.50000</b>	<b>2245</b>	<b>16837.500</b>	<b>7.50000</b>	<b>2245</b>	<b>16837.500</b>
	<b>Recurring</b>									
<b>37.8</b>	Maintenance per child per month @ Rs. 1200/-	14.40000	2577	37108.800	14.40000	4822	69436.800	14.40000	7067	101764.800
<b>37.9</b>	Stipend per child per month @ Rs.100/-	1.20000	2577	3092.400	1.20000	4822	5786.400	1.20000	7067	8480.400
<b>37.10</b>	Supplementary TLM, Stationery and other educational material	0.60000	2577	1546.200	0.60000	4822	2893.200	0.60000	7067	4240.200
<b>37.11</b>	Examination Fee	0.02000	2577	51.540	0.02000	4822	96.440	0.02000	7067	141.340
<b>37.12</b>	Salaries	12.00000	2577	30924.000	12.00000	4822	57864.000	12.00000	7067	84804.000
<b>37.13</b>	Vocational training / specific skill training	0.50000	2577	1288.500	0.50000	4822	2411.000	0.50000	7067	3533.500
<b>37.14</b>	Electricity / water charges	0.60000	2577	1546.200	0.60000	4822	2893.200	0.60000	7067	4240.200
<b>37.15</b>	Medical care/contingencies @ Rs.750/- per child	0.75000	2577	1932.750	0.75000	4822	3616.500	0.75000	7067	5300.250
<b>37.16</b>	Maintenance	0.40000	2577	1030.800	0.40000	4822	1928.800	0.40000	7067	2826.800
<b>37.17</b>	Miscellaneous	0.40000	2577	1030.800	0.40000	4822	1928.800	0.40000	7067	2826.800
<b>37.18</b>	Preparatory camps	0.15000	2577	386.550	0.15000	4822	723.300	0.15000	7067	1060.050
<b>37.19</b>	P.T.A / school functions	0.15000	2577	386.550	0.15000	4822	723.300	0.15000	7067	1060.050
<b>37.20</b>	Provision of Rent	4.80000	2247	10785.600	4.80000	2245	10776.000	4.80000	2245	10776.000
<b>37.21</b>	Capacity Building	0.30000	2577	773.100	0.30000	4822	1446.600	0.30000	7067	2120.100
	<b>Sub Total Recurring</b>	<b>36.27000</b>	<b>2577</b>	<b>91883.790</b>	<b>36.27000</b>	<b>4822</b>	<b>162524.340</b>	<b>36.27000</b>	<b>7067</b>	<b>233174.490</b>
	<b>Total - Residential Schools</b>		<b>2577</b>	<b>108721.290</b>		<b>4822</b>	<b>179361.840</b>		<b>7067</b>	<b>250011.990</b>

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2012-13			2013-14			2014-15		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
37	<b>Residential School Complexes for Tribal Children in EBBs with &gt;50% Tribal population</b>									
	<b>Non-recurring (one time grant)</b>									
37.5	Furniture / Equipment (including kitchen equipment)	3.00000	754	2262.000	3.00000	754	2262.000	3.00000	754	2262.000
37.6	TLM and equipment including library books	3.50000	754	2639.000	3.50000	754	2639.000	3.50000	754	2639.000
37.7	Bedding	1.00000	754	754.000	1.00000	754	754.000	1.00000	754	754.000
	<b>Sub Total Non-recurring</b>	<b>7.50000</b>	<b>754</b>	<b>5655.000</b>	<b>7.50000</b>	<b>754</b>	<b>5655.000</b>	<b>7.50000</b>	<b>754</b>	<b>5655.000</b>
	<b>Recurring</b>									
37.8	Maintenance per child per month @ Rs. 1200/-	14.40000	754	10857.600	14.40000	1508	21715.200	14.40000	2262	32572.800
37.9	Stipend per child per month @ Rs.100/-	1.20000	754	904.800	1.20000	1508	1809.600	1.20000	2262	2714.400
37.10	Supplementary TLM, Stationery and other educational material	0.60000	754	452.400	0.60000	1508	904.800	0.60000	2262	1357.200
37.11	Examination Fee	0.02000	754	15.080	0.02000	1508	30.160	0.02000	2262	45.240
37.12	Salaries	12.00000	754	9048.000	12.00000	1508	18096.000	12.00000	2262	27144.000
37.13	Vocational training / specific skill training	0.50000	754	377.000	0.50000	1508	754.000	0.50000	2262	1131.000
37.14	Electricity / water charges	0.60000	754	452.400	0.60000	1508	904.800	0.60000	2262	1357.200
37.15	Medical care/contingencies @ Rs.750/- per child	0.75000	754	565.500	0.75000	1508	1131.000	0.75000	2262	1696.500
37.16	Maintenance	0.40000	754	301.600	0.40000	1508	603.200	0.40000	2262	904.800
37.17	Miscellaneous	0.40000	754	301.600	0.40000	1508	603.200	0.40000	2262	904.800
37.18	Preparatory camps	0.15000	754	113.100	0.15000	1508	226.200	0.15000	2262	339.300
37.19	P.T.A / school functions	0.15000	754	113.100	0.15000	1508	226.200	0.15000	2262	339.300
37.20	Provision of Rent	4.80000	754	3619.200	4.80000	754	3619.200	4.80000	754	3619.200
37.21	Capacity Building	0.30000	754	226.200	0.30000	1508	452.400	0.30000	2262	678.600
	<b>Sub Total Recurring</b>	<b>36.27000</b>	<b>754</b>	<b>27347.580</b>	<b>36.27000</b>	<b>1508</b>	<b>51075.960</b>	<b>36.27000</b>	<b>2262</b>	<b>74804.340</b>
	<b>Total - Residential Schools in Tribal Blocks</b>		<b>754</b>	<b>33002.580</b>		<b>1508</b>	<b>56730.960</b>		<b>2262</b>	<b>80459.340</b>
	<b>Total of SSA (District)</b>		<b>592190470</b>	<b>10007864.402</b>		<b>494074393</b>	<b>8463818.463</b>		<b>516588804</b>	<b>8165237.424</b>
38	<b>NPEGEL</b>									
	<b>Non-Recurring Cost</b>									
38.1	One time grant of TLE, Library, Sports, Vocational training etc.	0.60000	0	0.000	0.60000	0	0.000	0.60000	0	0.000
38.2	Skill Building Activities (in lieu of ACR)	0.60000	0	0.000	0.60000	0	0.000	0.60000	0	0.000
	<b>Sub total</b>		<b>0</b>	<b>0.000</b>		<b>0</b>	<b>0.000</b>		<b>0</b>	<b>0.000</b>
	<b>Recurring Cost</b>									
38.3	Maintenance of schools, part time instructor to MCS, provision of life skills, bicycles, vocational training, transportation charges etc.	0.60000	42193	25315.800	0.60000	42193	25315.800	0.60000	42193	25315.800
	<b>Sub total</b>		<b>42193</b>	<b>25315.800</b>		<b>42193</b>	<b>25315.800</b>		<b>42193</b>	<b>25315.800</b>
38.4	Community Mobilisation & Management Cost		42193	1518.948		42193	1518.948		42193	1518.948
	<b>Sub Total</b>		<b>42193</b>	<b>1518.948</b>		<b>42193</b>	<b>1518.948</b>		<b>42193</b>	<b>1518.948</b>
	<b>Total (NPEGEL)</b>		<b>42193</b>	<b>26834.748</b>		<b>42193</b>	<b>26834.748</b>		<b>42193</b>	<b>26834.748</b>
39	<b>KGBV Financial Provisions per school</b>									
	<b>Non-recurring (one time grant)</b>									
	<b>MODEL-I (School with Hostel for 100 girls)</b>									
39.1	Construction of Building (New)	100.00000	664	39840.000	100.00000	656	39360.000	100.00000	656	39360.000
39.2	Rooms for Warden, Teachers & Guard	15.00000	664	9960.000	15.00000	656	9840.000	15.00000	656	9840.000
39.3	Boring/Hanpump (New)	0.00000	0	0.000	0.00000	0	0.000	0.00000	0	0.000
39.4	Electricity/water charges (New)	0.00000	0	0.000	0.00000	0	0.000	0.00000	0	0.000
39.5	Furniture / Equipment (including kitchen equipment) (New)	3.00000	664	1992.000	3.00000	656	1968.000	3.00000	656	1968.000
39.6	TLM and equipment including library books (New)	3.50000	664	2324.000	3.50000	656	2296.000	3.50000	656	2296.000
39.7	Bedding (New)	1.00000	664	664.000	1.00000	656	656.000	1.00000	656	656.000
39.8	Replacement of bedding (once in 3 years)	1.00000	0	0.000	1.00000	0	0.000	1.00000	0	0.000
	<b>Sub Total</b>	<b>123.50000</b>	<b>664</b>	<b>54780.000</b>	<b>123.50000</b>	<b>656</b>	<b>54120.000</b>	<b>123.50000</b>	<b>656</b>	<b>54120.000</b>
	<b>Recurring</b>									
39.9	Maintenance per girl Per month @ Rs.1200/-	14.40000	3935	56664.000	14.40000	4591	66110.400	14.40000	5247	75556.800
39.10	Stipend per girl per month @ Rs.100/-	1.20000	3935	4722.000	1.20000	4591	5509.200	1.20000	5247	6296.400
39.11	Supplementary TLM, Stationery and other educational material	0.60000	3935	2361.000	0.60000	4591	2754.600	0.60000	5247	3148.200
39.12	Examination Fee	0.02000	3935	78.700	0.02000	4591	91.820	0.02000	5247	104.940
39.13	Salaries	12.00000	3935	47220.000	12.00000	4591	55092.000	12.00000	5247	62964.000
39.14	Vocational training / specific skill training	0.50000	3935	1967.500	0.50000	4591	2295.500	0.50000	5247	2623.500
39.15	Electricity / water charges	0.60000	3935	2361.000	0.60000	4591	2754.600	0.60000	5247	3148.200
39.16	Medical care/contingencies @ Rs.750/- per girl.	0.75000	3935	2951.250	0.75000	4591	3443.250	0.75000	5247	3935.250
39.17	Maintenance	0.40000	3935	1574.000	0.40000	4591	1836.400	0.40000	5247	2098.800
39.18	Miscellaneous	0.40000	3935	1574.000	0.40000	4591	1836.400	0.40000	5247	2098.800
39.19	Preparatory camps	0.15000	3935	590.250	0.15000	4591	688.650	0.15000	5247	787.050
39.20	P.T.A / school functions	0.15000	3935	590.250	0.15000	4591	688.650	0.15000	5247	787.050

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2012-13			2013-14			2014-15		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
39.21	Provision of Rent (8 months)	4.80000	664	3187.200	4.80000	656	3148.800	4.80000	656	3148.800
39.22	Capacity Building	0.30000	3935	1180.500	0.30000	4591	1377.300	0.30000	5247	1574.100
	<b>Sub Total Recurring</b>	<b>36.27000</b>	<b>3935</b>	<b>127021.650</b>	<b>36.27000</b>	<b>4591</b>	<b>147627.570</b>	<b>36.27000</b>	<b>5247</b>	<b>168271.890</b>
	<b>Total -Model-I</b>	<b>43.770</b>	<b>3935</b>	<b>181801.650</b>	<b>43.770</b>	<b>4591</b>	<b>201747.570</b>	<b>43.770</b>	<b>5247</b>	<b>222391.890</b>

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2012-13			2013-14			2014-15		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
	<b>MODEL-II (School with Hostel for 50 girls)</b>									
39.23	Construction of Building (New)		0	0.000		0	0.000		0	0.000
39.24	Construction of Building for earlier years		0	0.000		0	0.000		0	0.000
39.25	Boring/Hanpump (New)		0	0.000		0	0.000		0	0.000
39.26	Electricity/water charges (New)		0	0.000		0	0.000		0	0.000
39.27	Furniture / Equipment (including kitchen equipment) (New)	2.00000	0	0.000	2.00000	0	0.000	2.00000	0	0.000
39.28	TLM and equipment including library books (New)	3.00000	0	0.000	3.00000	0	0.000	3.00000	0	0.000
39.29	Bedding (New)	0.50000	0	0.000	0.50000	0	0.000	0.50000	0	0.000
39.30	Replacement of bedding (once in 3 years)	0.50000	0	0.000	0.50000	0	0.000	0.50000	0	0.000
	<b>Sub Total</b>	<b>6.00000</b>	<b>0</b>	<b>0.000</b>	<b>6.00000</b>	<b>0</b>	<b>0.000</b>	<b>6.00000</b>	<b>0</b>	<b>0.000</b>
	<b>Recurring</b>									
39.31	Maintenance per girl Per month @ Rs.900/-	5.40000	0	0.000	5.40000	0	0.000	5.40000	0	0.000
39.32	Stipend per girl per month @ Rs.50/-	0.30000	0	0.000	0.30000	0	0.000	0.30000	0	0.000
39.33	Supplementary TLM, Stationery and other educational material	0.30000	0	0.000	0.30000	0	0.000	0.30000	0	0.000
39.34	Examination Fee	0.01000	0	0.000	0.01000	0	0.000	0.01000	0	0.000
39.35	Salaries	20.00000	0	0.000	20.00000	0	0.000	20.00000	0	0.000
39.36	Vocational training / specific skill training	0.30000	0	0.000	0.30000	0	0.000	0.30000	0	0.000
39.37	Electricity / water charges	0.36000	0	0.000	0.36000	0	0.000	0.36000	0	0.000
39.38	Medical care/contingencies @ Rs.750/- per girl.	0.38000	0	0.000	0.38000	0	0.000	0.38000	0	0.000
39.39	Maintenance	0.20000	0	0.000	0.20000	0	0.000	0.20000	0	0.000
39.40	Miscellaneous	0.20000	0	0.000	0.20000	0	0.000	0.20000	0	0.000
39.41	Preparatory camps	0.10000	0	0.000	0.10000	0	0.000	0.10000	0	0.000
39.42	P.T.A / school functions	0.10000	0	0.000	0.10000	0	0.000	0.10000	0	0.000
39.43	Provision of Rent (8 months)	4.00000	0	0.000	4.00000	0	0.000	4.00000	0	0.000
39.44	Capacity Building	0.30000	0	0.000	0.30000	0	0.000	0.30000	0	0.000
	<b>Sub Total Recurring</b>	<b>31.95000</b>	<b>0</b>	<b>0.000</b>	<b>31.95000</b>	<b>0</b>	<b>0.000</b>	<b>31.95000</b>	<b>0</b>	<b>0.000</b>
	<b>Total - Model-II</b>	<b>37.95000</b>	<b>0</b>	<b>0.000</b>	<b>37.95000</b>	<b>0</b>	<b>0.000</b>	<b>37.95000</b>	<b>0</b>	<b>0.000</b>
	<b>MODEL-III (Only Hostel attached to existing school for 50 girls)</b>									
39.45	Construction of Building (New)	70.00000	71	3550.000	70.00000	68	3400.000	70.00000	65	3250.000
39.46	Rooms for Warden, Teachers & Guard	15.00000	71	1065.000	15.00000	68	1020.000	15.00000	65	975.000
39.47	Boring/Hanpump (New)		0	0.000		0	0.000		0	0.000
39.48	Electricity/water charges (New)		0	0.000		0	0.000		0	0.000
39.49	Furniture / Equipment (including kitchen equipment) (New)	2.00000	71	142.000	2.00000	68	136.000	2.00000	65	130.000
39.50	TLM and equipment including library books (New)	3.00000	71	213.000	3.00000	68	204.000	3.00000	65	195.000
39.51	Bedding (New)	0.50000	71	35.500	0.50000	68	34.000	0.50000	65	32.500
39.52	Replacement of bedding (once in 3 years)	0.50000	0	0.000	0.50000	0	0.000	0.50000	0	0.000
	<b>Sub Total</b>	<b>91.00000</b>	<b>71</b>	<b>5005.500</b>	<b>91.00000</b>	<b>68</b>	<b>4794.000</b>	<b>91.00000</b>	<b>65</b>	<b>4582.500</b>
	<b>Recurring</b>									
39.53	Maintenance per girl Per month @ Rs.1200/-	7.20000	398	2865.600	7.20000	466	3355.200	7.20000	531	3823.200
39.54	Stipend per girl per month @ Rs.100/-	0.60000	398	238.800	0.60000	466	279.600	0.60000	531	318.600
39.55	Supplementary TLM, Stationery and other educational material	0.30000	398	119.400	0.30000	466	139.800	0.30000	531	159.300
39.56	Examination Fee	0.01000	398	3.980	0.01000	466	4.660	0.01000	531	5.310
39.57	Salaries	6.00000	398	2388.000	6.00000	466	2796.000	6.00000	531	3186.000
39.58	Vocational training / specific skill training	0.30000	398	119.400	0.30000	466	139.800	0.30000	531	159.300
39.59	Electricity / water charges	0.36000	398	143.280	0.36000	466	167.760	0.36000	531	191.160
39.60	Medical care/contingencies @ Rs.750/- per girl.	0.38000	398	151.240	0.38000	466	177.080	0.38000	531	201.780
39.61	Maintenance	0.20000	398	79.600	0.20000	466	93.200	0.20000	531	106.200
39.62	Miscellaneous	0.20000	398	79.600	0.20000	466	93.200	0.20000	531	106.200
39.63	Preparatory camps	0.10000	398	39.800	0.10000	466	46.600	0.10000	531	53.100
39.64	P.T.A / school functions	0.10000	398	39.800	0.10000	466	46.600	0.10000	531	53.100
39.65	Provision of Rent (8 months)	4.00000	71	284.000	4.00000	68	272.000	4.00000	65	260.000
39.66	Capacity Building	0.30000	398	119.400	0.30000	466	139.800	0.30000	531	159.300
	<b>Sub Total Recurring</b>	<b>20.05000</b>	<b>398</b>	<b>6671.900</b>	<b>20.05000</b>	<b>466</b>	<b>7751.300</b>	<b>20.05000</b>	<b>531</b>	<b>8782.550</b>
	<b>Total - Model-III</b>	<b>111.05000</b>	<b>398</b>	<b>11677.400</b>	<b>111.05000</b>	<b>466</b>	<b>12545.300</b>	<b>111.05000</b>	<b>531</b>	<b>13365.050</b>

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2012-13			2013-14			2014-15		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
	<b>MODEL-I, II, III</b>									
39.67	Construction of Building (New)		735	43390.000		724	42760.000		721	42610.000
39.68	Boundary Wall (New)		735	11025.000		724	10860.000		721	10815.000
39.69	Boring/Hanpump (New)		0	0.000		0	0.000		0	0.000
39.70	Electricity/water charges (New)		0	0.000		0	0.000		0	0.000
39.71	Furniture / Equipment (including kitchen equipment) (New)		735	2134.000		724	2104.000		721	2098.000
39.72	TLM and equipment including library books (New)		735	2537.000		724	2500.000		721	2491.000
39.73	Bedding (New)		735	699.500		724	690.000		721	688.500
39.74	Replacement of bedding (once in 3 years)		0	0.000		0	0.000		0	0.000
	<b>Sub Total</b>		735	59785.500		724	58914.000		721	58702.500
	<b>Recurring</b>		0	0.000						
39.75	Maintenance per girl Per month @ Rs.900/-		4333	59529.600		5057	69465.600		5778	79380.000
39.76	Stipend per girl per month @ Rs.50/-		4333	4960.800		5057	5788.800		5778	6615.000
39.77	Supplementary TLM, Stationery and other educational material		4333	2480.400		5057	2894.400		5778	3307.500
39.78	Examination Fee		4333	82.680		5057	96.480		5778	110.250
39.79	Salaries		4333	49608.000		5057	57888.000		5778	66150.000
39.80	Vocational training / specific skill training		4333	2086.900		5057	2435.300		5778	2782.800
39.81	Electricity / water charges		4333	2504.280		5057	2922.360		5778	3339.360
39.82	Medical care/contingencies @ Rs.750/- per girl.		4333	3102.490		5057	3620.330		5778	4137.030
39.83	Maintenance		4333	1653.600		5057	1929.600		5778	2205.000
39.84	Miscellaneous		4333	1653.600		5057	1929.600		5778	2205.000
39.85	Preparatory camps		4333	630.050		5057	735.250		5778	840.150
39.86	P.T.A / school functions		4333	630.050		5057	735.250		5778	840.150
39.87	Provision of Rent (8 months)		735	3471.200		724	3420.800		721	3408.800
39.88	Capacity Building		4333	1299.900		5057	1517.100		5778	1733.400
	<b>Sub Total Recurring</b>	<b>0.00000</b>	<b>4333</b>	<b>133693.550</b>	<b>0.00000</b>	<b>5057</b>	<b>155378.870</b>	<b>0.00000</b>	<b>5778</b>	<b>177054.440</b>
	<b>Total - KGBV</b>	<b>0.00000</b>	<b>4333</b>	<b>193479.050</b>	<b>0.00000</b>	<b>5057</b>	<b>214292.870</b>	<b>0.00000</b>	<b>5778</b>	<b>235756.940</b>
	<b>Grand Total - (SSA, NPGEL &amp; KGBV)</b>		<b>592236996</b>	<b>10228178.200</b>		<b>494121643</b>	<b>8704946.081</b>		<b>516636775</b>	<b>8427829.112</b>
	<b>13 FC Award</b>			488100.000			554,000.00			570800.000
	<b>Net Outlay</b>			9728863.270			8138506.361			7843220.602
	<b>GOI share</b>			7237793.285			6023211.503			5823530.908



## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2015-16			2016-17			Grand total		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
	<b>SSA</b>									
1	School Mapping and Child mapping		0			0			646	2300.000
2	Opening of new Primary Schools		0			0			5851	
3	Upgradation of EGS to PS		0			0			3995	
4	Opening of new Upper Primary Schools		0			0			10154	
5	Residential Schools/hostels for specific category of children		0			0			6735	
6	Residential School Complexes for Tribal Children in EBBs with >50% Tribal population		753			750			3765	
8	Transport/Escort Facility									
8.1	Transport/Escort Facility	0.03000	2019572	60587.160	0.03000	2019572	60587.160	0.03000	2019572	302935.800
	<b>Sub Total</b>		<b>2019572</b>	<b>60587.160</b>		<b>2019572</b>	<b>60587.160</b>		<b>2019572</b>	<b>302935.800</b>
9	Reimbursement of Expenditure incurred on 25% of children admitted to unaided schools									
9.1	Reimbursement of Expenditure incurred on 25% of children admitted to unaided schools		6509481	546732.065		8136853	738081.713	0.09190	24410559	2243369.026
	<b>Sub Total</b>		<b>6509481</b>	<b>546732.065</b>		<b>8136853</b>	<b>738081.713</b>		<b>24410559</b>	<b>2243369.026</b>
10	Special Training									
10.1	Setting up of special training facility for age appropriate admission of out of school children									
	(a) Residential	0.20000	125000	25000.000	0.20000	125000	25000.000	0.20000	1250000	575000.000
	(b) Non-Residential	0.06000	374626	22477.530	0.06000	374626	22477.530	0.06000	3746255	516983.130
	<b>Sub Total</b>		<b>499626</b>	<b>47477.530</b>		<b>499626</b>	<b>47477.530</b>		<b>4996255</b>	<b>1091983.130</b>
9	Seasonal Hostels									
9.1	Seasonal Hostels for migrating children	0.10000	100000	9999.981	0.10000	100000	9999.981	0.10000	100000	49999.906
	<b>Sub Total</b>		<b>99999.81159</b>	<b>9999.981</b>		<b>99999.81159</b>	<b>9999.981</b>		<b>99999.81159</b>	<b>49999.906</b>
11	New Teachers Salary									
11.1	Primary Teachers (Regular)	0.10000	0	0.000	0.10000	0	0.000	0.10000	19692	1969.200
11.2	Primary Teachers (Contract)	0.05000	0	0.000	0.05000	0	0.000	0.05000	0	0.000
11.3	Upper Primary Teachers (Regular) subject-wise									
	(a) Science and Mathematics	0.12500	0	0.000	0.12500	0	0.000	0.12500	10154	1269.250
	(b) Social Studies	0.12500	0	0.000	0.12500	0	0.000	0.12500	10154	1269.250
	(c) Languages	0.12500	0	0.000	0.12500	0	0.000	0.12500	10154	1269.250
11.4	Subject specific Upper Primary Teachers (Contract)									
	(a) Science and Mathematics	0.12500	0	0.000	0.12500	0	0.000	0.12500	0	0.000
	(b) Social Studies	0.12500	0	0.000	0.12500	0	0.000	0.12500	0	0.000
	(c) Languages	0.12500	0	0.000	0.12500	0	0.000	0.12500	0	0.000
11.5	UP Teachers for upgraded UPS	0.05000	0	0.000	0.05000	0	0.000	0.05000	0	0.000
11.6	UP teachers for integration of Class VIII	0.05000	0	0.000	0.05000	0	0.000	0.05000	53208	2660.400
	<b>Sub Total</b>		<b>0</b>	<b>0.000</b>		<b>0</b>	<b>0.000</b>		<b>103362</b>	<b>8437.350</b>

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2015-16			2016-17			Grand total		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
	<b>Additional Teachers against PTR</b>									
11.7	New Additional Teachers - PS (Regular)	0.10000	0	0.000	0.10000	0	0.000	0.10000	0	0.000
11.8	New Additional Teachers - PS (Contract)	0.05000	0	0.000	0.05000	0	0.000	0.05000	0	0.000
11.9	Head Teacher for primary (if the number of children exceeds 150 in a school)	0.12500	0	0.000	0.12500	0	0.000	0.12500	0	0.000
11.10	<b>New Additional Teachers-UPS (Regular)</b>									
	(a) Science and Mathematics	0.12500	0	0.000	0.12500	0	0.000	0.12500	0	0.000
	(b) Social Studies	0.12500	0	0.000	0.12500	0	0.000	0.12500	0	0.000
	(c) Languages	0.12500	0	0.000	0.12500	0	0.000	0.12500	0	0.000
11.11	<b>New Additional Teachers - UPS (Contract)</b>									
	(a) Science and Mathematics	0.05000	0	0.000	0.05000	0	0.000	0.05000	0	0.000
	(b) Social Studies	0.05000	0	0.000	0.05000	0	0.000	0.05000	0	0.000
	(c) Languages	0.05000	0	0.000	0.05000	0	0.000	0.05000	0	0.000
11.12	Head Teachers for all Upper Primary Schools	0.15000	0	0.000	0.15000	0	0.000	0.15000	0	0.000
11.13	<b>Part Time Instructors for upper primary school</b>									
	(a) Art Education	0.05000	0	0.000	0.05000	0	0.000	0.05000	0	0.000
	(b) Health and Physical Education	0.05000	0	0.000	0.05000	0	0.000	0.05000	0	0.000
	(c) Work Education	0.05000	0	0.000	0.05000	0	0.000	0.05000	0	0.000
	<b>Sub Total</b>		<b>0</b>	<b>0.000</b>		<b>0</b>	<b>0.000</b>		<b>0</b>	<b>0.000</b>
	<b>Total (New Teacher's Salary)</b>		<b>0</b>	<b>0.000</b>		<b>0</b>	<b>0.000</b>		<b>103362</b>	<b>8437.350</b>
	<b>Teachers Salary (Recurring)</b>									
	<b>Primary teachers</b>									
11.14	Primary Teachers ( Regular)-Existing	0.10000	287344	344812.800	0.10000	287344	344812.800	0.10000	287344	1700433.600
11.15	Primary Teachers (Contract)-Existing	0.05000	205104	123062.400	0.05000	205104	123062.400	0.05000	205104	615312.000
11.16	Head Teacher for Primary (if the number of children exceeds 150)	0.12500	44862	67293.000	0.12500	44862	67293.000	0.12500	44862	336465.000
	<b>Additional teachers</b>									
11.17	Additional Teachers - PS (Regular)	0.10000	334959	401950.800	0.10000	334959	401950.800	0.10000	334959	2009754.000
11.18	Additional Teachers - PS (Contract)	0.05000	335085	201051.000	0.05000	335085	201051.000	0.05000	335085	1005255.000
	<b>Upper Primary teachers</b>									
11.19	UP Teachers (Regular)-Existing	0.12500	238426	357639.000	0.12500	238426	357639.000	0.12500	238426	1788195.000
11.20	UP Teachers (Contract)-Existing	0.05000	151421	90852.600	0.05000	151421	90852.600	0.05000	151421	454263.000
11.21	UP Teachers	0.12500	0	0.000	0.12500	0	0.000	0.12500	0	0.000
11.22	Head Teacher for Upper Primary Schools	0.15000	97175	174915.000	0.15000	97175	174915.000	0.15000	97175	874575.000
11.23	<b>Upper Primary Teachers (Regular) subject-wise</b>									
	(a) Science and Mathematics	0.12500	32852	49278.000	0.12500	32852	49278.000	0.12500	32852	231159.000
	(b) Social Studies	0.12500	18877	28315.500	0.12500	18877	28315.500	0.12500	18877	126346.500
	(c) Languages	0.12500	31110	46665.000	0.12500	31110	46665.000	0.12500	31110	218094.000
11.24	<b>Upper Primary Teachers (Contract) subject-wise</b>									
	(a) Science and Mathematics	0.05000	16164	9698.400	0.05000	16164	9698.400	0.05000	16164	48492.000
	(b) Social Studies	0.05000	2699	1619.400	0.05000	2699	1619.400	0.05000	2699	8097.000
	(c) Languages	0.05000	3165	1899.000	0.05000	3165	1899.000	0.05000	3165	9495.000
11.25	Others	0.03500	3110	1306.200	0.03500	3110	1306.200	0.03500	3110	6531.000
	<b>Additional teachers</b>									
11.26	Additional Teachers - UPS (Regular)	0.12500	35549	53323.500	0.12500	35549	53323.500	0.12500	35549	266617.500
11.27	Additional Teachers - UPS (Contract)	0.05000	49889	29933.400	0.05000	49889	29933.400	0.05000	49889	149667.000
11.28	<b>Additional Teachers-UPS (Regular)</b>									
	(a) Science and Mathematics	0.12500	12658	18987.000	0.12500	12658	18987.000	0.12500	12658	94935.000
	(b) Social Studies	0.12500	5891	8836.500	0.12500	5891	8836.500	0.12500	5891	44182.500
	(c) Languages	0.12500	27410	41115.000	0.12500	27410	41115.000	0.12500	27410	205575.000
11.29	<b>Additional Teachers - UPS (Contract)</b>									
	(a) Science and Mathematics	0.05000	5525	3315.000	0.05000	5525	3315.000	0.05000	5525	16575.000
	(b) Social Studies	0.05000	1045	627.000	0.05000	1045	627.000	0.05000	1045	3135.000
	(c) Languages	0.05000	21	12.600	0.05000	21	12.600	0.05000	21	63.000
11.30	<b>Part Time Instructors for UpperPrimary Schools</b>									
	(a) Art Education	0.05000	68256	40953.600	0.05000	68256	40953.600	0.05000	68256	204768.000
	(b) Health and Physical Education	0.05000	55831	33498.600	0.05000	55831	33498.600	0.05000	55831	167493.000
	(c) Work Education	0.05000	61089	36653.400	0.05000	61089	36653.400	0.05000	61089	183267.000
11.31	UP Teachers for upgraded UPS	0.05000	1267	760.200	0.05000	1267	760.200	0.05000	1267	3801.000
11.32	UP Teachers for integration of Class VIII	0.05000	59083	35449.800	0.05000	59083	35449.800	0.05000	59083	145324.200
	<b>Sub Total</b>		<b>2185867</b>	<b>2203823.700</b>		<b>2185867</b>	<b>2203823.700</b>		<b>2185867</b>	<b>10917870.300</b>
	<b>TOTAL</b>									
	<b>(New Teachers Salary +Teachers Salary-Recurring)</b>		<b>2185867</b>	<b>2203823.700</b>		<b>2185867</b>	<b>2203823.700</b>		<b>2289229</b>	<b>10926307.650</b>

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2015-16			2016-17			Grand total		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
<b>13</b>	<b>Civil Works</b>									
13.3	Residential facilities for 30 persons in existing BRC/URC with furniture	25.00000	1340	33500.000	25.00000	1325	33125.000	25.00000	6718	167950.000
13.4	Augmentation of training facility in BRC (one time)	5.00000	0	0.000	5.00000	0	0.000	5.00000	974	4870.000
13.6	New Primary School	10.00000	0	0.000	10.00000	0	0.000	10.00000	9846	98460.000
13.7	New Upper Primary School	15.00000	0	0.000	15.00000	0	0.000	15.00000	10154	152310.000
13.8	Whole School Development	2.00000	1246	2492.000	2.00000	1246	2492.000	2.00000	6230	12460.000
13.9	Building less Primary Schools	10.00000	7499	74990.000	10.00000	7499	74990.000	10.00000	37495	374950.000
13.10	Building Less Upper Primary Schools	15.00000	1903	28545.000	15.00000	1903	28545.000	15.00000	9515	142725.000
13.13	Additional Class Room	4.00000	91062	364248.000	4.00000	77976	311904.000	4.00000	445352	1781408.000
13.14	Additional class rooms for adding Class VIII	4.00000	0	0.000	4.00000	0	0.000	4.00000	53208	212832.000
13.16	Toilet/Urinals in urban areas	0.75000	12473	9354.908	0.75000	12473	9354.908	0.75000	62366	46774.538
13.17	Separate Girls Toilet including disabled friendly	0.75000	62366	46774.538	0.75000	62366	46774.538	0.75000	311830	233872.688
13.18	Drinking Water Facility in urban areas	0.75000	6237	4677.454	0.75000	6237	4677.454	0.75000	31183	23387.269
13.19	Boundary Wall	0.15000	24946	3741.963	0.15000	24946	3741.963	0.15000	124732	18709.815
13.20	Running water facility to toilets in existing schools	0.10000	62366	6236.605	0.10000	62366	6236.605	0.10000	311830	31183.025
13.21	Electrification	0.10000	37420	3741.963	0.10000	37420	3741.963	0.10000	187098	18709.815
13.22	Office-cum-store-cum-Head Teacher's room	4.00000	39962	159846.000	4.00000	39962	159846.000	4.00000	199808	799230.000
13.24	Development of Playgrounds in schools	2.00000	24946	49892.840	2.00000	24946	49892.840	2.00000	124732	249464.200
	<b>Residential Schools for specific category of children</b>									
13.26	(a) Construction of Building including Boundary Wall, Water facilities and electricity)	60.00000	0	0.000	60.00000	0	0.000	60.00000	6735	404100.000
13.27	Residential Schools in Tribal EBBs with tribal population of >50%	60.00000	753	45180.000	60.00000	750	45000.000	60.00000	3765	225900.000
13.27	Ramps	0.25000	62366	15591.513	0.25000	62366	15591.513	0.25000	311830	77957.563
13.29	Handrail for ramps	0.10000	62366	6236.605	0.10000	62366	6236.605	0.10000	311830	31183.025
13.31	Furniture for Govt. PS (per child)	0.00500	5000683	25003.417	0.00500	4997266	24986.332	0.00500	25000000	124999.999
13.32	Furniture for Govt. UPS (per child)	0.00750	2999718	22497.886	0.00750	3001128	22508.461	0.00750	15000000	112500.003
13.33	Major Repairs		0	15000.000		0	15000.000		0	75000.000
13.34	Retro-fitting of school buildings	2.00000	24946	49892.840	2.00000	24946	49892.840	2.00000	124732	249464.200
	<b>Sub Total</b>		<b>8524599</b>	<b>967443.530</b>		<b>8509488</b>	<b>914538.020</b>		<b>42691964</b>	<b>5670401.138</b>
<b>15</b>	<b>Annual Maintenance Grant for schools</b>									
15.1	Maintenance Grant for schools	0.07500	1247321	93549.075	0.07500	1247321	93549.075	0.07500	1247321	467745.375
	<b>Sub Total</b>		<b>1247321</b>	<b>93549.075</b>		<b>1247321</b>	<b>93549.075</b>		<b>1247321</b>	<b>467745.375</b>
<b>16</b>	<b>Training</b>									
16.1	In-service Teachers' Training at BRC level and above - 10 days	0.02000	2185867	43717.340	0.02000	2185867	43717.340	0.02000	2185867	216519.460
16.2	In-service Teacher's Training at cluster level - 10 days	0.01000	2185867	21858.670	0.01000	2185867	21858.670	0.01000	2185867	108259.730
16.3	Induction Training to Newly Recruited Teachers- 30 days	0.03000	109293	3278.801	0.03000	109293	3278.801	0.03000	104125	16238.960
16.4	On the Job, Untrained Teachers to acquire professional qualifications through in-service /distance programmes- 60 days	0.06000	0	0.000	0.06000	0	0.000	0.06000	223572	40217.880
16.5	Training of resource persons and master trainers, BRC CRC coordinators for 10 days each year	0.02000	107484	2149.680	0.02000	107484	2149.680	0.02000	107484	10748.402
16.5	Deputing teachers on training programme with teacher academy for 90 days	0.18000	2083	374.940	0.18000	2083	374.940	0.18000	2083	1874.700
16.5	Training of Educational administrators and other staff	0.02000	33600	672.000	0.02000	33600	672.000	0.02000	33600	3360.000
16.5	Establishment of teacher academy	10.00000	30	300.000	10.00000	30	300.000	10.00000	30	1500.000
	<b>Sub Total</b>		<b>2438357</b>	<b>72351.431</b>		<b>2438357</b>	<b>72351.431</b>		<b>2656761</b>	<b>398719.132</b>

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2015-16			2016-17			Grand total		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
17	<b>Block Resource Centre/ URC</b>									
17.1	<b>Salary of Resource Persons:</b>									
	(a) 6 Resource Persons at BRC for subject specific training	0.12500	32390	48585.000	0.12500	32390	48585.000	0.12500	32390	242925.000
	(b) 2 Resource Persons for resource support for children with special needs	0.12500	13440	20160.000	0.12500	13440	20160.000	0.12500	13440	100800.000
17.2	1 MIS Coordinator	0.10000	6720	8064.000	0.10000	6720	8064.000	0.10000	6720	40320.000
17.3	1 Data Entry Operator	0.08000	6720	6451.200	0.08000	6720	6451.200	0.08000	6720	32256.000
17.4	1 Accountant-cum-support staff for every 50 schools	0.10000	26183	31419.504	0.10000	26183	31419.504	0.10000	26183	157097.520
17.5	<b>Furniture Grant</b>	1.00000	0	0.000	1.00000	0	0.000	1.00000	0	0.000
17.6	Replacement of furniture, computer, TLE etc ( Once in 5 years)	1.00000	4978	4978.000	1.00000	768	768.000	1.00000	768	6720.000
17.7	Contingency Grant	0.50000	6720	3360.000	0.50000	6720	3360.000	0.50000	6720	16800.000
17.8	Meeting, TA	0.30000	6720	2016.000	0.30000	6720	2016.000	0.30000	6720	10080.000
17.9	TLM Grant	0.10000	6720	672.000	0.10000	6720	672.000	0.10000	6720	3360.000
17.10	Maintenance Grant	0.10000	6720	672.000	0.10000	6720	672.000	0.10000	6720	3360.000
	<b>Sub Total</b>		<b>6720</b>	<b>126377.704</b>		<b>6720</b>	<b>122167.704</b>		<b>6720</b>	<b>613718.520</b>
18	<b>Cluster Resource Centres</b>									
18.1	Salary of Cluster Resource Persons (on an average of one Resource Person per 18 schools in a block)	0.12500	56026	84039.000	0.12500	56026	84039.000	0.12500	56026	420195.000
18.2	<b>Furniture Grant</b>	0.10000	0	0.000	0.10000	0	0.000	0.10000	0	0.000
18.3	Replacement of furniture, computer, TLE etc. once in 5 years	0.10000	45698	4569.800	0.10000	12268	1226.800	0.10000	12268	7650.100
18.4	Contingency Grant	0.10000	76501	7650.100	0.10000	76501	7650.100	0.10000	76501	38250.500
18.5	Meeting, TA	0.12000	76501	9180.120	0.12000	76501	9180.120	0.12000	76501	45900.600
18.6	TLM Grant	0.03000	76501	2295.030	0.03000	76501	2295.030	0.03000	76501	11475.150
18.7	Maintenance Grant	0.02000	76501	1530.020	0.02000	76501	1530.020	0.02000	76501	7650.100
	<b>Sub Total</b>		<b>76501</b>	<b>109264.070</b>		<b>76501</b>	<b>105921.070</b>		<b>76501</b>	<b>531121.450</b>
19	<b>Textual material/Teaching Learning Material</b>									
19.1	Free Text Book (P)	0.00150	91284674	136927.012	0.00150	95848908	143773.362	0.00150	435724393	653586.589
19.2	Free Text Book (UP)	0.00250	46507877	116269.693	0.00250	48833271	122083.178	0.00250	221993633	554984.084
	<b>Textbooks to Unaided Schools (against 25% enrolment)</b>									
19.3	Primary	0.00750	6509481	48821.108	0.00750	8136853	61026.398	0.00750	24410559	183079.193
19.4	Upper Primary	0.01000	0	0.000	0.01000	1627371	16273.706	0.01000	1627371	16273.706
	<b>Sub Total</b>		<b>144302033</b>	<b>302017.812</b>		<b>154446403</b>	<b>343156.644</b>		<b>683755956</b>	<b>1407923.571</b>
20	<b>Curriculum Renewal</b>									
20.1	Curriculum reform, development of syllabi, textbooks, special training material and supplementary reading materia		35	3500.000		35	3500.000	100.00000	35	17500.000
	<b>Sub Total</b>		<b>35</b>	<b>3500.000</b>		<b>35</b>	<b>3500.000</b>		<b>35</b>	<b>17500.000</b>
21	<b>Continuous and Comprehensive Evaluation (CCE)</b>									
21.1	CCE (School level @ ` 90 per child per annum for 1st year and 10 District/State level)		22356365	22356.365	0.00100	23474183	23474.183	0.001	231028423	231028.423
	<b>Sub Total</b>		<b>22356365</b>	<b>22356.365</b>		<b>23474183</b>	<b>23474.183</b>		<b>231028423</b>	<b>231028.423</b>
22	<b>Note Books and stationary</b>									
22.1	Primary	0.00100	111781825	111781.825	0.00100	117370916	117370.916	0.00100	533562374	533562.374
22.2	Upper Primary	0.00150	54485790	81728.685	0.00150	57210080	85815.119	0.00150	260074190	390111.285
	<b>Sub Total</b>		<b>166267615</b>	<b>193510.510</b>		<b>174580995</b>	<b>203186.035</b>		<b>793636564</b>	<b>923673.659</b>
23	<b>Teaching Learning Equipment</b>									
23.1	TLE - New Primary	0.30000	0	0.000	0.30000	0	0.000	0.30000	9846	2953.800
23.2	TLE - New Upper Primary	0.75000	0	0.000	0.75000	0	0.000	0.75000	10154	7615.500
23.3	TLE for integration of Class V	0.05000	0	0.000	0.05000	0	0.000	0.05000	59373	2968.650
23.4	TLE for integration of Class VIII	0.15000	0	0.000	0.15000	0	0.000	0.15000	53208	7981.200
	<b>Sub Total</b>		<b>0</b>	<b>0.000</b>		<b>0</b>	<b>0.000</b>		<b>132581</b>	<b>21519.150</b>

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2015-16			2016-17			Grand total		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
<b>25</b>	<b>Annual Academic and Other Grants for Schools</b>									
(a)	<b>Primary Schools under Govt. and Local body including aided schools and recognized Madrasahs</b>									
25.1	No. of children (upto 60)	0.10000	368534	36853.400	0.10000	368534	36853.400	0.10000	368534	184267.000
25.2	No. of children (upto 61-90)	0.13000	160835	20908.550	0.13000	160835	20908.550	0.13000	160835	104542.750
25.3	No. of children (upto 91-120)	0.16000	119963	19194.080	0.16000	119963	19194.080	0.16000	119963	95970.400
25.4	No. of children (upto 121-200)	0.19000	180353	34267.070	0.19000	180353	34267.070	0.19000	180353	171335.350
25.5	Above 200	0.25000	122440	30610.000	0.25000	122440	30610.000	0.25000	122440	153050.000
	<b>Sub Total</b>		<b>952125</b>	<b>141833.100</b>		<b>952125</b>	<b>141833.100</b>		<b>952125</b>	<b>709165.500</b>
(b)	<b>Upper Primary Schools under Govt. and Local body</b>									
25.6	No. of children (upto 35)	0.13000	98356	12786.280	0.13000	98356	12786.280	0.13000	98356	63931.400
25.7	No. of children (upto 36-70)	0.16000	86062	13769.920	0.16000	86062	13769.920	0.16000	86062	68849.600
25.8	No. of children (upto 71-105)	0.19000	61478	11680.820	0.19000	61478	11680.820	0.19000	61478	58404.100
25.9	Above 106	0.25000	149355	37338.750	0.25000	149355	37338.750	0.25000	149355	186693.750
	<b>Sub Total</b>		<b>395251</b>	<b>75575.770</b>		<b>395251</b>	<b>75575.770</b>		<b>395251</b>	<b>377878.850</b>
	<b>Total (Annual Grant for Schools)</b>		<b>1347376</b>	<b>217408.870</b>		<b>1347376</b>	<b>217408.870</b>		<b>1347376</b>	<b>1087044.350</b>
<b>26</b>	<b>Library Grant for Schools</b>									
26.1	Primary School (First Grant)	0.03000	0	0.000	0.03000	0	0.000	0.03000	390300	11709.000
26.2	Upper Primary School (First Grant)	0.10000	0	0.000	0.10000	0	0.000	0.10000	170202	17020.200
26.4	Recurring Grant (PS & UPS including the aided schools and recognized madrasahs)	0.02000	1347376	26947.520	0.02000	1347376	26947.520	0.02000	6736880	134737.600
	<b>Sub Total</b>		<b>1347376</b>	<b>26947.520</b>		<b>1347376</b>	<b>26947.520</b>		<b>7297382</b>	<b>163466.800</b>
<b>27</b>	<b>Laboratory Grant</b>									
27.1	Laboratory for UPS for replacement of laboratory equipments and purchase of laboratory consumable articles.	0.03000	395233	11856.990	0.03000	395233	11856.990	0.03000	1976165	59284.950
	<b>Sub Total</b>		<b>395233</b>	<b>11856.990</b>		<b>395233</b>	<b>11856.990</b>		<b>1976165</b>	<b>59284.950</b>
<b>28</b>	<b>Play material, Sports and Games Equipment</b>									
	<b>All Govt./Local body schools, Govt. aided schools and recognized Madrasahs</b>									
28.1	No. of children (upto 60)	0.03000	552955	16588.650	0.03000	552955	16588.650	0.03000	552955	82943.250
28.2	No. of children (upto 61-90)	0.04500	222314	10004.130	0.04500	222314	10004.130	0.04500	222314	50020.650
28.3	No. of children (upto 91-120)	0.06000	119961	7197.660	0.06000	119961	7197.660	0.06000	119961	35988.300
28.4	No. of children (upto 121-200)	0.07500	199704	14977.800	0.07500	199704	14977.800	0.07500	199704	74889.000
28.5	Above 200	0.09000	252443	22719.870	0.09000	252443	22719.870	0.09000	252443	113599.350
	<b>Sub Total</b>		<b>1347377</b>	<b>71488.110</b>		<b>1347377</b>	<b>71488.110</b>		<b>1347377</b>	<b>357440.550</b>
<b>29</b>	<b>ICT in Elementary Schools</b>									
29.1	ICT in Elementary schools with enrolment < 105	1.00000	44968	44968.000	1.00000	44968	44968.000	1.00000	224840	224840.000
29.1	ICT in Elementary schools with enrolment > 105	1.50000	38607	57910.500	1.50000	38607	57910.500	1.50000	193035	289552.500
	<b>Sub Total</b>		<b>83575</b>	<b>102878.500</b>		<b>83575</b>	<b>102878.500</b>		<b>417875</b>	<b>514392.500</b>
<b>30</b>	<b>2 set of Uniforms to children studying in Govt schools</b>									
30.1	Primary	0.00600	111781825	670690.948	0.00600	117370916	704225.496	0.00600	533562374	3201374.247
30.2	Upper Primary	0.00700	54485790	381400.530	0.00700	57210080	400470.557	0.00700	260074190	1820519.329
	<b>Uniforms to Unaided Schools (against 25% enrolment)</b>									
30.3	Primary	0.01000	6509481	65094.810	0.01000	8136853	81368.530	0.01000	24410559	244105.590
30.4	Upper Primary	0.01500	0	0.000	0.01500	1627371	24410.559	0.01500	1627371	24410.559
	<b>Sub Total</b>		<b>17277096</b>	<b>1117186.288</b>		<b>184345219</b>	<b>1210475.141</b>		<b>819674494</b>	<b>5290409.724</b>
<b>31</b>	<b>Recognition to Teacher for Academic innovation and Equity</b>									
31.1	Teacher Initiatives at Block Level	2.50000	6720	16800.000	2.50000	6720	16800.000	2.50000	6720	84000.000
	<b>Sub Total</b>		<b>6720</b>	<b>16800.000</b>		<b>6720</b>	<b>16800.000</b>		<b>6720</b>	<b>84000.000</b>
<b>34</b>	<b>Interventions for CWSN (IED)</b>									
34.1	Provision for Inclusive Education	0.03000	3270551	98116.532	0.03000	3335962	100078.862	0.03000	16038401	481152.018
	<b>Sub Total</b>		<b>3270551</b>	<b>98116.532</b>		<b>3335962</b>	<b>100078.862</b>		<b>16038401</b>	<b>481152.018</b>
<b>35</b>	<b>Community Mobilization</b>									
35.1	Financial support upto 0.5% of the overall annual outlay		0	36310.000		72968	37941.000		219142	184378.000
	<b>Sub Total</b>		<b>0</b>	<b>36310.000</b>		<b>72968</b>	<b>37941.000</b>		<b>219142</b>	<b>184378.000</b>
<b>36</b>	<b>Training of SMC and PRI Members</b>									
36.1	VEC/SMC - 3 days residential	0.00600	4414306	26485.836	0.00600	4414306	26485.836	0.00600	4414306	132429.180
36.2	VEC/SMC - 3 days non-residential	0.00300	5379316	16137.948	0.00300	5379316	16137.948	0.00300	5379316	80689.740
36.3	PRI/Local Authority - 3 days residential	0.00600	851727	5110.362	0.00600	851727	5110.362	0.00600	851727	25551.810
	<b>Sub Total</b>		<b>6231043</b>	<b>47734.146</b>		<b>6231043</b>	<b>47734.146</b>		<b>6231043</b>	<b>238670.730</b>

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2015-16			2016-17			Grand total		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
<b>32</b>	<b>Council for People's Participation in Education (CPPE)</b>									
32.1	Disbursement to VAs	10000.00000	1	10000.000	10000.00000	1	10000.000	10000.00000	5	50000.000
32.2	Recurring cost	500.00000	1	500.000	500.00000	1	500.000	500.00000	5	2500.000
	<b>Sub Total</b>		<b>1</b>	<b>10500.000</b>		<b>1</b>	<b>10500.000</b>		<b>5</b>	<b>52500.000</b>
<b>33</b>	<b>Assistance for innovative and experimental schools providing free education to make them RTE compliant</b>									
32.3	Innovative school scheme for up to 5000 schools in 5 years	1000.00000	1	1000.000	1000.00000	1	1000.000	1000.00000	5	5000.000
	<b>Sub Total</b>		<b>1</b>	<b>1000.000</b>		<b>1</b>	<b>1000.000</b>		<b>5</b>	<b>5000.000</b>
<b>33</b>	<b>Research, Evaluation, Monitoring &amp; Supervision</b>									
33.1	REMS activities	0.02000	1347376	26947.520	0.02000	1347376	26947.520	0.02000	6736880	134737.600
	<b>Sub Total</b>		<b>1347376</b>	<b>26947.520</b>		<b>1347376</b>	<b>26947.520</b>		<b>6736880</b>	<b>134737.600</b>
<b>34</b>	<b>Programme Management</b>									
34.1	Management Cost			436600.000			455845.000		0	2219083.000
	<b>Sub Total</b>		<b>0</b>	<b>436600.000</b>		<b>0</b>	<b>455845.000</b>		<b>0</b>	<b>2219083.000</b>
<b>36</b>	<b>Pre-school Education for children of 4 and 5 years age group</b>									
(a)	<b>National Level (Strengthening NCERTs ECCE Cell)</b>		0	100.000		0	100.000		0	500.000
	(i) Salary of an Associate Professor and Research Fellow		0	0.000		0	0.000		0	0.000
	(ii) Creation of national level guidelines/framework for training of pre-school teachers (based on NCF 2005) per year	20.00000	0	0.000	20.00000	0	0.000	20.00000	0	0.000
	(iii) National level assessment of pre-school programmes-development/adaptation of tools per year	25.00000	0	0.000	25.00000	0	0.000	25.00000	0	0.000
	(iv) Research, evaluation & MIS per year	25.00000	0	0.000	25.00000	0	0.000	25.00000	0	0.000
	(v) Management cost @ 10% on the above		0	0.000		0	0.000		0	0.000
	<b>Sub Total</b>		<b>0</b>	<b>100.000</b>		<b>0</b>	<b>100.000</b>		<b>0</b>	<b>500.000</b>
(b)	<b>State Level</b>		0	985.430		0	985.430		0	4927.150
	(i) A one time grant per State for development of curriculum/materials for pre-school education by SCERT.	10.00000	0	0.000	10.00000	0	0.000	10.00000	0	0.000
	(ii) Salary of one State level coordinator for ECCE.	0.16000	0	0.000	0.16000	0	0.000	0.16000	0	0.000
	(iii) State level training of 5 resource persons for district for 10 days in each year.	0.19000	0	0.000	0.19000	0	0.000	0.19000	0	0.000
	(iv) Research, evaluation & MIS per year per district	0.00500	0	0.000	0.00500	0	0.000	0.00500	0	0.000
	(v) Management cost @ 5% on the above.		0	0.000		0	0.000		0	0.000
	<b>Sub Total</b>		<b>0</b>	<b>985.430</b>		<b>0</b>	<b>985.430</b>		<b>0</b>	<b>4927.150</b>
(c)	<b>District/Sub district level</b>		0	19800.000		0	41665.000		0	164024.000
	(i) Salary of one district level coordinator.		0	0.000		0	0.000		0	0.000
	(ii) Salary of district level assistant coordinators/block level coordinator @ 5 persons per district.	20.00000	0	0.000	20.00000	0	0.000	20.00000	0	0.000
	(iii) Training of pre-school teachers.		0	0.000		0	0.000		0	0.000
	(I) Induction training for 10 days per teacher.	0.00300	0	0.000	0.00300	0	0.000	0.00300	0	0.000
	(II) In-service training for 5 days per teacher for 1/3 <sup>rd</sup> of existing teachers.	0.00300	0	0.000	0.00300	0	0.000	0.00300	0	0.000
	<b>Sub Total</b>		<b>0</b>	<b>19800.000</b>		<b>0</b>	<b>41665.000</b>		<b>0</b>	<b>164024.000</b>
(b)	<b>School Level</b>		0	0.000		0	0.000		0	0.000
	(i) 1 teacher, trained in pre-primary education and school readiness for every 25 children with a unit cost of salary as per State norms.		0	458579.000		0	523872.000		0	1965887.000
	(ii) Teaching Learning Materials per year per teacher.	0.01000	0	6369.000	0.01000	0	7276.000	0.01000	0	27304.000
	(iii) A classroom per 25 children with adequate space, ventilation and storage facility for transacting an activity based curriculum which requires movement, use of variety of materials and flexible seating arrangements with unit cost as per Schedule of Rates notified by the State Government.		0	453800.000		0	453421.000		0	3637999.000
	(iv) In schools, where surplus classrooms are available, the same shall be used for this purpose, after carrying out necessary retrofitting.	0.00500	0	0.000	0.00500	0	0.000	0.00500	0	0.000
	(v) Toilet and outdoor play space.		0	0.000		0	0.000		0	0.000
	(vi) One time grant per school to provide Play/Teaching Learning Material	1.00000	0	90760.000	1.00000	0	90684.000	1.00000	0	727600.000
	<b>Sub Total</b>		<b>0</b>	<b>1009508.000</b>		<b>0</b>	<b>1075253.000</b>		<b>0</b>	<b>6358790.000</b>
	<b>Total (Pre-school education)</b>		<b>0</b>	<b>1030393.430</b>		<b>0</b>	<b>1118003.430</b>		<b>0</b>	<b>6528241.150</b>

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2015-16			2016-17			Grand total		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
<b>36</b>	<b>Mahila Samakhya</b>									
<b>(a)</b>	<b>National</b>									
	(i) Management Cost		0	80.440		0	88.480		0	369.980
	(ii) Programme Cost		0	127.600		0	153.850		0	561.180
	<b>Sub Total</b>		<b>0</b>	<b>208.040</b>		<b>0</b>	<b>242.330</b>		<b>0</b>	<b>931.160</b>
<b>(b)</b>	<b>State</b>									
	(i) Management Cost		0	886.630		0	962.260		0	4134.790
	(ii) Programme Cost		0	1620.060		0	1703.010		0	7756.200
	<b>Sub Total</b>		<b>0</b>	<b>2506.690</b>		<b>0</b>	<b>2665.270</b>		<b>0</b>	<b>11890.990</b>
<b>(c)</b>	<b>DIU</b>									
	(i) Management Cost		0	3335.670		0	3616.350		0	15497.360
	(ii) Programme Cost		0	6726.230		0	7094.140		0	32072.460
	<b>Sub Total</b>		<b>0</b>	<b>10061.900</b>		<b>0</b>	<b>10710.490</b>		<b>0</b>	<b>47569.820</b>
<b>(d)</b>	<b>Expansion to new States/existing States</b>		0	2555.170		0	3404.310		0	9425.390
	<b>Total (Mahila Samakhya)</b>		<b>0</b>	<b>15331.800</b>		<b>0</b>	<b>17022.400</b>		<b>0</b>	<b>69817.360</b>
<b>37</b>	<b>Residential Schools for specific category of children</b>									
	<b>Non-recurring (one time grant)</b>									
<b>37.5</b>	Furniture / Equipment (including kitchen equipment)	3.00000	0	0.000	3.00000	0	0.000	3.00000	6735	20205.000
<b>37.6</b>	TLM and equipment including library books	3.50000	0	0.000	3.50000	0	0.000	3.50000	6735	23572.500
<b>37.7</b>	Bedding	1.00000	0	0.000	1.00000	0	0.000	1.00000	6735	6735.000
	<b>Sub Total Non-recurring</b>	<b>7.50000</b>	<b>0</b>	<b>0.000</b>	<b>7.50000</b>	<b>0</b>	<b>0.000</b>	<b>7.50000</b>	<b>6735</b>	<b>50512.500</b>
	<b>Recurring</b>									
<b>37.8</b>	Maintenance per child per month @ Rs. 1200/-	14.40000	7067	101764.800	14.40000	7067	101764.800	14.40000	7067	411840.000
<b>37.9</b>	Stipend per child per month @ Rs.100/-	1.20000	7067	8480.400	1.20000	7067	8480.400	1.20000	7067	34320.000
<b>37.10</b>	Supplementary TLM, Stationery and other educational material	0.60000	7067	4240.200	0.60000	7067	4240.200	0.60000	7067	17160.000
<b>37.11</b>	Examination Fee	0.02000	7067	141.340	0.02000	7067	141.340	0.02000	7067	572.000
<b>37.12</b>	Salaries	12.00000	7067	84804.000	12.00000	7067	84804.000	12.00000	7067	343200.000
<b>37.13</b>	Vocational training / specific skill training	0.50000	7067	3533.500	0.50000	7067	3533.500	0.50000	7067	14300.000
<b>37.14</b>	Electricity / water charges	0.60000	7067	4240.200	0.60000	7067	4240.200	0.60000	7067	17160.000
<b>37.15</b>	Medical care/contingencies @ Rs.750/- per child	0.75000	7067	5300.250	0.75000	7067	5300.250	0.75000	7067	21450.000
<b>37.16</b>	Maintenance	0.40000	7067	2826.800	0.40000	7067	2826.800	0.40000	7067	11440.000
<b>37.17</b>	Miscellaneous	0.40000	7067	2826.800	0.40000	7067	2826.800	0.40000	7067	11440.000
<b>37.18</b>	Preparatory camps	0.15000	7067	1060.050	0.15000	7067	1060.050	0.15000	7067	4290.000
<b>37.19</b>	P.T.A / school functions	0.15000	7067	1060.050	0.15000	7067	1060.050	0.15000	7067	4290.000
<b>37.20</b>	Provision of Rent	4.80000	0	0.000	4.80000	0	0.000	4.80000	7067	32337.600
<b>37.21</b>	Capacity Building	0.30000	7067	2120.100	0.30000	7067	2120.100	0.30000	7067	8580.000
	<b>Sub Total Recurring</b>	<b>36.27000</b>	<b>7067</b>	<b>222398.490</b>	<b>36.27000</b>	<b>7067</b>	<b>222398.490</b>	<b>36.27000</b>	<b>7067</b>	<b>932379.600</b>
	<b>Total - Residential Schools</b>		<b>7067</b>	<b>222398.490</b>		<b>7067</b>	<b>222398.490</b>		<b>7067</b>	<b>982892.100</b>

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2015-16			2016-17			Grand total		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
37	<b>Residential School Complexes for Tribal Children in EBBs with &gt;50% Tribal population</b>									
	<b>Non-recurring (one time grant)</b>									
37.5	Furniture / Equipment (including kitchen equipment)	3.00000	753	2259.000	3.00000	750	2250.000	3.00000	3765	11295.000
37.6	TLM and equipment including library books	3.50000	753	2635.500	3.50000	750	2625.000	3.50000	3765	13177.500
37.7	Bedding	1.00000	753	753.000	1.00000	750	750.000	1.00000	3765	3765.000
	<b>Sub Total Non-recurring</b>	<b>7.50000</b>	<b>753</b>	<b>5647.500</b>	<b>7.50000</b>	<b>750</b>	<b>5625.000</b>	<b>7.50000</b>	<b>3765</b>	<b>28237.500</b>
	<b>Recurring</b>									
37.8	Maintenance per child per month @ Rs. 1200/-	14.40000	3015	43416.000	14.40000	3765	54216.000	14.40000	3765	162777.600
37.9	Stipend per child per month @ Rs.100/-	1.20000	3015	3618.000	1.20000	3765	4518.000	1.20000	3765	13564.800
37.10	Supplementary TLM, Stationery and other educational material	0.60000	3015	1809.000	0.60000	3765	2259.000	0.60000	3765	6782.400
37.11	Examination Fee	0.02000	3015	60.300	0.02000	3765	75.300	0.02000	3765	226.080
37.12	Salaries	12.00000	3015	36180.000	12.00000	3765	45180.000	12.00000	3765	135648.000
37.13	Vocational training / specific skill training	0.50000	3015	1507.500	0.50000	3765	1882.500	0.50000	3765	5652.000
37.14	Electricity / water charges	0.60000	3015	1809.000	0.60000	3765	2259.000	0.60000	3765	6782.400
37.15	Medical care/contingencies @ Rs.750/- per child	0.75000	3015	2261.250	0.75000	3765	2823.750	0.75000	3765	8478.000
37.16	Maintenance	0.40000	3015	1206.000	0.40000	3765	1506.000	0.40000	3765	4521.600
37.17	Miscellaneous	0.40000	3015	1206.000	0.40000	3765	1506.000	0.40000	3765	4521.600
37.18	Preparatory camps	0.15000	3015	452.250	0.15000	3765	564.750	0.15000	3765	1695.600
37.19	P.T.A / school functions	0.15000	3015	452.250	0.15000	3765	564.750	0.15000	3765	1695.600
37.20	Provision of Rent	4.80000	753	3614.400	4.80000	750	3600.000	4.80000	750	18072.000
37.21	Capacity Building	0.30000	3015	904.500	0.30000	3765	1129.500	0.30000	3765	3391.200
	<b>Sub Total Recurring</b>	<b>36.27000</b>	<b>3015</b>	<b>98496.450</b>	<b>36.27000</b>	<b>3765</b>	<b>122084.550</b>	<b>36.27000</b>	<b>3765</b>	<b>373808.880</b>
	<b>Total - Residential Schools in Tribal Blocks</b>		<b>3015</b>	<b>104143.950</b>		<b>3765</b>	<b>127709.550</b>		<b>3765</b>	<b>402046.380</b>
	<b>Total of SSA (District)</b>		<b>544697898</b>	<b>8353033.078</b>		<b>577592980</b>	<b>8764849.775</b>		<b>2650352783</b>	<b>43754803.142</b>
38	<b>NPEGEL</b>									
	<b>Non-Recurring Cost</b>									
38.1	One time grant of TLE, Library, Sports, Vocational training etc.	0.60000	0	0.000	0.60000	0	0.000	0.60000	0	0.000
38.2	Skill Building Activities (in lieu of ACR)	0.60000	0	0.000	0.60000	0	0.000	0.60000	0	0.000
	<b>Sub total</b>		<b>0</b>	<b>0.000</b>		<b>0</b>	<b>0.000</b>		<b>0</b>	<b>0.000</b>
	<b>Recurring Cost</b>									
38.3	Maintenance of schools, part time instructor to MCS, provision of life skills, bicycles, vocational training, transportation charges etc.	0.60000	42193	25315.800	0.60000	42193	25315.800	0.60000	42193	126579.000
	<b>Sub total</b>		<b>42193</b>	<b>25315.800</b>		<b>42193</b>	<b>25315.800</b>		<b>42193</b>	<b>126579.000</b>
38.4	Community Mobilisation & Management Cost		42193	1518.948		42193	1518.948		42193	7594.740
	<b>Sub Total</b>		<b>42193</b>	<b>1518.948</b>		<b>42193</b>	<b>1518.948</b>		<b>42193</b>	<b>7594.740</b>
	<b>Total (NPEGEL)</b>		<b>42193</b>	<b>26834.748</b>		<b>42193</b>	<b>26834.748</b>		<b>42193</b>	<b>134173.740</b>
39	<b>KGBV Financial Provisions per school</b>									
	<b>Non-recurring (one time grant)</b>									
	<b>MODEL-I (School with Hostel for 100 girls)</b>									
39.1	Construction of Building (New)	100.00000	649	38940.000	100.00000	646	38760.000	100.00000	3271	196260.000
39.2	Rooms for Warden, Teachers & Guard	15.00000	649	9735.000	15.00000	646	9690.000	15.00000	3271	49065.000
39.3	Boring/Hanpump (New)	0.00000	0	0.000	0.00000	0	0.000	0.00000	0	0.000
39.4	Electricity/water charges (New)	0.00000	0	0.000	0.00000	0	0.000	0.00000	0	0.000
39.5	Furniture / Equipment (including kitchen equipment) (New)	3.00000	649	1947.000	3.00000	646	1938.000	3.00000	3271	9813.000
39.6	TLM and equipment including library books (New)	3.50000	649	2271.500	3.50000	646	2261.000	3.50000	3271	11448.500
39.7	Bedding (New)	1.00000	649	649.000	1.00000	646	646.000	1.00000	3271	3271.000
39.8	Replacement of bedding (once in 3 years)	1.00000	950	950.000	1.00000	8	8.000	1.00000	958	958.000
	<b>Sub Total</b>	<b>123.50000</b>	<b>649</b>	<b>54492.500</b>	<b>123.50000</b>	<b>646</b>	<b>53303.000</b>	<b>123.50000</b>	<b>3271</b>	<b>270815.500</b>
	<b>Recurring</b>									
39.9	Maintenance per girl Per month @ Rs.1200/-	14.40000	5896	84902.400	14.40000	6542	94204.800	14.40000	6542	377438.400
39.10	Stipend per girl per month @ Rs.100/-	1.20000	5896	7075.200	1.20000	6542	7850.400	1.20000	6542	31453.200
39.11	Supplementary TLM, Stationery and other educational material	0.60000	5896	3537.600	0.60000	6542	3925.200	0.60000	6542	15726.600
39.12	Examination Fee	0.02000	5896	117.920	0.02000	6542	130.840	0.02000	6542	524.220
39.13	Salaries	12.00000	5896	70752.000	12.00000	6542	78504.000	12.00000	6542	314532.000
39.14	Vocational training / specific skill training	0.50000	5896	2948.000	0.50000	6542	3271.000	0.50000	6542	13105.500
39.15	Electricity / water charges	0.60000	5896	3537.600	0.60000	6542	3925.200	0.60000	6542	15726.600
39.16	Medical care/contingencies @ Rs.750/- per girl.	0.75000	5896	4422.000	0.75000	6542	4906.500	0.75000	6542	19658.250
39.17	Maintenance	0.40000	5896	2358.400	0.40000	6542	2616.800	0.40000	6542	10484.400
39.18	Miscellaneous	0.40000	5896	2358.400	0.40000	6542	2616.800	0.40000	6542	10484.400
39.19	Preparatory camps	0.15000	5896	884.400	0.15000	6542	981.300	0.15000	6542	3931.650
39.20	P.T.A / school functions	0.15000	5896	884.400	0.15000	6542	981.300	0.15000	6542	3931.650



## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2015-16			2016-17			Grand total		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
39.21	Provision of Rent (8 months)	4.80000	649	3115.200	4.80000	646	3100.800	4.80000	3271	15700.800
39.22	Capacity Building	0.30000	5896	1768.800	0.30000	6542	1962.600	0.30000	6542	7863.300
	<b>Sub Total Recurring</b>	<b>36.27000</b>	<b>5896</b>	<b>188662.320</b>	<b>36.27000</b>	<b>6542</b>	<b>208977.540</b>	<b>36.27000</b>	<b>6542</b>	<b>840560.970</b>
	<b>Total -Model-I</b>	<b>43.770</b>	<b>5896</b>	<b>243154.820</b>	<b>43.770</b>	<b>6542</b>	<b>262280.540</b>	<b>43.770</b>	<b>6542</b>	<b>1111376.470</b>

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2015-16			2016-17			Grand total		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
	<b>MODEL-II (School with Hostel for 50 girls)</b>									
39.23	Construction of Building (New)		0	0.000		0	0.000		0	0.000
39.24	Construction of Building for earlier years		0	0.000		0	0.000		0	0.000
39.25	Boring/Hanpump (New)		0	0.000		0	0.000		0	0.000
39.26	Electricity/water charges (New)		0	0.000		0	0.000		0	0.000
39.27	Furniture / Equipment (including kitchen equipment) (New)	2.00000	0	0.000	2.00000	0	0.000	2.00000	0	0.000
39.28	TLM and equipment including library books (New)	3.00000	0	0.000	3.00000	0	0.000	3.00000	0	0.000
39.29	Bedding (New)	0.50000	0	0.000	0.50000	0	0.000	0.50000	0	0.000
39.30	Replacement of bedding (once in 3 years)	0.50000	0	0.000	0.50000	0	0.000	0.50000	0	0.000
	<b>Sub Total</b>	<b>6.00000</b>	<b>0</b>	<b>0.000</b>	<b>6.00000</b>	<b>0</b>	<b>0.000</b>	<b>6.00000</b>	<b>0</b>	<b>0.000</b>
	<b>Recurring</b>									
39.31	Maintenance per girl Per month @ Rs.900/-	5.40000	0	0.000	5.40000	0	0.000	5.40000	0	0.000
39.32	Stipend per girl per month @ Rs.50/-	0.30000	0	0.000	0.30000	0	0.000	0.30000	0	0.000
39.33	Supplementary TLM, Stationery and other educational material	0.30000	0	0.000	0.30000	0	0.000	0.30000	0	0.000
39.34	Examination Fee	0.01000	0	0.000	0.01000	0	0.000	0.01000	0	0.000
39.35	Salaries	20.00000	0	0.000	20.00000	0	0.000	20.00000	0	0.000
39.36	Vocational training / specific skill training	0.30000	0	0.000	0.30000	0	0.000	0.30000	0	0.000
39.37	Electricity / water charges	0.36000	0	0.000	0.36000	0	0.000	0.36000	0	0.000
39.38	Medical care/contingencies @ Rs.750/- per girl.	0.38000	0	0.000	0.38000	0	0.000	0.38000	0	0.000
39.39	Maintenance	0.20000	0	0.000	0.20000	0	0.000	0.20000	0	0.000
39.40	Miscellaneous	0.20000	0	0.000	0.20000	0	0.000	0.20000	0	0.000
39.41	Preparatory camps	0.10000	0	0.000	0.10000	0	0.000	0.10000	0	0.000
39.42	P.T.A / school functions	0.10000	0	0.000	0.10000	0	0.000	0.10000	0	0.000
39.43	Provision of Rent (8 months)	4.00000	0	0.000	4.00000	0	0.000	4.00000	0	0.000
39.44	Capacity Building	0.30000	0	0.000	0.30000	0	0.000	0.30000	0	0.000
	<b>Sub Total Recurring</b>	<b>31.95000</b>	<b>0</b>	<b>0.000</b>	<b>31.95000</b>	<b>0</b>	<b>0.000</b>	<b>31.95000</b>	<b>0</b>	<b>0.000</b>
	<b>Total - Model-II</b>	<b>37.95000</b>	<b>0</b>	<b>0.000</b>	<b>37.95000</b>	<b>0</b>	<b>0.000</b>	<b>37.95000</b>	<b>0</b>	<b>0.000</b>
	<b>MODEL-III (Only Hostel attached to existing school for 50 girls)</b>									
39.45	Construction of Building (New)	70.00000	64	3200.000	70.00000	59	2950.000	70.00000	327	16350.000
39.46	Rooms for Warden, Teachers & Guard	15.00000	64	960.000	15.00000	59	885.000	15.00000	327	4905.000
39.47	Boring/Hanpump (New)		0	0.000		0	0.000		0	0.000
39.48	Electricity/water charges (New)		0	0.000		0	0.000		0	0.000
39.49	Furniture / Equipment (including kitchen equipment) (New)	2.00000	64	128.000	2.00000	59	118.000	2.00000	327	654.000
39.50	TLM and equipment including library books (New)	3.00000	64	192.000	3.00000	59	177.000	3.00000	327	981.000
39.51	Bedding (New)	0.50000	64	32.000	0.50000	59	29.500	0.50000	327	163.500
39.52	Replacement of bedding (once in 3 years)	0.50000	3	1.500	0.50000	0	0.000	0.50000	3	1.500
	<b>Sub Total</b>	<b>91.00000</b>	<b>64</b>	<b>4513.500</b>	<b>91.00000</b>	<b>59</b>	<b>4159.500</b>	<b>91.00000</b>	<b>327</b>	<b>23055.000</b>
	<b>Recurring</b>									
39.53	Maintenance per girl Per month @ Rs.1200/-	7.20000	595	4284.000	7.20000	654	4708.800	7.20000	654	19036.800
39.54	Stipend per girl per month @ Rs.100/-	0.60000	595	357.000	0.60000	654	392.400	0.60000	654	1586.400
39.55	Supplementary TLM, Stationery and other educational material	0.30000	595	178.500	0.30000	654	196.200	0.30000	654	793.200
39.56	Examination Fee	0.01000	595	5.950	0.01000	654	6.540	0.01000	654	26.440
39.57	Salaries	6.00000	595	3570.000	6.00000	654	3924.000	6.00000	654	15864.000
39.58	Vocational training / specific skill training	0.30000	595	178.500	0.30000	654	196.200	0.30000	654	793.200
39.59	Electricity / water charges	0.36000	595	214.200	0.36000	654	235.440	0.36000	654	951.840
39.60	Medical care/contingencies @ Rs.750/- per girl.	0.38000	595	226.100	0.38000	654	248.520	0.38000	654	1004.720
39.61	Maintenance	0.20000	595	119.000	0.20000	654	130.800	0.20000	654	528.800
39.62	Miscellaneous	0.20000	595	119.000	0.20000	654	130.800	0.20000	654	528.800
39.63	Preparatory camps	0.10000	595	59.500	0.10000	654	65.400	0.10000	654	264.400
39.64	P.T.A / school functions	0.10000	595	59.500	0.10000	654	65.400	0.10000	654	264.400
39.65	Provision of Rent (8 months)	4.00000	64	256.000	4.00000	59	236.000	4.00000	327	1308.000
39.66	Capacity Building	0.30000	595	178.500	0.30000	654	196.200	0.30000	654	793.200
	<b>Sub Total Recurring</b>	<b>20.05000</b>	<b>595</b>	<b>9805.750</b>	<b>20.05000</b>	<b>654</b>	<b>10732.700</b>	<b>20.05000</b>	<b>654</b>	<b>43744.200</b>
	<b>Total - Model-III</b>	<b>111.05000</b>	<b>595</b>	<b>14319.250</b>	<b>111.05000</b>	<b>654</b>	<b>14892.200</b>	<b>111.05000</b>	<b>654</b>	<b>66799.200</b>

## SUMMARY OF FINANCIAL ESTIMATES FOR 12th PLAN PERIOD

ANNEXURE - II

(Rs. in lakh)

S.No.	Activity	2015-16			2016-17			Grand total		
		Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.	Unit Cost	Phy.	Fin.
	<b>MODEL-I, II, III</b>									
39.67	Construction of Building (New)		713	42140.000		705	41710.000		3598	212610.000
39.68	Boundary Wall (New)		713	10695.000		705	10575.000		3598	53970.000
39.69	Boring/Hanpump (New)		0	0.000		0	0.000		0	0.000
39.70	Electricity/water charges (New)		0	0.000		0	0.000		0	0.000
39.71	Furniture / Equipment (including kitchen equipment) (New)		713	2075.000		705	2056.000		3598	10467.000
39.72	TLM and equipment including library books (New)		713	2463.500		705	2438.000		3598	12429.500
39.73	Bedding (New)		713	681.000		705	675.500		3598	3434.500
39.74	Replacement of bedding (once in 3 years)		953	951.500		8	8.000		961	959.500
	<b>Sub Total</b>		<b>713</b>	<b>59006.000</b>		<b>705</b>	<b>57462.500</b>		<b>3598</b>	<b>293870.500</b>
	<b>Recurring</b>									
39.75	Maintenance per girl Per month @ Rs.900/-		6491	89186.400		7196	98913.600		4333	396475.200
39.76	Stipend per girl per month @ Rs.50/-		6491	7432.200		7196	8242.800		4333	33039.600
39.77	Supplementary TLM, Stationery and other educational material		6491	3716.100		7196	4121.400		4333	16519.800
39.78	Examination Fee		6491	123.870		7196	137.380		4333	550.660
39.79	Salaries		6491	74322.000		7196	82428.000		4333	330396.000
39.80	Vocational training / specific skill training		6491	3126.500		7196	3467.200		4333	13898.700
39.81	Electricity / water charges		6491	3751.800		7196	4160.640		4333	16678.440
39.82	Medical care/contingencies @ Rs.750/- per girl.		6491	4648.100		7196	5155.020		4333	20662.970
39.83	Maintenance		6491	2477.400		7196	2747.600		4333	11013.200
39.84	Miscellaneous		6491	2477.400		7196	2747.600		4333	11013.200
39.85	Preparatory camps		6491	943.900		7196	1046.700		4333	4196.050
39.86	P.T.A / school functions		6491	943.900		7196	1046.700		4333	4196.050
39.87	Provision of Rent (8 months)		713	3371.200		705	3336.800		735	17008.800
39.88	Capacity Building		6491	1947.300		7196	2158.800		4333	8656.500
	<b>Sub Total Recurring</b>	<b>0.00000</b>	<b>6491</b>	<b>198468.070</b>	<b>0.00000</b>	<b>7196</b>	<b>219710.240</b>	<b>0.00000</b>	<b>4333</b>	<b>884305.170</b>
	<b>Total - KGBV</b>	<b>0.00000</b>	<b>6491</b>	<b>257474.070</b>	<b>0.00000</b>	<b>7196</b>	<b>277172.740</b>	<b>0.00000</b>	<b>4333</b>	<b>1178175.670</b>
	<b>Grand Total - (SSA, NPGEL &amp; KGBV)</b>		<b>544746582</b>	<b>8637341.896</b>		<b>577642369</b>	<b>9068857.263</b>		<b>2650399309</b>	<b>45067152.552</b>
	<b>13 FC Award</b>			0.000			0.000			1612900.000
	<b>Net Outlay</b>			8622010.096			9051834.863			43384435.192
	<b>GOI share</b>			6399955.465			6716125.033			32200616.193

# SECTION – III

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## MID DAY MEAL

### CHAPTER 1

#### Performance of MDM Scheme in XI Plan (2007-2011)

##### 1.1 Background

Article 47 of the Indian Constitution (in the Directive Principles of State Policy) explicitly states that “The State shall regard the raising of the level of nutrition and the standard of living of its people and the improvement of public health as among its primary duties...”. Article 39 (f) of the Indian Constitution also directs the States to ensure that “children are given opportunities and facilities to develop in a healthy manner and in conditions of freedom and dignity”. Article 21 of the constitution implicitly provides “right to life” to every Indian citizen.

In keeping with these constitutional provisions, the National Programme of Nutritional Support to Primary Education (NP-NSPE) was launched as a Centrally Sponsored Scheme on 15th August 1995, in 2,408 blocks in the country as a dry ration scheme, to enhance enrolment, retention and attendance and simultaneously improve nutritional levels among children. The Scheme was revised in its content and coverage from time to time. The hot cooked mid day meal is being served to the children of elementary classes from 2004. The Scheme saw a significant development during 11<sup>th</sup> Plan and many studies reported that this Scheme has a positive impact on various educational parameters and has helped a lot in achieving the goals of SSA in universalizing the elementary education in the country. The provision of payment of honorarium to cook-cum-helpers has opened the path for the disadvantage sections of the society to get employment in the Scheme with dignity and pride to prepare the meal and serve to the children.

The Mid Day Meal was extended to cover all children of upper primary classes from 2008-09. The Scheme was further revised in April 2008 to extend the scheme to recognized as well as unrecognized Madarasas / Maqtabs supported under Sarva Shiksha Abhiyan (SSA) as Government aided centres. The scheme was further revised during 2009-10 to enable the States / UTs to provide nutritious and calorific meal to the children of elementary classes. It was further extended to cover children under National Child Labour Projects (NCLP) w.e.f. 1.4.2010.

Realizing the importance of MDMS, Right to Education Act, 2009 has made it mandatory for every school to have all weather building including kitchen-cum-store. The rules under the RTE Act, 2009 mandate that School Management Committee will be responsible for monitoring the implementation of the Scheme.

The MDM scheme has played a very important role in enhancing the enrollment and reducing the drop out in elementary schools. During the 11<sup>th</sup> plan the scheme has been stabilized and supply bottlenecks have been removed. The independent monitoring institutes reported that Mid Day Meal Scheme has positive impact on attendance and retention of the children in the school. The

Office of Supreme Court Commissioner also reported that the Mid Day Meal Scheme is the most widely accepted Scheme and has positive impact in improvement of educational indicators. Many studies have reported that Mid Day Meal Scheme has helped in bringing girl child into the school and bridging the gender gap.

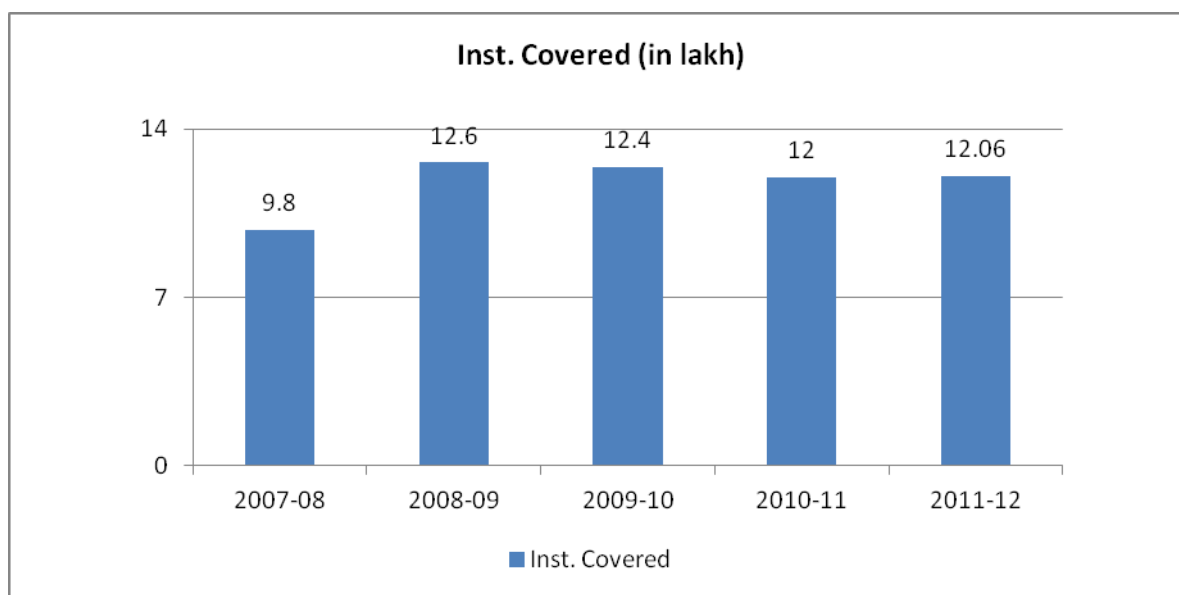
## 1.2 Coverage under the scheme

The component-wise progress of the Scheme during 11<sup>th</sup> Plan is as under:

### i. Number of Institutions

The scheme covered more than 12.6 lakh institutions during 2008-09. A large number of EGS/AIE centers were opened during the 10<sup>th</sup> plan, were either closed down or rationalized during the 11th plan, as reflected in the coverage figures for mid day meal scheme. The figures for 2007-08 reflect the coverage of only primary institutions, whereas for 2011-12 the figures are for the first quarter i.e. April, 2011 to June, 2011.

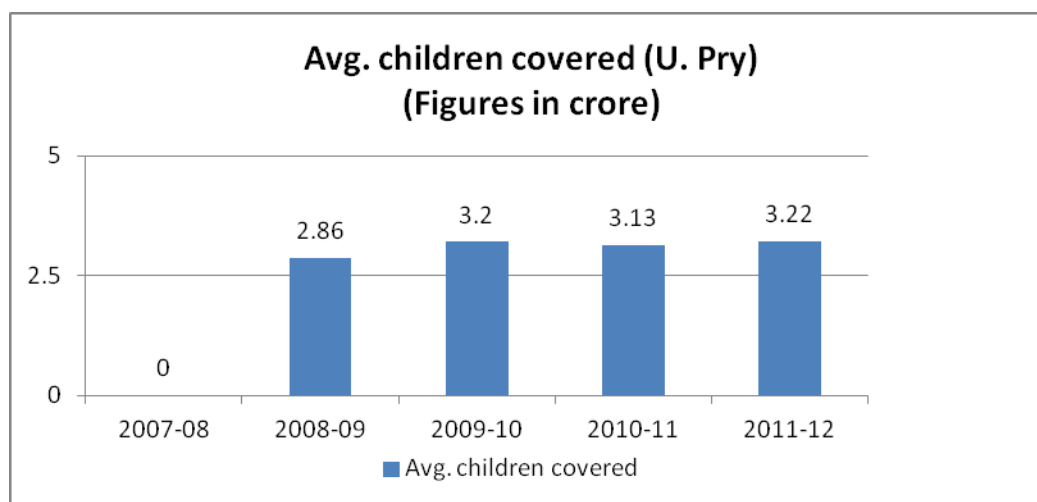
**Chart 1.1: Number of Institutions covered**



### ii) Number of children

Under the Mid Day Meal Programme, 10.46 crore children were provided hot cooked meals in 11.92 lakh schools in the country during 2010-11. About 2.86 crore children of Upper Primary classes were covered under the scheme during the year 2008-09 when the scheme was extended from Primary to Upper Primary Schools. Coverage of children has gone up from 2.86 crore in 2008-09 to 3.22 crore in 2010-11 due to increase in enrollment and high transition rate to upper primary level.

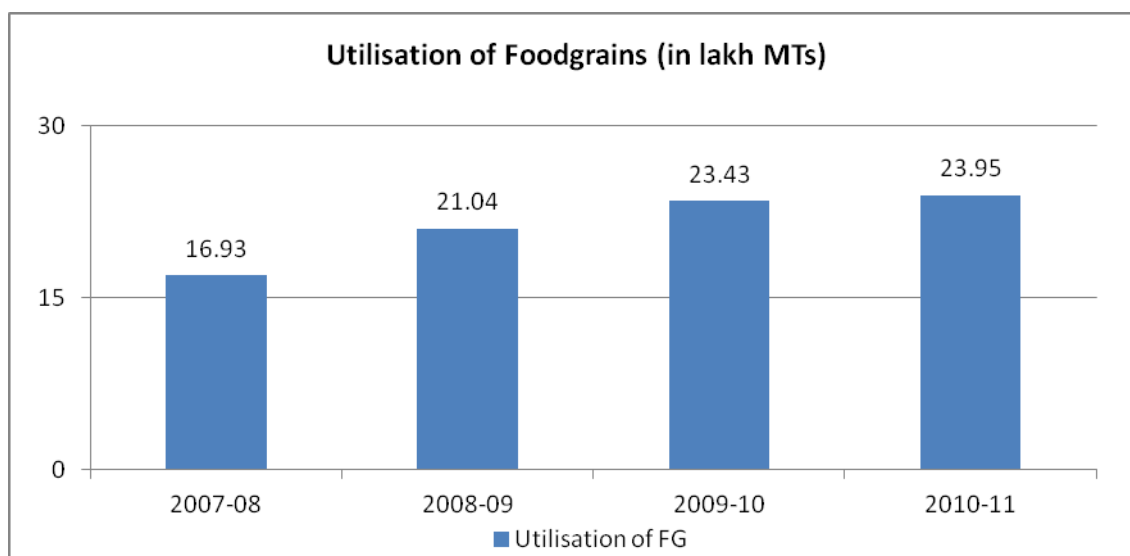
**Chart 1.2 : Number of children ( Upper Primary level)**



**iii) Utilization of food grains**

Utilisation of foodgrains depends upon number of children who avail mid day meal and on number of working days on which MDM is served in an academic year. The following graphs show the increasing trend of foodgrains utilisation from 16.93 lakh MTs in 2007-08 to 23.95 lakh MTs in 2010-11. During the year 2007-08 the scheme was being implemented in primary classes only. During year 2008-09 the scheme was extended to Upper Primary class and Madarasas and Maqtabs supported under SSA. The reporting system also improved during the course of time. The Scheme was further extended to cover children in drought affected areas during summer vacation. The increase in utilization of foodgrains indicates improvement in implementation of the scheme.

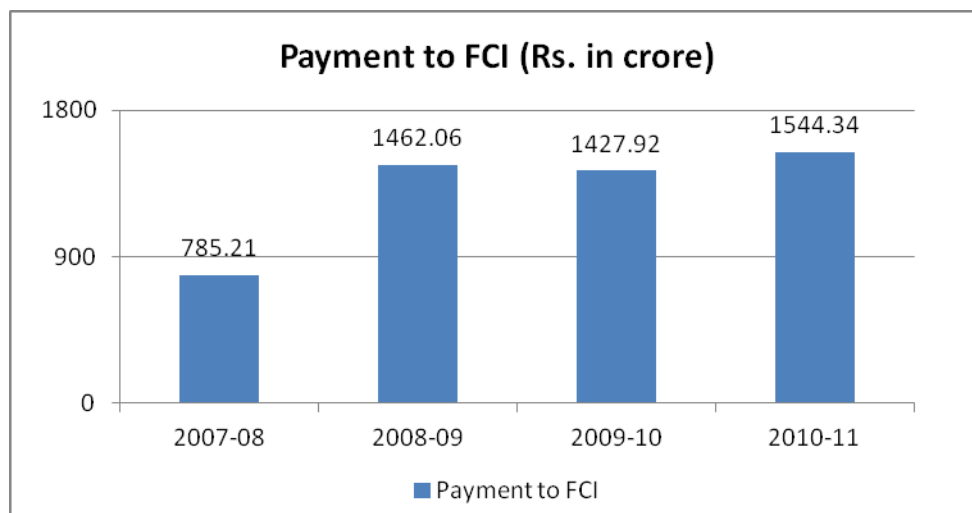
**Chart 1.3 : Utilization of foodgrains**



The payment of cost of foodgrains was made to FCI by the Ministry till 2009-10. In this system confirmation of lifting of foodgrains was to be provided by the States before making payment to FCI. This confirmation was received late in most of the cases, which resulted in outstanding payment on part of this Ministry and delayed the payment. Since 2010-11 the payment of cost of

food grains has been decentralized to the districts. The decentralization of payment of cost of food grains has facilitated timely payment to the FCI.

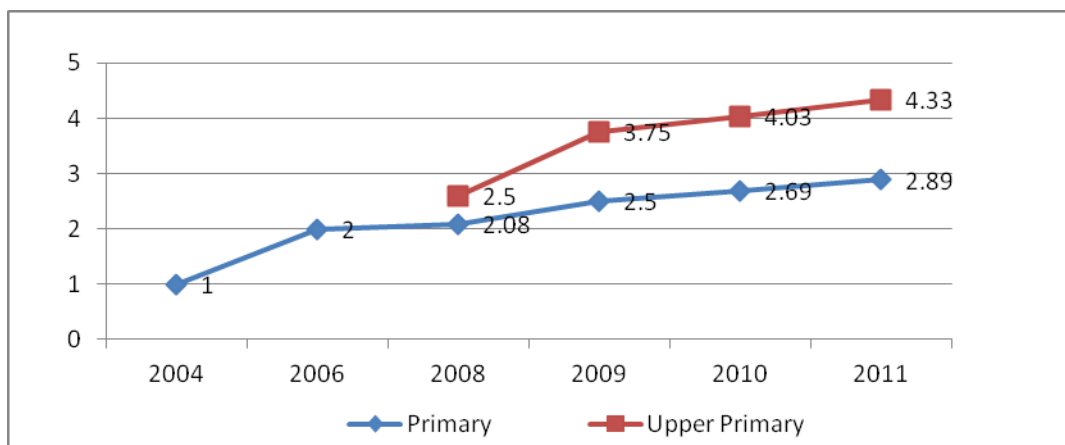
**Chart 1.4 : Payment to FCI**



**iv) Utilization of Cooking Cost**

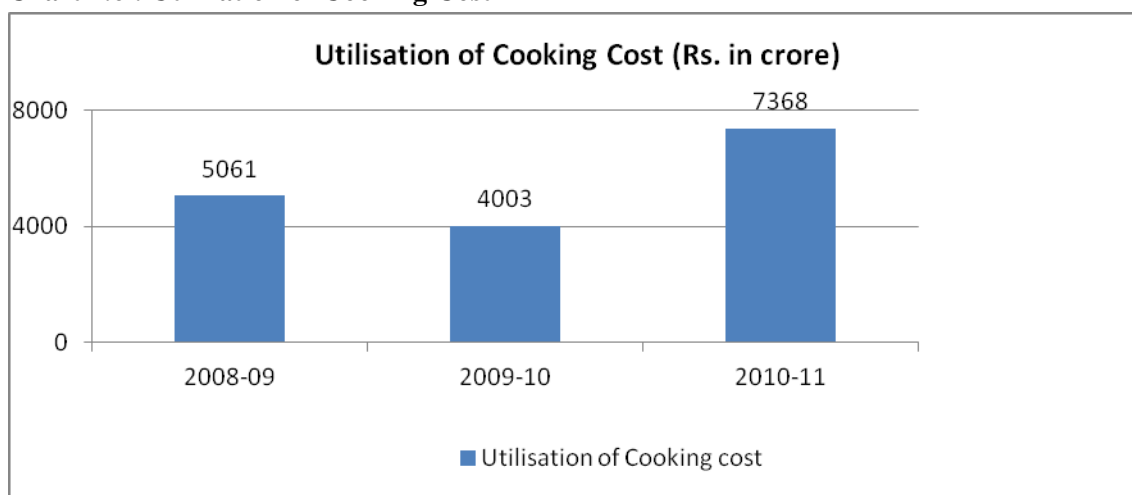
Cooking cost is the most vital component of the scheme. Keeping in view the escalating prices of food ingredients the cooking cost has been revised from time to time. The cooking cost per child per day has been increased from Rs. 1 in 2004 to Rs. 2.89 in 2011 for primary and from Rs. 2.60 in 2008 to Rs. 4.33 in 2011 in upper primary level.

**Chart 1.5 : Per meal Cooking Cost**



Utilisation of cooking cost depends upon the number of children, who avail of mid day meal and on the number of working days on which MDM is served in an academic year. The following chart shows the increasing trend of cooking cost utilisation from Rs.5061 crore in 2008-09 to Rs.7368 crore in 2010-11. The bar of the year 2009-10 shows low utilisation (Rs.4003 crore) as it represents the central share only. The increasing trends in utilisation of cooking cost is attributed to the extension of scheme to Upper Primary classes and revision of cooking cost from time to time.

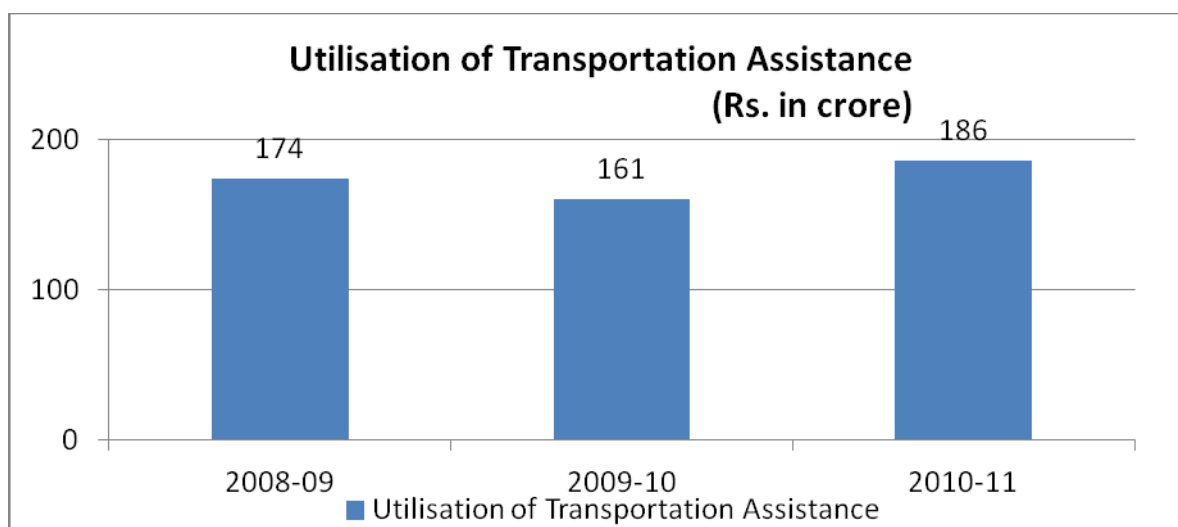
**Chart 1.6 : Utilization of Cooking Cost**



**v) Utilization of Transportation Assistance**

The utilization of Transport assistance depends upon the quantity of food grains lifted from FCI and delivered up to the school level. The following graph represents the utilization of transport assistance. The low utilization in 2009-10 is due to non submission of proposal on the basis of PDS rates by the special category States and non utilization/non settlement of bills etc during the year.

**Chart 1.7 : Utilization of Transportation Assistance**

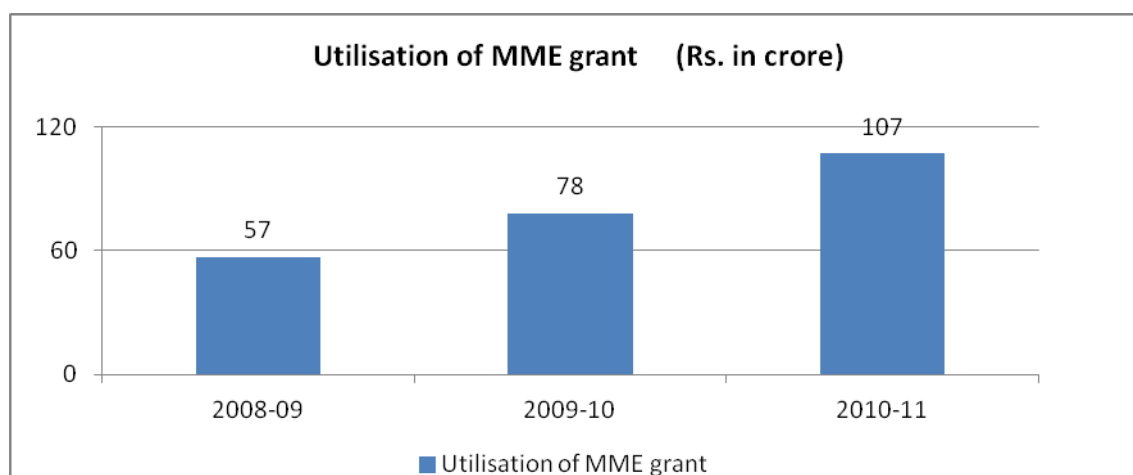


**vi) Utilization of MME**

The increasing trend shown in the graph below reflects steps taken by the States/UTs for monitoring and supervision of the scheme. Many States could not utilise the funds allocated under MME head.



**Chart 1.8 : Utilization of MME**

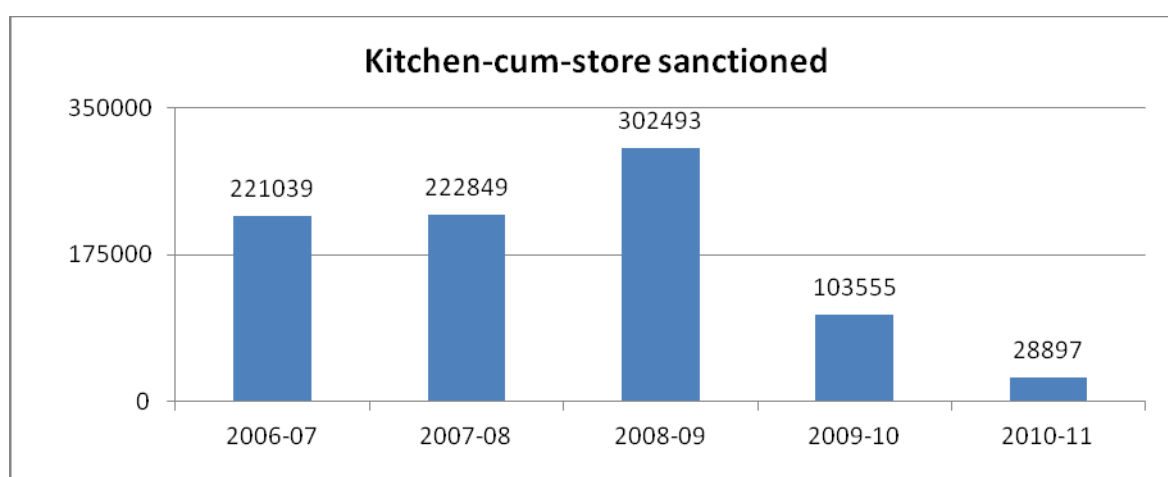


### 1.3 Infrastructure created under the scheme

#### i. Kitchen-cum-Stores

Adequate infrastructure is key to the success of the programme. 8,78,833 kitchen cum stores have been sanctioned since 2006-07, out of which the States/UTs have reported 5,77,158 kitchen-cum-stores constructed till 2010-11. The unit cost for construction of kitchen-cum-store has now been linked with plinth area norm and to State schedule of rates w.e.f. 1.12.2009, instead of flat rate of Rs. 60,000 per unit.

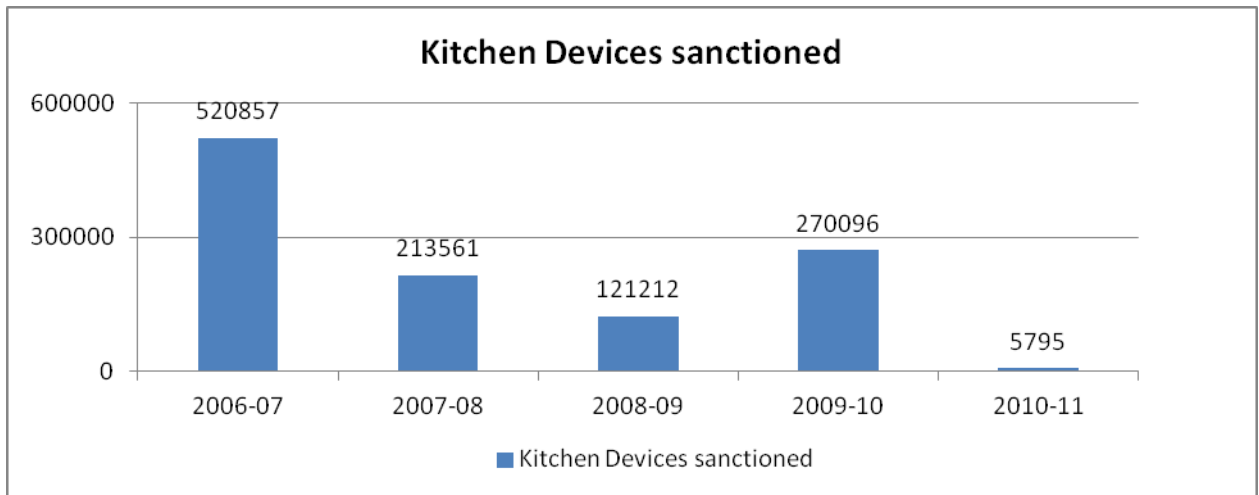
**Chart 1.9: Kitchen-cum-Stores**



#### ii) Kitchen Devices

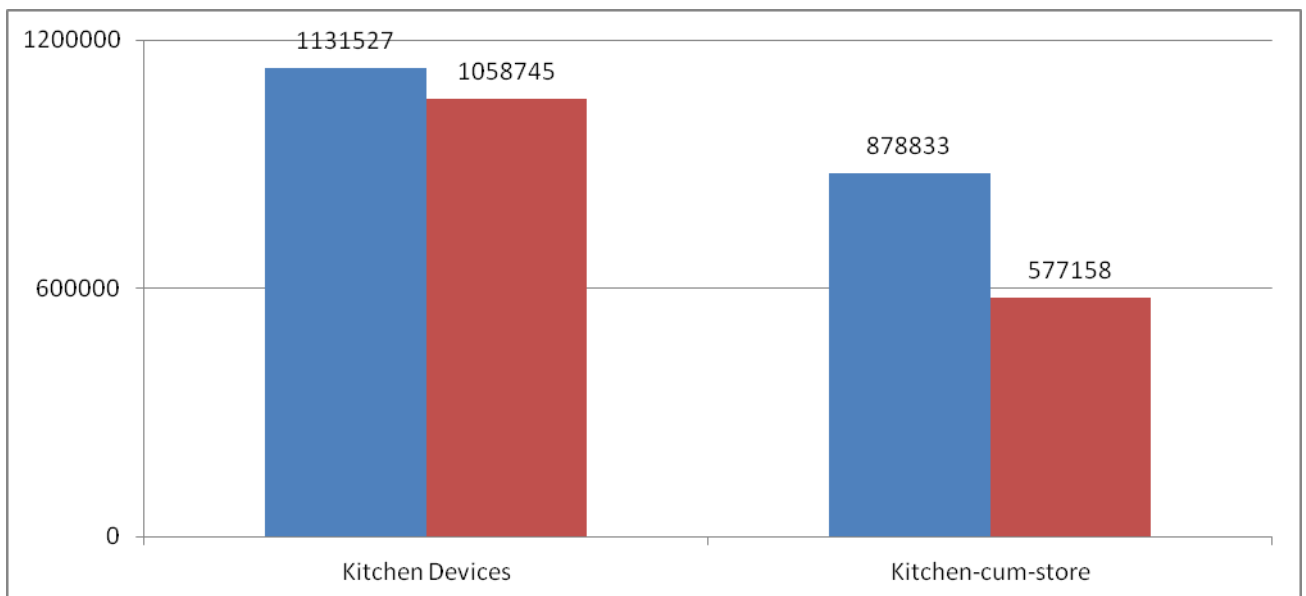
Grants have been released for procurement of Kitchen devices in 11,31,527 schools since 2006-07, against which kitchen devices have been procured for 10,58,745 schools till 2010-11.

**Chart 1.10: Kitchen Devices sanctioned**



**ii. Progress on construction of kitchen-cum-store and procurement of kitchen devices during 2006-07 to 2010-11**

**Chart 1.11: kitchen-cum-stores and kitchen devices - progress during 2007-11 (Sanctioned and completed/procured)**



## 1.4 Overall performance of MDMS in the 11<sup>th</sup> Plan

The overall performance of the Mid Day Meal Scheme during 11<sup>th</sup> Plan is as under:

Table 1.1 : Overall performance of MDMS in the 11<sup>th</sup> Plan

Components	2007-08	2008-09	2009-10	2010-11	2011-12
Approved number. of children (in Crores)	11.37	11.74	11.77	11.36	11.07
Children covered (in Crores)	9.54	11.19	11.04	10.46	10.35 (up to 1st qtr)
Foodgrains allocation (in lakh MTs)	24.79	29.30	29.45	29.40	29.09
Foodgrains Utilisation (in lakh MTs)	16.93	21.04	23.43	23.95	3.80 (up to 1st qtr)
Kitchen-cum-store sanctioned	2,22,849	3,02,493	1,03,555	28,897	
Kitchen Devices sanctioned	2,13,561	1,21,212	2,70,096	5,795	
Budget allocation (in Rs Crores)	6,678.00	8,000.00	8,000.00	9,440.00	10,380.00
<b>Total Exp. (in Rs Crores)</b>	<b>5,835.00</b>	<b>6,688.00</b>	<b>6,938.00</b>	<b>9,128.00</b>	<b>5,084.00</b>

### xi) Major achievements during the 11<sup>th</sup> Plan:

- Serving of hot cooked and nutritious meal to all children of elementary classes.
- Extension of mid day meal scheme to upper primary classes, Madarasas & Maqtabas, and NCLP schools.
- Provision of MDMS for children of drought affected areas during summer vacations.
- Provision of honorarium to cook-cum-helpers.
- Decentralization of payment of cost of food grains to District level to ensure timely payment to FCI.
- Linking the unit cost for construction of kitchen-cum-store with the plinth area norm and State schedule of rates ensures that schools with higher enrollment will get bigger kitchen cum stores.

## 1.5 Supreme Court interventions in the Mid Day Meal Scheme:

On November 28<sup>th</sup>, 2001, the Supreme Court of India in a petition (PUCL v. UoI, CWP 196/2001), popularly known as the “Right to Food Case” passed a landmark interim order on the Mid Day Meal Scheme. The Supreme Court directed the State governments and Union Territories “to implement the Mid Day Meal Scheme by providing every child in every Government and

*Government aided primary school with a prepared mid day meal with a minimum content of 300 calories and 8-12 grams of protein each day of school for a minimum of 200 days”.*

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

- (i) No charges: “The conversion costs for a cooked meal, under no circumstances, shall be recovered from the children or their parents.” (Order dated 20 April 2004)
- (ii) Central assistance: “The Central Government... shall also allocate funds to meet with the conversion costs of food-grains into cooked midday meals.” (Order dated 20 April 2004)
- (iii) Kitchen sheds: “**The Central Government shall make provisions for construction of kitchen sheds.**” (Order dated 20 April 2004)
- (iv) Priority to Dalit cooks: “**In appointment of cooks and helpers, preference shall be given to Dalits, Scheduled Castes and Scheduled Tribes.**” (Order dated 20 April 2004)
- (v) **Quality safeguards:** “Attempts shall be made for better infrastructure, improved facilities (safe drinking water etc.), closer monitoring (regular inspection etc.) and other quality safeguards as also the improvement of the contents of the meal so as to provide nutritious meal to the children of the primary schools.” (Order dated 20 April 2004)
- (vi) **Summer holidays:** “In drought affected areas, midday meals shall be supplied even during summer vacations.” (Order dated 20 April 2004)
- (vii) **Joint quality monitoring:** “We direct the Union of India and the FCI to ensure provision of fair average quality grain for the Scheme on time. The States/Uts and the FCI are directed to do joint inspection of food grains. If the food grain is found, on joint inspection, not to be of fair average quality, it will be replaced by the FCI prior to lifting.” (Order dated 28 November, 2001)

## **1.6 Right to Education Act, 2009 and MDM**

Chapter 4, Para 21 of RTE Act, 2009 stipulates that preference will be given to disadvantaged groups and weaker sections while nominating the representatives for the School Management Committee. As per the mandate of the RTE Act all schools should have all weather building consisting of a kitchen sheds to cook mid day meal in the school by 2012-13. The model rule under RTE Act also provides that School Management Committee will monitor the implementation of the Mid Day Meal in the school.

## **1.7 National Food Security Act**

Department of Food & Public Distribution, Ministry of Consumer Affairs, Food & Public Distribution has informed that a draft National Food Security Bill has been prepared to provide for food and nutritional security in a human life cycle approach. The Bill also contains provisions, inter alia, for coverage, entitlement etc. States / Union Territories and Central Ministries / Departments are being consulted on the Draft Bill before its introduction in the Parliament.

## 1.8 Review of the Scheme

### A. Evaluation studies conducted by Independent agencies

Some of the evaluation studies conducted by independent agencies reported that MDM programme is a visible programme and has helped in increase in attendance and enrolment of children particularly girls. They also reported that there is an increase in retention, learning ability and achievement as well as greater social equity among caste, creed, sex and gender groups in the schools. The main findings of independent studies are as under:

- i) The findings of the study conducted by Pratichi Trust in Birbhum district of West Bengal (2005) suggest that the mid day meal has made a positive intervention in universalisation of Primary Education by increasing enrolment and attendance specifically with respect to girls and SC and ST students. The programme has also brought about teacher regularity.
- ii) The major findings of the PROBE (Public Report on Basic Education) Report 2006 indicated that 84% of households reported that the children get cooked mid day meal in schools and children enjoy varied menu. Good practices like washing hands before eating, & after eating are imparted in the schools. Incentives like MDM have contributed to improving enrolment rates.
- iii) Mid Day Meal Scheme in Madhya Pradesh (2007) by National Institute of Public Cooperation & Child Development, Indore has reported that MDM has shown marked improvement in enrollment pattern of children in primary schools. Mid Day Meal Scheme undoubtedly resulted in increased school attendance and retention of children in schools for a longer period. The Scheme has played a crucial role in reducing drop out, especially among girls. Parents viewed that the mid day meal had reduced the burden of providing one time meal to their children and considered it as a great support to their families. Teachers opined that mid day meal aided in active learning of children, which indirectly improved their academic performance. The Scheme has played a significant role in bringing social equity among all the sections of the society.
- iv) An empirical study conducted on Mid Day Meal scheme in Khurda district of Orissa(2008), revealed that cooked mid day meal has increased socialization among the children and helped in increasing enrolment and afternoon session attendance. MDM has created new employment opportunities for underprivileged sections.
- v) Annual Status of Education Report (ASER) 2010 reported that in 83.4% schools served MDM on a day of visit and almost same percent of schools (81.3%) schools were having kitchen sheds for cooking mid day meal. A vastly improved availability of mid day meals had contributed to the increase in enrollment.
- vi) Supreme Court Commissioners undertake extensive review of various welfare schemes through field visits. They have observed that the MDM is widely acknowledged as one of the most successful schemes of GOI. Increase in enrollment and attendance of children in primary schools has been noticed after the introduction of MDM.
- vii) Performance audit (2011) conducted by Centre for Environment and Food Security on food security schemes in Orissa and Uttar Pradesh; The sample survey in 130 villages spread over 12 districts of Orissa and Uttar Pradesh (Bundelkhand) was carried out and reported that performance of the MDM scheme is far better in

Orissa in comparison with the Uttar Pradesh. An overwhelming 86.7 per cent of Orissa's children were getting second best category of MDM (regular but inadequate and unsatisfactory meal), only 51.8 per cent of children in UP were getting regular but inadequate and unsatisfactory meal in their schools.

#### **B. Performance Evaluation of Cooked Mid Day Meal Scheme - study conducted by Programme Evaluation Organization of Planning Commission (2010):**

The highlights of the Study conducted by the Planning Commission are as under:

- i. The Cooked Mid Day Meal Program has been successful in addressing classroom hunger in sample schools.
- ii. Cooked Mid Day Meal is reported to have created a platform for children of all social and economic backgrounds to take meals together, thereby facilitating achieving the objective of social equity.
- iii. It has also been observed that the programme has resulted in the diversion of the attention of teachers and students on activities related to it, rather than towards teaching and learning activities, which results in loss of studies.
- iv. In general, visible shortage of basic infrastructural facilities and manpower (that are crucial for the success of the Cooked Mid Day Meal programme) were noted.
- v. Most of the states, it was observed, did not follow the guidelines of Government of India to deliver foodgrains at the school point by PDS dealer, thereby resulting in the leakage of foodgrains. There have been instances where due to long supply chain, foodgrains supplied got adulterated and pilfered.
- vi. While Cooked Mid-Day Meal Scheme seems to have contributed to an increase in the attendance in schools across the country, it does not seem to have any significant impact on fresh enrolments in sample schools.

#### **C. Review of the Scheme by Supreme Court Commissioners**

Supreme Court Commissioners are monitoring all welfare Schemes of the Central Government including Mid Day Meal Scheme. They have monitored seven States viz. Assam, Bihar, Jharkhand, Madhya Pradesh, Nagaland, Orissa and West Bengal during 2010-11. The main recommendations of the reports are as under:

- i) Delay in release of funds to school / implementing agencies.
- ii) The mid day meal should be expected to cover all children in the school going age irrespective of whether they are enrolled in school. The location of meal served can continue to be the school; this might further encourage those out of school to join schools.
- iii) The provision for cooking costs under the mid day meal should be increased based on Price Index developed for Mid Day Meal Scheme to counter the effect of inflation.

- iv) Proper infrastructure for mid day meals should be mandatory, including cooking sheds storage space, drinking water, ventilation, utensils etc.
- v) Mobilization for kitchen garden in school premises should be encouraged.
- vi) Priority should be given to disadvantaged communities (especially Dalits and Adivasis) in the appointment of cooks and helpers. All cooks and helpers should be paid not less than statutory minimum wage.
- vii) Mid day meal should be linked with nutrition education and related educational activities. State Government should be encouraged to adept their text books for this purpose, as the NCERT has already done for some text books.
- viii) Nutritious items such as eggs and green vegetables should be provided regularly.
- ix) Serious action should be taken in the event of any form of social discrimination in mid day meal such as discrimination against dalit children or dalit cooks.
- x) Community participation in the monitoring of Mid day meal should be strengthened, particularly to prevent corruption and ensure quality.
- xi) Mid day meal should be integrated with school health services, including immunization, de-worming, growth monitoring, health checkups and micronutrient supplementation.
- xii) Grievance redressal mechanism must be within easily reachable distance of complainant and should therefore be decentralized to Panchayat level. It could also consist of mobile camps that reach out to each village.

#### **D Review of the scheme by the Sub Group on MDMS for the 12<sup>th</sup> Plan**

The sub group made an in-depth analysis of the mid day meal scheme and appreciated the many benefits of the mid day meals in ending classroom hunger, encouraging enrolment and attendance, making the school environment more child-friendly, helping break social barriers among school children, and providing employment to large numbers of underprivileged rural women. However, the subgroup also felt that the MDMS suffers from the following weaknesses:

- a. Lack of focus on nutrition
- b. Lack of social accountability mechanisms and grievance redressal mechanisms
- c. Need for capacity building at all levels to improve the effectiveness of the scheme
- d. Delay in availability of data for effective management of the scheme – as well as lack of availability of real time data on important indicators such as whether MDM has been served or not

Accordingly, the subgroups formed committees to examine these aspects in details and make suitable recommendations. The following sections outline the analysis and recommendations of these committees.

## Chapter 2

### Nutrition

#### 2.1 Evolution of Mid day meal programme

Concerned about the lack of universal enrolment and high dropout rates in primary schools, Government of India in 1995 initiated the National Programme for Nutrition Support for Primary Education, commonly known as Mid day meal programme (MDM) with the objectives of:

- increasing enrolment, improving school attendance and retention, inculcating good food habits in children
- improving nutritional status of the primary school children and
- promotion of social integration.

Initially the programme envisaged the provision of 100g of wheat /rice for children studying in classes I-V in all Government, local body and Government aided primary schools free of cost. The central government provided wheat /rice to the states; 3 kg of cereals were to be distributed free of cost to children who had over 80% attendance in the previous month. Most of the states distributed food grains to children but some states who were earlier providing cooked mid day meal or ready to eat food to school children, continued to do so.

In 2001 Supreme Court of India ruled that MDM is a legal entitlement for all children and that the government should provide a hot cooked mid day meal containing **300kcal energy and 12 g of protein/day for 200 days** to all children studying in classes I-V in all government, local body and government aided primary schools . The Supreme Court also directed the states and UTs to ensure that there is adequate community participation and suggested that community based organizations, people's representatives, nongovernmental organizations and parents themselves should be involved in monitoring and supervision so that the needy children do derive optimal benefit from the programme. Over the years the coverage under hot cooked MDM has been universalized.

In 2006, Department of Primary Education constituted an Expert Committee to review the content and quantity of ingredients to be provided through the MDM. The expert committee recommended that MDM should provide hot cooked meal containing 100 grams of cereals, 20 grams of pulses. Anaemia, iodine deficiency disorders and vitamin A deficiency are major public health problems in school children. In order to address these and to inculcate the habit of eating a balanced meal, the revised the MDM guidelines of 2006 included 50 g of non-tuber vegetables and recommended that the meal should be cooked with iron and iodine fortified salt. From the academic year 2006-07 central government sanctioned additional funds to the states to cover the cost of pulses, vegetables condiments and oil. These



ingredients provided 450 Kcal of energy and 12 grams of proteins per child/meal and meet part of the micronutrient requirements of children.

Currently Mid day Meal scheme is Centrally Sponsored Scheme which serves hot cooked Mid day meal to the school children studying in Classes I-VIII of government, government-Aided and Local Body Schools, Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE) centers including Madarasas and Maktabas supported under SSA. Ministry of Human Resource Development is providing cooked mid day meal with 450 calories and 12 grams of protein to every child at Primary level and 700 calories and 20 grams of protein at Upper Primary level. This energy and protein requirement for a primary child comes from cooking 100 gms of rice/flour, 20 gms pulses and 50 gms vegetables and 5 gms oil and for an upper primary child comes from 150 gms of rice/flour, 30 gms of pulses and 75 gms and 7.5 gms of oil.

## 2.2 MDM and bridging the gap in energy intake in school children

**Table 2.1: Recommended Dietary Intake for Indians**

Group	Ref wt	RDA	Actual intake	Gap
Adult man	60	2730	2000	730
Adult woman	55	2230	1738	492
Pregnant		350more	1726	854
lactating		500 more	1878	852
1 – 3 y	12.9	1060	714	346
4 – 6 y	18	1330	978	352
7 – 9 y	25.1	1690	1230	460
Boys				
10 - 12 y	34.3	2190	1473	717
13 – 15 y	47.6	2750	1645	1105
16 – 17 y	55.4	3020	1913	1107
Girls				
10 – 12 y	35	2010	1384	626
13 – 15 y	46.6	2330	1566	764
16 – 17 y	52.1	2440	1630	810
Infants				
0-6 m	5.4	497		
6 – 12 m	8.4	672		

Ample data exist to show that there is a gap between the energy requirements of growing school children and their actual dietary intake and class room hunger and undernutrition undermined learning ability. The hot cooked meal is meant to bridge the gap between the requirement and actual intake though home food. It was thought that it might eliminate class room hunger and might also bring about some reduction in undernutrition rates in school children. The gap between actual intake and requirements are worked from the Recommended Dietary Allowances for Indians recommended by the Expert

Group constituted by the Indian Council of Medical Research. Human nutrient requirements especially energy requirements have been worked with greater precision in the last two decades, based on newer technologies which allow requirements to be computed under free living conditions over a relatively long period. The FAO/WHO revised the nutrient requirements in 2004 taking these into account.

**Table 2.2 RDI for Indians per kg body weight**

Indian Council of Medical Research has revised the Nutrient requirements and recommended dietary intake of Indians in Nov 2010 and the revised RDI for Indians (various age and physiological groups) is given in Table 2.1. In India Reference body weights for adult man and woman were computed on the basis of average of the 95<sup>th</sup> centile weights of the age categories 18-19, 20-24 and 25-29 years obtained from NNMB and INP surveys. Reference body weight for boys and girls were computed similarly from the 95<sup>th</sup> centile values of body weights of rural India from NNMB and INP surveys. For infants and young children the data from MGRS standards which correspond broadly to the 95<sup>th</sup> centile of the weight of Indian rural children were used. Data on actual intakes, the RDI and the gap between RDI and actual intake in the various groups is given in Table 2.1.

Group	ref wt	RDA	RDA per kg
Adult man	60	2730	46
Adult woman	55	2230	41
Pregnant		350more	
Lactating		500 more	
1 – 3 y	12.9	1060	80
4 – 6 y	18	1330	75
7 – 9 y	25.1	1690	70
Boys			
10 - 12 y	34.3	2190	65
13 – 15 y	47.6	2750	60
16 – 17 y	55.4	3020	55
Girls			
10 – 12 y	35	2010	55
13 – 15 y	46.6	2330	55
16 – 17 y	52.1	2440	50
Infants			
0-6 m	5.4	497	92
6 – 12 m	8.4	672	80

The expert group had computed the energy requirements for moderately active population in different age groups using the reference weights derived from NNMB/INP data. As Indians of all age groups weigh far less than the reference population used for deriving the RDA, the ICMR expert group also computed the RDA per Kg body weight so that depending upon the actual weight requirements of energy could be computed for various age groups. (Table 2.2)

In MDM primary school children get about 500 Kcal/per meal and the upper primary school children get 750 Kcal/per meal. The quantum of the energy currently being provided would appear to be adequate to bridge the gap. Some States have complained that children are unable to eat all the food provided in the MDM. This might be due to many reasons. The children might have had a good meal at home and are not hungry. Children have likes and dislikes and may not eat with relish some preparations. Some preparations like kheer have high energy density and so children cannot eat more than a small quantity. It is also possible that the children are small and hence do not require the amount served.

Computed energy requirements for the different age groups based on the average weight, actual intake and the gap between the requirement and actual intake is shown in Table 2.3.

**Table 2.3: Energy requirements for different groups**

Group	Mean wt NNMB	Req for mean wt	Actual intake	Gap
adult man	51	2346	2000	-346
adult woman	46	1886	1738	-148
Pregnant		2236	1726	-510
Lactating		2386	1878	-518
Children				
1 – 3 y	10.5	840	714	-126
4 – 6 y	14.6	1095	978	-117
7 – 9 y	19.7	1379	1230	-149
Boys				
10 - 12 y	26.6	1729	1473	-256
13 – 15 y	36.8	2208	1645	-563
16 – 17 y	45.7	2514	1913	-601
Girls				
10 – 12 y	26.7	1469	1384	-85
13 – 15 y	36.9	2030	1566	-464
16 – 17 y	42.6	2130	1630	-500

However the expert group on MDM had decided to err on the side of adequacy so used the RDIs for computing the requirement for MDM.

As can be seen in Table 2.2 and 2.3 the gap between the requirements and the intake is highest in the adolescent girls and boys. This is the period of adolescent growth spurt and providing adequate energy intake is essential for optimal growth during growth spurt. Viewed in this context the initiation of the MDM for the upper primary school children is an appropriate step. It might be logical to extend MDM to the secondary school also.

National Advisory Council (NAC) had suggested that the children of 3-5 year age group who are coming for preschool education should get Mid Day Meal; it has been suggested that 300 calories and 8 gm protein and 5 gms of oil or fat (which contains 45 calories) should be the norm for the MDM for this age group.

In India micronutrient deficiencies are widespread mainly because of the low dietary intake of vegetables. The ICMR recommendation is that at least 150 grams of vegetables/day should be consumed. Current consumption of vegetables is about 100g/day and therefore the MDM expert group had recommended that 50 grams of vegetables may be provided to the children through MDM. Currently most school meals do not contain vegetables as stipulated as the cost of vegetables is very high.

#### **i Nutrition education**

MDM scheme is aimed at bridging the nutrient gap in school children but very often the families use MDM as the substitute for home food. This would defeat the potential benefits of MDM in terms of reduction in undernutrition rates. Nutrition education to the children, teachers and parents should emphasize that MDM is an additionality and not a substitute for home food. Nutrition, health and population education need attention right from primary school; School children should be taught the importance of nutrition, need for balanced diet for their growth, personal hygiene and health care. Currently the messages under these get distributed in all chapters in the environmental education Giving a separate page for each of these with appropriate messages in class 1-5 text books will help a lot because authentic message will be read by the teachers, parents and children. Recognizing its importance DWCD has constituted a technical group to consider this and come up with recommendations. Department of School Education may like to take this matter up with NCERT and other concerned agencies. The nutrition and health population capsule may also be introduced in the summer training of all teachers.

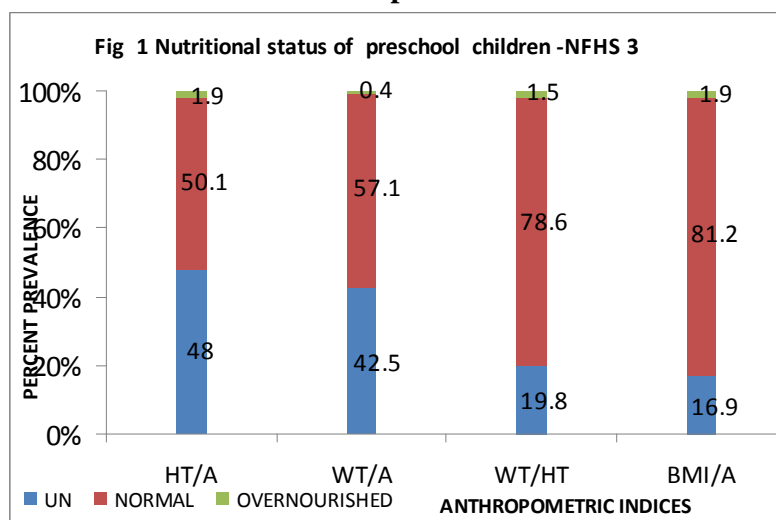
## ii Physical activity

Over the years there has been a steep reduction in the physical activity in all segments of population. Children have shared this reduction in physical activity and the reduction is one of the reasons for the emerging problem of over nutrition. It is important that schools insist on adequate physical activity during the PT period. Children who are overweight should be encouraged to undertake active part in sports.

### 2.3 Assessment of nutritional status and appropriate intervention in school children

**Chart 2.1 : Nutritional status of preschool children**

In India reported underweight rates in children is high because of low dietary intake and nutrient loss due to infections. Analysis of data from the NFHS 3 on prevalence of undernutrition using WHO standards (2006) is given in Fig 1. Nearly half the Indian children are stunted and underweight. But majority of children had appropriate weight for their height and when weight for height is calculated most children have appropriate weight for their height (they are underweight because they are short).

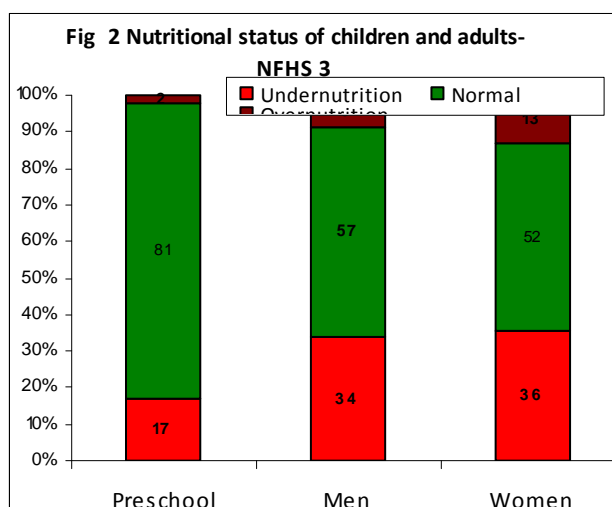


Low BMI for age is seen only in 17% of preschool children; prevalence of overnutrition is about 2 %.

Clearly India has entered the dual nutrition burden era; while undernutrition remains a major problem, overnutrition is emerging as a problem right from childhood especially among the urban affluent.

In view of the global dual nutrition burden problem WHO has brought out the revised growth standards for children (2006,2007) and has suggested that all countries especially countries with high stunting rates, should use BMI for age ( $\text{weight/height}^2$  for age) as the index for assessment for nutritional status in children. India has adopted the WHO growth standards in 2007. Using BMI as criterion prevalence of undernutrition in preschool children and adults were computed from the NFHS -3 data (Fig 2). Prevalence of under

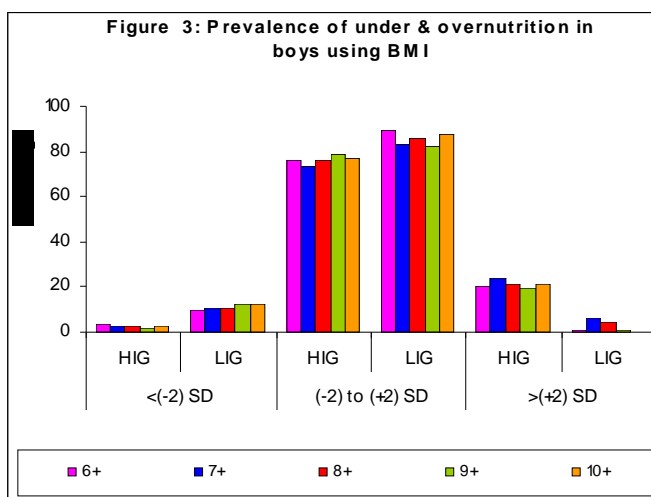
**Chart 2.2 : Nutritional status – NFHS 3**



nutrition in adults is double of that in preschool children and over nutrition was 4-6 fold

higher in adults, suggesting that there might be a progressive increase in both under and over nutrition during school age. Data from several studies have confirmed that about 20%-40% of school children from the low income group are undernourished (low BMI for age) and about 20%-30% of urban school children from affluent sections are overnourished (high BMI for age) Chart - 2.3.

**Chart 2.3 : Prevalence of under & over nutrition in boys**



It is imperative to ensure height and weight of all school children are measured and BMI computed. The BMI for age charts can be made available to school and based on these children who are wasted and children who are obese for their height and age can be identified. As a part of the MDM school children who are undernourished can be given double portion of food if they are from food insecure families and are having low dietary intake. If the children are

suffering from infections they may be referred to hospital or school health system. These simple feasible interventions can play an important role in reducing under nutrition and preventing further stunting in school children. Overnourished children should be encouraged to be more physically active and play games. Monitoring their weight once in three months can provide useful information on progress.

#### 2.4 Improving micronutrient nutritional status of children through MDM

Ample data exist to indicate that anaemia affects over 3/4<sup>th</sup> of the school children. Anaemia is mainly due to low intake of iron and folic acid. Numerous studies have demonstrated that improving vegetable intake and use of iron fortified iodised salt are two sustainable and affordable methods of improving iron and folic acid intake of the population and improving their Hb levels. MDM guidelines envisage vegetables will be provided as a part of MDM and that DFS will be used for preparing the MDM but so far these guidelines have not been operationalised .

Under School Health Programme iron and folic acid tablets are being provided to school children Primary school children are being provided 30 mg of iron and folic acid and Upper primary children get adult dose of iron and folic acid (composition- 100 mg iron and 50 micro gm of folic acid). Weekly , bi weekly and daily regimens exist but these are not scaled up .It is imperative that these are operationalised throughout the country during the 12 th plan period.

## 2.5 Recommendations of members on different aspects of MDM

Local nutritious foods should be incorporated in the menu with emphasis on green vegetables. This can help establish good food habits as children are more likely to eat or try new foods amongst peers than at home. There should be variety in the menu, and should be made appealing to the children. School gardens should be promoted. Teachers and children should be involved in taking care of the gardens. The grown vegetables/ fruits can be included in the meals.

Ministry of Women and child Development informed that 43 field units of the Food and Nutrition Board who are providing nutrition education training to teachers of the schools; they also help the teachers with development of the recipes for MDM. These centres also monitor BMI of the children through regular weight and height recording. This is essential to track the physical growth and development of the children.

Frontline MDM workers, teachers, VECs, PRIs should be oriented on nutrition, hygiene and sanitation. The cook and helper should be made aware of such practices so that food is prepared under safe & hygienic conditions. SHG or NGO involved should also be trained for the recommended recipes, An understanding has to be created that the meal provided to children is not simply a ‘feeding process’ but aims at improving the nutritional status of the children and increasing school attendance, both allowing quality development of the child.

Promotion of health cards under school health program. The children should be regularly weighed and height should be measured. The weight and height should also be mentioned in the academic report cards to update the parents. Colour grading may be used for this to communicate whether the child has lost or gain weight.

The weight and height measurement of each child along with BMI be recorded on the school health card. The BMI may be measured at least quarterly to watch up growth of the child. The children passes through a spurt of growth in their life wherein the length bone density and body mass along with hormonal development is very active stage. Thus a special attention is to be focused for these children. They should be advised not to eat junk food, junk drinks, locally available drinks, but they may use milk, butter milk and lassie which are more nutritious. The children should be taught about personal hygiene, environmental sanitation, washing of hands after and before meal, safe sanitation, washing of hands after and before meal, safe sanitation, perform physical activities in form of participations in various games being practiced in the region.

Care has to be taken that quality and food safety are not compromised. Parent groups, PRIs may be involved. Regular monitoring has to be done, the samples may be sent to accredited laboratories for analysis. Appropriate measures should be taken in case of violation of norms

### A. Summary of Recommendations

- i) The current level of the MDM supplements provided are appropriate for the primary and upper primary schools.



- ii) Currently secondary school children are not provided MDM .Data on actual intake and the RDA indicate that the gap between the requirement and actual intake are highest in adolescents. Adolescence is the period of growth spurt and if all their nutrient requirements are met , their growth will continue without constraints .In view of this it was recommended that secondary school children should also receive MDM.
- iii) It is essential that the children and the parents are given nutrition education, so that MDM is not taken as a substitute for home food but as an addition to the food provided by the family.
- iv) Green leafy Vegetables should be added in the MDM.
- v) MDM price index should be revisited and revised annually.
- vi) Food and Nutrition Board should be roped in to provide training of teachers and cook cum helpers.
- vii) Every month the MDM and Health department staff should visit at least 1-3 schools for monitoring of MDM.
- viii) Training of cook cum Helper is required.
- ix) Awareness generation of the nutrition aspect is essential.
- x) Regular monitoring for food safety has to be done, the samples may be sent to accredited laboratories for analysis
- xi) The children should be regularly weighed and height should be measured. Appropriate provision of balance and height measuring tapes and growth charts have to be made during the 12<sup>th</sup> Plan period. Those who are found to be too thin should receive appropriate counseling and if poverty and food insecurity at household is the is the major factor attempts may be made to provide an extra helping from MDM to the child. If over nourished, advice regarding increasing physical activity at home and at school should be provided
- xii) School health should be universal and school health card for the 5-18 year should be provided to all children. This could be a joint HRD and H&FW activity At least once in an year Hb estimation should be done and those with moderate and severe anaemia a should be treated. Checking for refractory errors and their correction should receive due attention.

## **2.6 Coverage of Private Unaided Schools in SC / ST and Minority areas under Mid Day Meal Scheme**

The National Programme of Mid Day Meal in Schools (NP-MDMS) presently covers all children studying in Classes I-VIII in Government, Government Aided and Local Body, National Child Labour Project Schools, Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE) centres including Madarsas and Maqtabas supported under SSA.

### **i. Background**

In recent times, requests for bringing privately managed unaided educational institutions in tribal areas, including unaided minority institutions under the ambit of Mid-Day Meal Scheme have been received from various quarters. Several tribal representatives have been raising issues in various forums like Parliamentary Standing Committees that the Scheme

should also be extended to tribal areas and unaided schools under the Scheme of SSA. Accordingly, a Review Committee, was set up in July 2009 with following terms & conditions:

- a) to examine the suggestions with regard to coverage of students studying in privately managed unaided schools with focus on Tribal areas and minorities under the ambit of Mid Day Meal Scheme
- b) to estimate financial and other implications of such coverage/extension; and
- c) to ascertain whether State Governments/UT Administrations are agreeable to the extension of MDM Scheme to privately managed unaided recognized schools and share the cost.

## **ii. Rationale**

The Committee first examined the rationale of extending the benefit to the children in the private schools.

- a) As has been seen in the report of the committee on Nutrition in the previous chapter, Using BMI as criterion prevalence of under nutrition in preschool children and adults were computed from the NFHS -3 data (Fig 2). Prevalence of under nutrition in adults is double of that in preschool children and over nutrition was 4-6 fold higher in adults, suggesting that there might be a progressive increase in both under and over nutrition during school age. Data from several studies has confirmed that about 20%-40% of school children from the low income group are undernourished (low BMI for age) and about 20%-30% of urban school children from affluent sections are overnourished. As a part of the MDM school children who are undernourished can be given double portion of food if they are from food insecure families and are having low dietary intake. If the children are suffering from infections they may be referred to hospital or school health system.
- b) There are several philanthropic educational institutions in tribal areas which do not charge any fees or charge only nominal fees for imparting education. Children studying in such schools deserve Mid Day Meal. Now, under the provision of RTE Act, which has become enforceable from 1.4.2010, all private unrecognized schools which were functioning on 1.4.2010 will have to be either recognized within a period of three years or closed down.
- c) The Chattisgarh Government submitted that in the rural tribal areas the schools are run by some Christian Missionaries and also by reputed philanthropic Institutions like the Rama Krishna Mission, providing education to the poor tribals. They are making repeated requests for extending MDM Scheme in the private non-aided schools in those areas. Therefore, the state government is in favour of the proposal for extending MDMS to such areas.



- d) Jharkhand also showed its willingness to extend MDM Scheme to all recognized private schools in Tribal areas. They were against any fee based criteria as it may be discriminatory and difficult to implement.
- e) Once MDM is provided in these schools there is a possibility that, micronutrients will also be provided to these children and they are covered under the much needed school health programme.

### iii. Suggestions for coverage

The DISE Data 2008-09 shows that during 2008-09, 13.43 crore children in primary and 5.33 crore children in upper primary were enrolled. Out of this 3.48 crore children in primary and 1.96 crore children in upper primary were enrolled in privately managed schools. Thus if the MDM were to be extended to all privately managed schools, then it will have to cater to the needs of 5.44 crore additional children. After implementation of RTE Act, enrolment and attendance is expected to increase for which further additional resources would be required.

This will raise the programme costs by 33%, which may not be available in a situation of resource crunch. Moreover there may be administrative and monitoring issues in covering all the private schools.

There was an agreement that all private schools need not be covered under the Mid Day Meal Scheme. To focus on the most deprived sections, the Committee compiled information on number of privately recognized unaided schools and number of children studying there, on the basis of DISE 2009-10, in the identified high focus 69 Schedule Caste, 109 Scheduled Tribe and 121 minority dominated .

### iv. Financial implications

The financial implications of extending the MDMS to such students was worked out on the basis of the following norms:

**Table 2.4 : Cooking cost (as revised rates from 01-04-2011)**

Stage	Total Cost per meal	Centre-State sharing			
		Non-NER States (75:25)		NER States (90:10)	
		Centre	State	Centre	State
Pry.	Rs. 2.89	Rs. 2.17	Rs. 0.72	Rs. 2.60	Rs. 0.29
U. Pry.	Rs. 4.33	Rs. 3.25	Rs. 1.08	Rs. 3.90	Rs. 0.43

#### ii) Transportation Assistance

Transportation assistance in the 11 Special Category States (viz. Assam, Arunachal Pradesh, Himachal Pradesh, Jammu & Kashmir, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Uttarakhand and Tripura has been calculated at PDS rates which ranges from Rs. 98 to Rs.397 and other states at Rs.75/- per quintal.

**iii) Honorarium**

Honorarium of Rs. 1000 per month has been calculated for cook-cum- helper. The calculation has been done on the presumption that there is a requirement of 2 cooks-cum-helpers as per the norm laid down by the department. This is to be shared with NER states on 90:10 basis and in Non-NER States on 75:25 basis.

**iv) Kitchen-cum-Store**

Cost of construction of kitchen-cum-store on the basis of State Schedule of Rates under non recurring expenditure, has been calculated @ Rs. 1.20 lakh per kitchen shed( average of rates submitted by various sates). This is to be shared with NER states on 90:10 basis and in Non-NER States on 75:25 basis.

**v) Basis of cost calculation**

The current experience shows that the enrolment to MDM coverage ratio is between 75-80%. Therefore, in addition to calculating the total cost, the cost has also been worked out on the basis of 77% coverage to get an idea of the real cost.

The cost shows only the central share; which implies that the State contribution for cooking as well as honorarium to the Cook-cum-helpers; and kitchen sheds would be additional.

The detailed costing can be seen in Table – 2.5 on the following page:



The report of the committee was presented to the Sub Group on MDMS, who unanimously felt that the MDMS should be extended to children studying in private schools in a phased manner. In the first phase it could be extended to the private schools in the tribal dominated districts; followed by the SC dominated districts and thereafter in the minority dominated districts.

## 2.7 Extension of Mid Day Meal Scheme to preprimary Classes in elementary schools

Under Mid-Day Meal Scheme, children studying in classes I-VIII in Govt., Govt. aided, Local body, NCLP schools, EGS and AIE centers and Madarsa/Maqtabs supported under SSA are being covered. Some of the States/UTs viz. Assam, A& N Islands, Jammu & Kashmir, Lakshadweep, Meghalaya, Nagaland, and Orissa have represented that in their States/UTs some of the children of age group of 3-6 yrs. are studying in pre-primary classes which are functional within the premises of Primary schools where mid-day meal is being served. In this scenario, it is unjust to not to provide mid day meal to the children of pre primary classes, when the older children are eating mid day meal. Therefore, they have requested coverage of these pre primary children under mid day meal scheme. The details as provided by the States/UTs are given in the table 2.6 below:

**Table 2.6 Children in pre-primary Classes in elementary schools**

Sl. No.	State/UT	No. of children (Tentative)
1	A& N Islands	1,200
2	Assam	90,000
3	J&K	30,000
4	Lakshadweep	1,100
5	Meghalaya	65,000
6	Nagaland	60,000
7	Odisha	1,00,000
<b>Total</b>		<b>3,47,300</b>

The existing per day per child weighted cost per meal is around Rs. 5.34 at existing primary school norms for MDMS. Therefore, the financial implications to cover these pre primary children at the primary norms is worked at Rs. 40.88 crores (3,48,000 children x 220 working days x Rs. 5.34).

## 2.8 Extension of Mid Day Meal Scheme to Class IX and X

Rashtriya Madhyamik Shiksha Abhiyan (RMSA) has been launched in March 2009 to universalize secondary education by 2017 i.e. by the end of 12<sup>th</sup> Five Year Plan and universal retention by 2020.

The State Government of Andhra Pradesh, Karnataka, Tamilnadu, Puducherry and Lakshadweep are providing Mid Day Meal to the children of classes IX and X from the State resources. Many States/UTs are requesting for the extension of Mid Day Meal Scheme to

children of Class IX and X. The National Advisory Council has also suggested for inclusion of children studying in class IX and Xth under Mid Day Meal Scheme.

Ministry of Women and Child Development has launched a scheme in 2010 called Rajiv Gandhi Scheme for Empowerment of Adolescent Girls -SABLA in the age group of 11 to 18 years by improving their nutritional and health status etc. The scheme also aims to mainstream out of school girls into formal education or non formal education. It has been argued that as the children of IX and X class fall within this age group, their nutritional requirements can also be met through introduction of Mid Day Meal in these classes.

The Chairman of the subgroup mentioned that the gap between the requirements and the intake is highest in the adolescent girls and boys. This is the period of adolescent growth spurt and providing adequate energy intake is essential for optimal growth during growth spurt.

**Table 2.7: Computed energy requirements, actual current intake and gap**

Group	Mean wt NNMB	Req for mean wt	Actual intake	Gap
1 – 3 y	10.5	840	714	-126
4 – 6 y	14.6	1095	978	-117
7 – 9 y	19.7	1379	1230	-149
<b>Boys</b>				
10 - 12 y	26.6	1729	1473	-256
13 – 15 y	36.8	2208	1645	-563
16 – 17 y	45.7	2514	1913	-601
<b>Girls</b>				
10 – 12 y	26.7	1469	1384	-85
13 – 15 y	36.9	2030	1566	-464
16 – 17 y	42.6	2130	1630	-500

Viewed in this context the extension of the MDM for the upper primary school children is an appropriate step. It may be suitable to extend MDM to the secondary school also.

This will also encourage the children in this age group to complete high school. Furthermore, many States have represented that in schools with children up to class 10 it is very difficult to give MDM up to class 8 and not to the children in classes 9 and 10. As a result in many of the schools in West Bengal the MDM is not served at all.

Therefore, if the goal of Rashtriya Madhyamik Shiksha Abhiyan (RMSA), launched in March 2009 to universalize secondary education by 2017 i.e. by the end of 12<sup>th</sup> Five Year Plan and universal retention by 2020, is to be achieved the Sub Group has recommended to extend Mid Day Meal Scheme to the children of secondary classes studying in Govt., Govt. Aided and Local Bodies secondary schools during the 12th Plan.

## 2.9 Financial implications of the recommendations of the sub committee on Nutrition

### A. Revision of Cooking Cost based on MDM price index:

Anaemia affects over 3/4<sup>th</sup> of the school children; this is mainly due to low intake of iron and folic acid. Numerous studies have demonstrated that improving vegetable intake and use of iron fortified iodised salt are two sustainable and affordable methods of improving iron and folic acid intake of the population and improving their Hb levels. MDM guidelines envisage vegetables will be provided as a part of MDM; however in view of the increasing cost of vegetables, the sub group recommended the need for a price index exclusively for mid day meal based on the items of the MDM basket. The Ministry may take help of Ministry of Labour and employment to develop price index for MDM. The financial implication is calculated at the current rate of 7.5% increase per year. The details of funds requirement for cooking cost for 12<sup>th</sup> plan is given in Table 2.8 as under:

**Table 2.8 Requirement of funds for Cooking Cost**

(Rs. in Crore)

Year	Stages				
	Primary/Up. Prry/NCLP	Secondary	Pvt. Unaided (SC-P+UP)	Pvt. Unaided (ST-P+UP)	Total
2012-13	6730	1819	148	189	8886
2013-14	7329	2072	161	206	9768
2014-15	7995	2360	176	225	10756
2015-16	8722	2694	192	246	11854
2016-17	9513	3066	210	268	13057
<b>Total</b>	<b>40289</b>	<b>12011</b>	<b>887</b>	<b>1134</b>	<b>54321</b>

### B. Financial implications of extending MDMS to children in private schools in identified areas.

**Table 2.9 Financial Implications of the four options. (in lacs of rupees)**

S.No	Category	Recurring Costs	Non-Recurring Costs	Total Cost for 77% enrolment	Total Cost for 100% enrolment
1	Scheduled Tribe dominant Districts (25% and above)	25182.12	16634.4	36452.07	42293.82
2	Scheduled Caste dominant Districts (25% and above)	32132.51	19785.25	45024.15	51917.76
3	Prime Minister's Special focus Minority Districts	58935.03	42218.2	88653.95	101153.23
4	All Above three categories after adjusting for overlapping districts (SC,ST and Minority)	116263.45	78637.85	170143.95	194901.30

**C Financial implications of extension of Mid Day Meal Scheme to preprimary Classes in elementary schools Rs 40.88 crores**

**D. Financial implications of extension of MDM to secondary schools**

**Table 2.10 Financial implications of extension of MDM to secondary schools (Rs. in crore)**

<b>Year</b>	<b>Fund requirement</b>		<b>Total</b>
	<b>Recurring</b>	<b>Non Recurring</b>	
2012-13	3,145	398	3,543
2013-14	3,601	315	3,916
2014-15	4,040	293	4,333
2015-16	4,608	0	4,608
2016-17	5,123	0	5,123
<b>Total</b>	<b>20,517</b>	<b>1,006</b>	<b>21,523</b>

## Chapter 3

### Social Accountability and Grievance Redressal Mechanisms for Mid Day Meal Scheme

#### 3.1 Introduction

The term social accountability refers to a set of actions through which citizens directly participate in government processes to hold the government accountable. There is a wide range of actions through which this is achieved. These include participatory budgeting, social audits, public expenditure tracking, and so forth. In the last decade the notion of social accountability has gained significant ground. This is due to a growing recognition in governments across the world that social accountability can contribute to improved governance, increased development effectiveness through better service delivery, and importantly, lead to citizen empowerment.

#### 3.2 Social accountability through service delivery program design

Social accountability is a product of two things working together: an informed and mobilized citizenry and an institutional delivery mechanism with a credible system of rewards and sanctions (in other words grievance redressal) that can respond to demands made through citizen participation. Policy makers have a very crucial role to play in ensuring social accountability by making sure that schemes and programs are designed such that citizen participation is possible and grievance redressal effective. There are three guiding principles to designing a scheme or program that can facilitate social accountability:

##### i. Information

Information is the bedrock of social accountability. For citizens to effectively participate and hold government to account, they first need to know what to expect from their government, and what service quality levels are in practice, so that they can judge the performance for themselves and demand appropriate action. Specifically, citizens must have information on their rights and entitlements and roles and responsibilities of service providers in delivering on these entitlements. Information provided must be relevant (disaggregated to the right level), regular (provided in 'real' time or updated at regular intervals) and reliable (appropriate quality checks).

##### ii. Mobilization

Social accountability is about citizens' directly participating in making accountability demands on the government. This kind of participation, however, does not happen



automatically. Significant time and effort is required to build citizen capacity and mobilize citizens to come forth and participate in such action.

Community mobilization and capacity building is therefore crucial to successful social accountability efforts. When designing schemes and programs, policy makers must ensure that capacity building inputs are incorporated into program guidelines. This should include details on:

- Clear time-lines for when training sessions are to be organized,
- Who is to organize them, and the key areas the training modules must cover.

### **iii. Follow up/ Grievance Redressal (GR)**

For citizen action to emerge and sustain, citizens need to have the confidence in the government that the grievances emerging from their use of the social accountability tool will be followed up and acted upon by the government. Creating an effective GR system requires that the programs develop the institutional capacity to receive, enquire in to and respond to complaints. An effective grievance redressal system requires that an institutional system have the following characteristics:

- a. Clearly defined and delegated roles and responsibilities across the implementation chain so that actions (and outcomes) can be linked to specific official positions
- b. Smooth management procedures so that relevant officials are equipped with the tools (funds and functionaries) to perform their roles and responsibilities
- c. Clear norms for follow up and response

This note draws on these three principles of social accountability to provide recommendations for strengthening accountability and grievance redressal in Mid Day Meals.

### **3.3 Designing a grievance redressal system for Mid Day Meals (MDM)**

The first step to setting up an effective grievance redressal system is to understand the nature of grievances that can be experienced by different stakeholders in the implementation of MDM. These include:

- Service Provider (NGO/ SHG/ Corporate bodies/ SMC/ HM ( in the case of school management committee or head master run kitchen )
- Students
- Parent/s
- teachers
- Employees (cooks, helpers)
- Grain lifters (those who lift grain from FCI/ FPS and transport it to the school to the Schools)
- Government employees/ Service providers for MDM
- General Public

Each of these stakeholders could experience different kinds of problems with MDM. These include:

### **Service Providers**

- Delay in payment
- Bad quality rice
- Harassment from officials

#### **a. Students and Parents**

- Quality and quantity of food given
- Irregularity in time of supply
- Lack of hygiene
- Corruption

#### **b. Employees**

- Non payment of wages on time
- Delays in fund flow

#### **c. Grain lifters**

- Humiliating conduct of FCI officials
- Irregularity in supply leading to problems at school level
- Corruption

#### **d. Govt. employees**

- Lack of role clarity
- Fund flow delays

#### **e. General Public**

- Kitchens placing excess demand on water and drainage infrastructure
- Lack of hygiene
- Blocking roads during loading of food and unloading of grain
- Corruption

An effective grievance redressal system must be able to address both the range of stakeholders involved in implementing MDM as well as the different nature of grievances experienced. The first step in developing an effective grievance redressal system is to develop a comprehensive understanding of the nature of problems experienced in the implementation of MDM by different stakeholders and the current mechanisms they use to address these problems. For this a comprehensive study needs to be undertaken that maps the implementation of MDM and identifies the nature of grievances experienced by stakeholders.

### **3.4 Components of an effective grievance redressal mechanism for MDMS**

The issue is approached from the perspective of the citizens point of view. The design proposed is embedded in the principles of social accountability described above.

## **i. Information - Awareness Campaigns for citizens**

The first step to ensuring effective access to information is building citizen awareness. Unless citizens are aware of their rights and entitlements, they will be unable to articulate their specific information demands for monitoring schemes. To strengthen awareness of entitlements under the MDM scheme, funds will be allocated for developing innovative awareness campaigns under the 12th Five Year Plan for:

- Initiating media campaigns through tie-ups with local newspapers and cable networks to run regular advertisements on the MDM (MHRD has in partnership with unicef started a very effective campaign advertising the Right To Education a similar campaign could be initiated for MDM).
- Using mobile phone IVRS technology to send voice recorded messages about key entitlements under the MDM. To do this GOI and interested state governments could partner with mobile service providers to undertake such campaigns as part of their Corporate Social Responsibility (CSR) agendas

## **ii. Citizen access to information about the implementation of MDM**

For citizens to effectively monitor MDM, they need to have access to key registers where MDM related information is recorded at the school level. These registers should be made available for public inspection at the school. The registers are:

- Financial Register (and register that details honorarium paid to MDM cook cum helper)
- Pass Book/ Cash Book and
- Physical (Stock) Register

Schools could organize an ‘inspection’ day when the HM’s voluntarily make these registers available in the school premises. This idea has been experimented with in some Gram Panchayats for NREGA registers. But for these registers to be useful, they need to be regularly updated. To ensure regular updation, MDM officials must inspect these registers to check whether or not they have been updated during their inspection visits.

In addition to making registers available for inspection all relevant information on MDM must be proactively disclosed by schools. The Right to Education (RTE) mandates that all schools have a display board in a publicly visible place with information on MDM (along with other aspects of school education). MDM officials must monitor this provision and ensure that it is implemented. All display boards must have the following information regarding MDM:

- Date on which monthly funds – cooking cost-were received in the school bank account,
- Grain stock at the start and end of the month and
- Actual monthly expenditure

It should be the duty of MDM officials to monitor the availability and content of the display board during their inspection visits. Once a real time MIS for MDM is put in place (as has been initiated by the MDM bureau), MDM officials (and any interested NGO) can cross verify information recorded in the MIS with that placed on the display boards. In the event of a discrepancy, MDM officials must conduct an inquiry and identify the source of discrepancy.

In addition, to making information available through display boards and the website, steps also need to be taken to encourage citizens to engage with the information provided especially in areas where illiteracy rates are high. To facilitate this it must be made mandatory that summary data on MDM activities including stock availability, cooking cost and expenditure, bank balance, total number of meals provided and total attendance for the month MUST be read out by the Headmaster during the monthly SMC meeting. If the state has a functional MIS or a IVRS like monitoring system, then a monthly print out of data recorded in the MIS/IVRS system must be read out at the meetings. In case an NGO is responsible for delivering information, it should be made mandatory for NGO functionaries to participate in these meetings and report on MDM provision for the month.

### **iii. Information on roles and responsibilities for citizens and officials**

For accountability to be ensured, citizens (and officials) must be able to affix responsibility on specific implementing authorities. The first step to doing this is making information on roles and responsibilities of officials available to the public. It should be mandatory for state governments to develop a detailed citizen charter at the school, block and district level detailing the specific roles and responsibilities of all key MDM officials. This charter should include information on:

- Roles and responsibilities of the civil supplies department in delivering food stock and grains to the school
- Fund flow and grain procurement processes
- Process for identifying NGOs (in case of delivery through NGOs)
- Monitoring systems (key officials responsible for monitoring and follow up action)

In keeping with section 4 of the Right to Information Act (RTI) these citizen charters must be put on public display at relevant offices. In addition, these charters must be made available on the MDM portal.

### **iv. Information on management processes and fund flows for officials**

For officials to be able to effectively monitor MDM, identify and fix bottlenecks in implementation, they need to have real time information on fund flows and grain movement. A real time MIS system need to be put in place that can capture these processes. Steps need to be taken to ensure that MIS data is regularly shared with MDM implementing officials in monthly meetings.

## **3.5 Community mobilization**

## i. Capacity Building

The RTE, through its mandate to create SMC's provides an important platform through which to mobilize community participation in monitoring MDM. To leverage this platform, a comprehensive capacity building module must be developed in partnership with SSA. The capacity building module must be provided to ALL executive committee members of the SMC on a bi-annual basis. It might be useful to organize separate MDM training sessions outside of the regular SMC sessions. Training session must be undertaken at the cluster level and each training session must not have more than 20 SMC members being trained at any one time. Key areas covered during the capacity building sessions must include:

- Implementation and management procedures for MDM (roles and responsibilities, fund flow system, procurement process).
- Awareness about citizen charters and key information provided in them
- Key entitlements under MDM
- Developing a monitoring strategy for MDM. This should includes:
  - How to read and understand key MDM registers (financial, physical verification registers, bank account pass book and cash book)
  - How to read attendance registers and match attendance registers with MDM registers
  - How to read and understand transparency boards
  - How to develop a monitoring strategy (For instance, SMC members could be encouraged to identify MDM monitors in the SMC, create monitoring sheets that the monitor can fill up after monitoring visits, consolidate monitoring sheets and read them out during the SMC meeting)
- Grievance redressal. This should include a module on how to register a complaint and how to use mechanisms like RTI to monitor progress on the complaint.

Given the scale of the task, it is necessary to create a separate post of a community mobilizer or MDM resource person (similar to the Block resource person for SSA) tasked with developing a training schedule; connect with SSA to ensure MDM trainings are dovetailed in to SSA trainings and potentially liaisioning with local NGOs and resource persons to engage in the training process.

In addition, to classroom trainings, steps can be taken to use technology to provide 'real time' support to SMC members. This can be done by setting up a centralized call center or help line with a toll free number in to which SMC members can call in with specific queries. To provide local support to the SMC, the community mobilizer/resource person can initiate a campaign to identify and train volunteers (educated youth in the village) volunteers in every school to provide support to the SMC.

In addition to training SMC members, MDM departments could develop links with Rural Development and Panchayati Raj departments (RDPR) at the state level and introduce an MDM training module in the Panchayat trainings that are undertaken by RDPR departments.

## **ii. Auditing MDM**

During the SMC monthly meeting, the SMC should prepare an ‘audit’ report on MDM. This report should cover the following:

- Total expenditures incurred during the month
- Number of meals served vs attendance
- Quality of food grain
- Any other grievance

These reports should then be submitted to the block level community mobilizer and BEO (and MDM official if any) who should be made responsible for consolidating the findings from these reports in to a monthly audit report. The audit report should then be forwarded to the district level for initiating action and monitoring follow up.

## **iii. MDM Panchayat/School innovation fund**

Apart from traditional methods of MDM capacity building, States should be encouraged to develop their own state specific innovations to engage communities and develop a community stake in MDM. One way of incentivizing innovative capacity building efforts could be through the creation of a Panchayat/ school innovation fund (this has been tried out in many schemes like sanitation where the department of rural sanitation started the Nirmal Gram Puruskar) for states and Panchayats. To access this innovation fund, SMCs/ Panchayats could be encouraged to develop their own menu’s (keeping in mind the nutrition requirements) and a prize could be awarded to the most innovative menu. Other prizes could include awards for transparency measures and awards to SMCs for effective monitoring.

## **iv. Citizen involvement in monitoring and evaluating MDM outcomes**

Capacity building for process monitoring is only one side of the community mobilization coin. In addition citizen should and must be engaged in gathering evidence to monitor the outcomes of MDM. Currently, MDM has a 2% MME budget which is used to engage research institutions in studying the implementation and evaluating the outcomes of MDM. While engaging technical experts is necessary, some portion of this money should be kept aside to engage NGOs and other groups that can draw on youth from district colleges to collect data on MDM functioning and develop reports. NGOs like Accountability Initiative (through the PAISA project) and ASER Centre have undertaken such exercises with great success.

## **3.6 Follow Up and Grievance Redressal**

For a GR system to be effective, it must have the following elements:

- A space for people to place their complaints
- Clearly defined norms and responsibilities for monitoring and follow up

## **i. Complaint Registration**

A special complaints cell must be created at the Panchayat and block level for SMC members/ parents to register their complaints. The cell should be able to receive complaints either via sms/ mobile phone; anonymously through a complaint box or directly. In the case of verbal complaints, it will be incumbent on the recipient authority to convert the verbal complaint in to a written complaint. In addition, complaints should be registered through the MDM MIS portal. No matter what the method of registration, all complaints should be digitized and uploaded on to the MIS portal within 24 hours of being registered. Upon registration of the complaint, a receipt will be issued to the complainant with the date on which the complaint has been registered. It is important to note that this complaint system while primarily for citizens should also be made available for service providers (HM's, helpers and cooks and others) to lodge any complaints or problems that they may be facing in the implementation of MDM such as delays in fund receipt, food grain related procurement problems and delays, problems with NGO (if NGO is delivering MDM).

## **ii Norms and responsibilities for complaint resolution and follow up**

Once registered, complaint resolution norms (through a government rules) must be developed. These should include a specific timeline (7 days for complaints that can be resolved at the Panchayat and block level and 15 days for complaints that require district intervention) in which the complaint will be resolved, norms for penalty on errant officials, the key officials responsible for resolving the complaint and norms for follow up by district and state officials.

As mentioned earlier, a strong accountability regime requires that roles and responsibilities are clearly articulated so that accountabilities can be enforced on specific officials. MDM (like most schemes in India) is characterized by multiple actors each responsible to different departments and with differing lines of authority and accountability. For instance, the teachers and HMs (who procure the food supplies and are responsible for serving food) are accountable to the state education departments; grain is provided through the PDS network which is responsible to the civil supplies department and so on. Thus if grievances have to be enforced, the redressal authority must be able to co-ordinate with these different departments and officials to ensure that action is taken. The first step to ensuring this is to set up a grievance redressal is to activate the district level task force<sup>1</sup> and entrust them with the responsibility of monitoring and following up on action taken on complaints reported. To facilitate the district task force, a special post of a district level vigilance officer (DVO) must be created to monitor action taken based on complaints received. All details on action taken must be recorded in the MDM MIS portal and data on the speed and nature of response should be made publicly available through the MIS.

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<sup>1</sup> Under the guidelines of the National Program of Nutritional Support, a district level steering cum monitoring committee under the district collector has been set up which includes officials from the civil supplies department, education department and social welfare department.

### iii District Level Ombudsman

Under the MGNREGA, every district has appointed a district level Ombudsman to address MGNREGA related grievances. Steps should be taken to converge the MDM grievance redressal arbitration with the MGNREGA Ombudsman by broadening the scope of the Ombudsman to address MDM related grievances. The Ombudsman should be responsible for undertaking enquires into cases of corruption and leakage in the delivery of MDM. The district task force should forward all corruption cases to the ombudsman. In addition, citizens (including officials) could register complaints with the ombudsman's office directly.

### 3.7 Financial implications of social audit

Table 3.1 Financial Implications of social audit

(Rs. in crore)						
S.no	Year	No. of districts covered	No. of schools to be covered	Frequency of Social audit/year	Cost of social audit /school	Fund required
1	2012-13	2	40*	1	Rs.2000/-	0.008
2	2013-14	160	25000	1		5.00
3	2014-15	320	50000	1		10.00
4	2015-16	640	100000	1		20.00
5	2016-17	640	150000	1		30.00
	<b>TOTAL</b>		<b>325040</b>			<b>65</b>

*\*pilot basis*



## Chapter 4

### Capacity Building and Training

MDMS is said to be the largest school feeding programme in the world. It is a flagship programme of Government of India. The programme has many functionaries involved at different levels. In the context of the increasing responsibilities given to them in implementing a range of activities under the scheme, it is important that the requisite training and capacity building programmes are designed, modules are developed and trainings are imparted to all functionaries at different levels.

#### 4.1 Need for capacity building

In a programme of the size and magnitude such as MDMS there are bound to be a number of operational problems despite the fact that States have definitely moved towards better management and also have added more variety and value to the meal. At the National Level, there has been no input in capacity building; there are no Training Manuals having detailed Modules for MDM.

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

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

Self Help Groups and Cook cum Helpers (CCH) are the hub of the MDMS. Majority of them come from the deprived sections of the society where they have very limited information about nutrition, cooking process, health and hygiene, preparation of raw grains and vegetables, recipes, serving skills, time management, maintenance of stock and cash registers etc.

There is inadequate involvement of grass root level structures and elected local bodies like parental community, SMC, PRI etc. Their roles and functions have not been delineated properly. It is in this context, an exercise of activity mapping becomes important in identifying and delegating functions & responsibilities to these bodies. This exercise deserves due weightage in the planning process.

In view of the limited number of capacity building activities to involve the various stake holders it is essential that capacity building programmes have to be introduced for:

- Preparation of hygienic and wholesome meal is contingent upon the knowledge & skills of these staff regarding cleanliness & hygiene etc. On the contrary, these staffs are not being provided adequate orientation on issues relating to health, hygiene & cleanliness. It is also equally important for them to know how to handle cooking gas/kerosene, wherever in use.
- Similarly, there is ample scope of orientation of teachers on critical issues relating to equity, inculcation of good habits and discipline among children.
- There is a need to develop detailed training Modules on 'HOW TO MONITOR MDM', this includes training in using tracking tools, training Information.
- Core MDM vigilance must be set up as part of the SMC and separate detailed capacity building sessions must be conducted on MDM including use of tracking tools.
- Building community ownership: Involving community /SMC in designing menus at the GP level.
- There is a need to give training to ALL SMC members .The focus of the Training should be on how MDM is delivered (Including financial entitlements , Procurement processes etc.)

It is imperative to focus on development of massive training and capacity building programme at every level of the agencies involved

## **4.2 The objectives of capacity building**

- a. To ensure safety and address nutritional and quality needs.
- b. To identify and handle production and quality challenges.
- c. To orient MDMS officials working at different levels to enable them to perform with a better understanding of the purpose of MDMS
- d. To motivate the community leaders to participate as well as conduct social audit for MDMS both scientifically and regularly
- e. To educate the key stakeholders regarding hygiene and sanitation practices to be followed.
- f. To develop understanding among those engaged in MDMS the full range of issues (the why, when and how) involved in delivering nutritious cooked meals to more than 120 million children by paying attention on the essential building blocks of a community welfare scheme
- g. To meet training needs to suit local requirements.
- h. To prepare a trained cadre from National to village level by training trainers
- i. To evolve standard operating practices including food and employee safety parameters.

## **4.3 Kinds of Training programmes**

Different types of Training has to be conducted which are area specific; Urban areas; Rural areas; Tribal areas and Distress areas. After conducting about three to six courses there should be a thorough review after a few training programmes; together with the feedback obtained from the field stations (food production model kitchens) the courses should be redesigned.

The capacity building of stake holders takes place on an individual level, an institutional level and the societal level.

The Capacity-building on an *individual level* requires the development of conditions that allow individual participants to build and enhance existing knowledge and skills. It also calls for the establishment of conditions that will allow individuals to engage in the “process of learning and adapting to change” Capacity building must be used to develop public administrators that are responsive and accountable

Capacity building on an *institutional level* should involve aiding institutions supporting them in forming sound policies, organizational structures, and effective methods of management and revenue control.

Capacity building at the *societal level* should support the establishment of a more “interactive public administration that learns equally from its actions and from feedback it receives from the population at large.”

i The following training programmes are proposed initially as training for trainers.

- a) Senior Officials
- b) Middle level officers
- c) Officials of NGOs
- d) Food safety auditors
- e) Monitors and Vigilance staff
- f) Office Bearers of Panchayat / SMC/community leaders

- a. Senior Officials; The training for senior officials will concentrate on the philosophy of MDMS; issues of nutrition; management issues, logistic issues; Financial management; MIS, social accountability and Grievance Redressal Management. The participants would include officials of the national and the state Governments.
- b. Middle level officials; The training for middle level officials at the district level will concentrate on the philosophy of MDMS; issues of nutrition; managerial issues at the district level, logistic issues; Financial management; MIS, social accountability and Grievance Redressal Management. The training will focus on the district level issues. The participants would include officials at the district and the block level including district collector and District Education Officer as well as the block level officer who will then orient the Head Master and NGOs actually involved with the delivery of the programme.
- c. Management/ Officials of NGO/SHGs: The training will focus on the officials of NGOs /SHGs accredited to operate decentralized school based kitchen sheds and micro/ medium enterprises. The experience of successful NGOs will be used as case studies

- d. Food safety auditors – these will be graduates / students of Home Science Colleges/ Food Craft training Institutes; specially deployed to ensure food safety and create greater awareness on the issue amongst the field level workers
- e. Monitors and Vigilance staff – these will be Young school graduates/respected village elders living in the village. The training will focus on social audit mechanisms to enable them to exercise local oversight over the scheme
- f. Office bearers of Panchayat / Community leaders. The training will focus on social audit mechanisms to enable them to exercise local oversight over the scheme. It will also encourage them to contribute to the MDMS through kitchen gardens; local donations and so on.

In addition it is proposed to build the capacity of women cooks; kitchen supervisors as well SMC members for enabling them to set up decentralized school shed based kitchens. In addition to the initial training, mechanisms will be created for hand holding and problem solving support on an ongoing basis.

#### **4.4 Campaigns**

While all forms of Mass Communication are required the focus will be on Kala Jatha and Co-Scholastic studies. Kalajathas are traveling caravans of artists performing in villages, street corners etc. using simple art forms including street theatre, folk songs, traditional theatre and so on. As an illustration, Bharat Gyan Vigyan Samiti organized a massive nationwide Kalajatha campaign in 1990 for generating demand and creating environment for Literacy. The campaign covered more than 300 districts of the country. The pre-jatha activities energize the village and prepare the village to receive the Jatha. Similarly, use of theater, music, painting and other forms should be encouraged in schools as part of, the co-scholastic studies to promote the campaign issues amongst the students and teachers.

The target groups for these campaigns will be community, students, school authorities and workers at various levels. The campaign will focus on the following issues:

- MDMS as an entitlement
- Awareness regarding issues of malnutrition.
- Hand washing
- Hygienic practices and concerns
- Community participation and involvement

The success and failure of the above – training, capacity building and campaigns hinges on there being effective feedback from the field. The trainers must have hands on knowledge and experience of ground reality. This is possible only if the Training and Research wing designs, operates (in collaboration with a state agency) food production model kitchens to reflect the problems of different socio economic and agro climatic regions.

The model kitchens will act as demonstration centres for field level training as well as;

- a. Evaluate alternative location specific policy options.
- b. Menu Planning
- c. Local procurement and linkages with local farmers.
- d. Adapting management principles to local conditions
- e. Trans-creating campaign material
- f. Create women's empowerment
- g. Establish food safety standards

The Management of the Model Kitchens-cum-Training Centers will be with the state government through an identified local agency like School management Committee, Home Science Colleges, credible local NGOs, Panchayats, The funds for the same will be made available by the GOI through MDMS.

#### **4.5 Expected outcomes**

- a. Greater awareness of the importance of MDMS among the stakeholders right from the grass root to national level.
- b. The trained officials will contribute for the effective implementation and monitoring of the programme with better understanding of issues and how to face challenges.
- c. Better implementation of the programme with greater sustainability through local and administrative support.
- d. Capacity building of cooks and helpers will add to development of skills (menu planning, hygiene conditions and cooking practices) which will reflect in cooking and serving of the meals.
- e. Community will play a constructive role in implementation of the scheme by will be enhanced participation and involvement there by adding quality to the programme.
- f. Regular sensitization workshops in the state, district and at the school level will bring change and yield meaningful fruits as regards success of the MDMS.
- g. It will provide good role models of different components of MDM that may be replicated.

#### **4.6 Recommendations**

- a. Area specific two Model Kitchens-cum-Training Centres in each State for imparting training to officials / stakeholders of MDMS may be set up in the first year of the 12<sup>th</sup> Plan. During the 12<sup>th</sup> Plan the target should be to set up at least 500 Model Kitchen-cum-Training Centres in the country.
- b. Training of Trainers (ToTs) for all blocks @ 4 trainers each bloc. These Master trainers will in turn train the other personnel involved in MDMS.
- c. Involvement of Home Science Department of Universities in MDMS.
- d. Involvement of SCERTs and DIETs in MDMS.
- e. Refresher training courses may be arranged periodically for the trained personnel.

- f. The expenditure for training and capacity building may be met from MME allocation of the scheme.
- g. Sufficient funds may be earmarked for campaign on awareness, content and entitlement etc.
- h. Women from the disadvantaged groups should be engaged as cook-cum-helpers.
- i. Course contents for training courses would be designed as per requirements of capacity building.

#### **4.7 Financial implications of the proposals on capacity building**

**Table: 4.1 Requirement of funds for training and capacity building**

<b>Year</b>	<b>Requirement of funds (<i>Rs. in Crore</i>)</b>
2012-13	181.00
2013-14	181.00
2014-15	181.00
2015-16	181.00
2016-17	181.00
<b>Total</b>	<b>905</b>

## Chapter 5

### Role of NGOs in MDM Scheme

#### 5.1 MDM Guidelines 2006

The MDM Guidelines 2006 provide for the association of voluntary organization in the programme for supply of hot cooked mid day meal and provision of resource support viz. training and capacity building, monitoring and evaluation and research. The voluntary agencies shall not discriminate in any manner on the basis of religion, caste, creed and should not use programme for propagation of any religious practice. The voluntary organization should be registered under the Society Registration Act or a Public Trust Act and should have been in existence for a minimum period of 2 years; will undertake supply responsibility on no profit basis; it will abide by the parameters of MDM Scheme and willing to work with PRIs/ Local Bodies. It shall also furnish annual report along with Auditors statement of accounts.

The MDM Guidelines also mentioned that Community participation is key to the successful implementation of the Mid Day Meal Scheme as it ensures effective monitoring at the local level and also generates a sense of ownership of the programme in the community.

The Public Accounts Committee in its 9<sup>th</sup> Report 2009-10 on C & AG Performance Audit - 13 directed that the selected NGOs/Private partners should have a strong local and grassroots presence in the States where they operate and should also be fully conversant with local needs and culture. In order to meet the above-mentioned criteria, the Ministry and State Governments should discourage the tendency of outside agencies undertaking such tasks and maintain that Voluntary Organizations/NGOs deliver the required results from the local perspective. The Committee is also of the view that the Ministry should undertake periodic assessments of the performance of such Voluntary Organisations. NGOs in order to satisfy themselves that the scheme is being implemented in the intended spirit, complying with the prescribed procedure laid down for the purpose.

In the light of the fact that the Government plays a pivotal role in the funding and implementation of the scheme, the Committee would like to emphasize that monetary grants, if required to be provided should be made available only to good, reputed and functional Voluntary Organizations/NGOs which comply with all the directives of the Government and fulfill all the parameters laid down by the Ministry. The Committee also feels that concerted efforts should be made by Ministry to raise the bar for entry of NGOs in the programme and

their performance constantly monitored in order to check misuse of public funds that may take place in the guise of Public Private Partnership.

In pursuance of the above direction of PAC, MDM Guidelines were further revised on 8<sup>th</sup> September 2010 to ensure greater accountability from the NGOs.

## **5.2 Revised guidelines for NGOs**

As per revised guidelines, that Mid Day Meal is cooked locally in the school premises either through Self Help Groups or through the personnel engaged by the School Management Committee constituted under the Right of Children to Free and Compulsory Education Act, 2009 or any other equivalent Committee responsible for implementing the scheme. However, for urban areas, where there is a space constraint for setting up school kitchens in individual schools, the Guidelines provide that a Centralized Kitchen could be set up for a cluster of schools where cooking can take place and the cooked hot meal may be transported under hygienic conditions through reliable transport systems to various schools. Operation of these Centralized Kitchens may be entrusted to reputed NGOs under the PPP model. It would be advisable to select NGOs with a local presence and familiarity with the needs and culture of the State. As the quality and quantity of meals supplied to a large number of children receiving MDM from Centralized Kitchens depends upon the commitment and ability of the NGOs, it is important that such NGOs are selected carefully and their performance is evaluated regularly.

The revised guidelines also prescribed that NGOs should

- i) Have a properly constituted Managing/Governing Body with its powers and duties clearly defined in its constitution.
- ii) Name of all office bearers involved in the establishment and management of such organizations should be disclosed along with their roles and responsibilities in the organization. If any of the office bearers holds a public office, then details of that office should also be mentioned specifically.
- iii) A contract/MOU between the NGO and the local authority responsible for engaging the NGOs shall be signed to define the liabilities of the parties and the consequence of non performance of their parts. It should also include a stringent mechanism to check and supervise the quality and quantity of meal supplied by the NGO to the children.
- iv) The performance of such NGOs engaged in serving MDM to children should be assessed every year through a credible system of evaluation. Renewal of MOU with an NGO for the next year should depend on its performance being found satisfactory in the current year.



But these guidelines for involvement of NGOs do not mention anything about the contributions/ donations being collected from domestic/international donors by Voluntary Organizations for serving mid day meal to the children.

Some of the NGOs are covering schools located in far of places from the centralized kitchens and it takes considerable time to deliver the mid day meal to the schools. Since these NGOs cater to a large number of schools, the preparation of food starts early in the morning and the food gets stale by the time it is delivered to the schools as a result some complaints have been received from these schools, served by NGOs.

The objective of the mid day meal scheme is not only to serve hot cooked meal to the children but also to provide opportunities to involve communities in the implementation, supervision and monitoring of the scheme. After revision of the scheme in 2009, about 26 lakh cook cum helpers are engaged by the States/UTs to prepare and serve the meal to the children of elementary schools. The scheme has added to the gainful employment opportunities for disadvantaged groups of the society. It is also relevant to mention the association of voluntary organizations with the mid day meal scheme particularly in rural areas has adversely affected these employment opportunities for the cook cum helpers.

It is relevant to mention the observation of various field visits that community participation and involvement is almost negligible in most of the schools where mid day meal is supplied by NGOs.

### **5.3 Recommendations** The Sub Group recommended that:

- I. NGOs may be engaged for schools located only in urban areas where there is limited or no space for construction of kitchen cum store.
- II. Centralized kitchen should be locally situated to prevent delays in reaching cooked food to the schools.
- III. Voluntary Organizations getting donations either locally or from international bodies/Governments should share the information on the source and amount of such donations and give undertaking that these donations are actually utilized for serving Mid Day Meal to the children i.e the fulfillment of the purpose for which such donations have been raised/collected.
- IV. The possibilities for support from Public Sector Undertakings/Multi National Companies etc under Corporate Social Responsibility (CSR) for MDM Scheme should be explored.



## Chapter 6

### Management, Monitoring and Supervision of the Scheme

#### 6.1 Existing Monitoring Structure under Mid Day Meal Scheme

The Department of School Education and Literacy, Ministry of Human Resource Development has prescribed a comprehensive and elaborate mechanism for monitoring and supervision of the Mid Day Meal Scheme. The monitoring mechanism includes the following:

- a **Arrangements for local level monitoring:** Representatives of Gram Panchayats/ Gram Sabhas, members of School Management Committees, Village Education Committees, Parent Teacher Associations, as well as Mothers' Committees are required to monitor on daily basis the (i) regularity and wholesomeness of the mid day meal served to children, (ii) cleanliness in cooking and serving of the mid day meal, (iii) timeliness in procurement of good quality ingredients, fuel, etc, (iv) implementation of varied menu, (v) Engagement of cook-cum-helpers as per norms, (vi) payment of honorarium to cook-cum-helpers, (vii) social and gender equity.
- b **Display of Information:** In order to ensure transparency and accountability, all schools and centres where the programme is being implemented are required to display the following information at a visible place in the campus for the notice of the general public:
  - i. Quantity of food grains received, date of receipt.
  - ii. Quantity of food grains utilized
  - iii. Other ingredients purchased, utilized
  - iv. Number of children given mid day meal.
  - v. Daily Menu
  - vi. Roster of Community Members for supervision and monitoring.
- c **Block level Committee:** A broad based Steering-cum-Monitoring Committee monitors the implementation of the Mid Day Meal Scheme at the block level.
- d **Inspections by State Government Officers:** Officers of the State Government/ UTs belonging to the Departments of Revenue, Rural Development, Education and other related sectors, such as Women and Child Development, Food, Health etc. are also required to inspect schools and centres where the programme is being implemented. It has been recommended that 25% of primary schools/ EGS & AIE

centres are visited every quarter.

- e **District level Committee:** Besides a Steering-cum-Monitoring Committee for monitoring the MDM scheme at district level, the States/UTs have been directed to constitute a District Level Committee to monitor the implementation of SSA as well as MDM programmes in the districts.
- f **Periodic Returns:** The State Government/ UT is also required to submit periodic returns to the Department of School Education and Literacy, GOI to provide information on (i) coverage of children and institutions, (ii) number of school days (iii) Progress in utilization of central assistance (iv) availability of necessary infrastructure in schools, (v) any untoward incident etc.,
- g **Monitoring by Institutions of Social Science Research:** Forty Institutions of Social Science Research, identified for monitoring the Sarva Shiksha Abhiyan, are also entrusted with the task of monitoring the mid day meal scheme. They submit bi-annual reports to the national as well as the state government.
- h **Grievance Redressal:** In most of the States and Union Territories, mechanism for public grievance redressal, are put in place for accountability of the services provided under the Scheme.
- i **State level:** States and UT Administrations also required to set up a Steering-cum-Monitoring Committee at the State level to oversee the implementation of the Scheme. States / UTs have deployed independent institutions for the evaluation of the Scheme.
- j **National level:** At Centre level Government of India monitors the Scheme through a National Level Steering-cum-Monitoring Committee (NSMC), Programme Approval Board (PAB) under the Chairpersonship of Secretary(SE&L). Regional and State level review meetings are also held to monitor and iron out State / UT specific issues relating to implementation of the programme. The General Council and Executive Council of the National Mission for Sarva Shiksha Abhiyan also review Mid Day Meal Scheme.
- k The **Review Mission** consisting of representatives of Ministry of HRD, representative of State Government, UNICEF and Office of Supreme Court Commissioner visited 8-10 schools of two districts each of Andhra Pradesh, Assam, Bihar, Gujarat, and Uttar Pradesh during 2009-10, and 2010-11 to see the actual implementation of the Scheme at ground level. The report prepared by the Mission was shared with these States for taking corrective measure on the deficiencies reported in the implementation of the Scheme and sending action taken note on the report.

The Review Mission will visit 8 States viz. Kerala, Madhya Pradesh, Maharashtra, Manipur, Odisha, Tamilnadu, Uttarakhand, and West Bengal during 2011-12.

## 6.2 Recommendations

The Sub Group recommended that department has to take appropriate action on the following:

- i) Home Science Department of different Universities may be engaged for training and monitoring of the Scheme
- ii) Field units of Food & Nutrition Board of Ministry of Women and Child Development may be engaged for monitoring of the quality of the meal and other aspects of the Scheme.
- iii) Food Inspectors, Department of Health may be engaged for collecting the samples from the school to test the quality of the food and other nutritional parameters.
- iv) Research & Evaluation Studies should be carried out on different aspect of the Scheme.
- v) Consultants of different disciplines may be engaged at various levels for effective supervision and monitoring of the Scheme.

### 6.3 Financial implications of the proposals on strengthening of MME

The MME component is the most essential component of the MDM Scheme as it not only helps in the successful implementation of the Scheme by means of managing and monitoring but also enables the system to enhance the effectiveness of the scheme. The State Education Minister's conference held on 7<sup>th</sup> June 2011, has also recommended revision of the MME rate from the existing rate of 2%.

It provides a vision for the future – the future of the MDM Scheme – as well as indirectly, the future of the millions of children, the ultimate beneficiaries who constitute the future generation of the nation. The Sub Group on Mid Day Meal Scheme for 12<sup>th</sup> Plan has strongly recommended to strengthen the weakest part of the Scheme i.e. monitoring mechanism and revise the component by 2 times of existing rate on the lines adopted by a similar Scheme (SSA) of the Department of School Education & Literacy, for the school children in the 12<sup>th</sup> Plan. Strengthening of monitoring system not only help in smooth implementation of the Scheme but also ensure the outreach of the Scheme to the intended beneficiaries. The financial implications of the proposed revision in the MME during 12<sup>th</sup> plan for Management, Monitoring and Supervision is given in table 7 below:

**Table: 6.1 Requirement of funds for MME**

<b>Year</b>	<b>Requirement of funds(Rs. in Crore)</b>
2012-13	416.00
2013-14	478.00
2014-15	680.00
2015-16	772.00
2016-17	823.00
<b>Total</b>	<b>3,169.00</b>

## Chapter 7

### Web Based Management Information System integrated with Interactive Voice Response System

#### 7.1 Current Status and Challenges

This Scheme is unique in that there is involvement of multiple stakeholders who work on daily basis for successful implementation. Obviously this requires planning, logistics and controls so that there are streamlined processes of information collection.

Most of the information flow involved in the planning for the Mid Day Meal Scheme is done on papers/manually. This involves in the requisition and allocation of food grains. The status on daily reporting also is mostly manual and involves paper work and compilation of data from various sources.

The daily reporting on the implementation of the Scheme is also manual and is done as follows:

- MDM attendance register has been kept at the School Level. The Head Master/Authorized Teacher would fill up the number of students getting the Mid-Day Meal every day in the register.
- The data provided by the schools is compiled at Block Level and further at District Level
- The district office submits the district-wise data to the state level MDM Directorate of respective state.
- In some of the states, Nodal Agencies, for Mid-Day Meal Program, have deployed monitoring system in different ways using wide range of technologies which is not available in a unique format for the central government.

#### I. The challenges in the currently used systems are as follows:

The collection of manual information pertaining to planning and procurement is prone to issues pertaining to repetition of data entry, reconciliation issues and delays in the processing of the documents. The key issues being:

- There is a significant time lag in getting the data of a School at the State Level leaving scope for data manipulation/distortion at a later time.
- Exceptional reports are not available for parameters, like number of Schools where no meals were provided with reasons thereon, number of schools where only a small percentage of enrolled students are getting mid day meals, etc.. If these reports are

made available to appropriate authorities in time so as to initiate further necessary interventions

- Physical Inspections are being done on a random basis. The objective of inspections could be served better through timely exceptional reports with opt information thereon.

## **7.2 Objectives of an ICT solution & the Scope**

The National Programme of Mid-Day Meals in Schools covers approximately 11.74 crore children (Primary State: 8.24 crore, Upper Primary Stage: 3.50 crore), Studying in Classes I-VIII in Government (including Local Body) and Government Aided Schools and the Centers run under Education Guarantee Scheme (EGS) and Alternative & Innovating Education (AIE). Obviously, a programme of this size, magnitude and complexity which touches the lives of millions across the country needs an efficient ICT based intervention for better monitoring and implementation.

Since the project activities are very diverse and carried out at geographically dispersed areas across the country, the tracking and monitoring of day today activities becomes a difficult task. To facilitate this tracking, it is envisaged to implement an ICT Solution that will provide various interfaces to different users for capturing, collating and analyzing the data related to the project. The ICT solution should be developed to plan, deliver, track and monitor the essential components of MID-Day Meal scheme at various levels on day to day basis. ICT can provide help on:

- A. Procurement & Planning
- B. Reporting & MIS
- C. Controls, Social Audit and Grievance Redressal
- D. Financial & Stock Management in School

### **A. Procurement & Planning**

To ensure that fair average quality-grains are provided, there is a process by which the Food Grains are made available to the Schools. The key steps of the process are as follows:

- i) Step 1 : The Panchayati Raj Department after collecting information from the districts
- ii) Step 2 : The PR Department sends the state's requirements of food grain to the Food Ministry of the Government of India by 31<sup>st</sup> January each year.
- iii) Step 3 : The Food Ministry allocates the food grain to the States
- iv) Step 4 : The State is informed about the allocation
- v) Step 5 : The State informs the District about their entitlement of food grains
- vi) Step 6 : Food grains are lifted before the commencement of every month.
- vii) Step 7 : Food grain accounting is done at each Stage in the supply chain

Most of the information is currently done on a manual basis with no computerization. There is a significant amount of effort made in maintaining the accounting for Food

Grains, which could be avoided if there is a workflow based solution. However given that it involves multiple entities who would have to use in case the computerization is carried a significant amount of effort has to be made in the area of capacity building, training and security of the system.

## **B. Reporting & MIS**

Reporting the consumption of food grains and delivery of MDM scheme is a daily exercise which involves more than 12.63 lakhs schools. The challenge is compounded by the fact that the computerization in the schools is inadequate. The key steps which are currently used are as follows :

- i) Step 1: MDM attendance register has been kept at the School Level. The Head Master/Authorized Teacher would fill up the number of students getting the Mid-Day Meal every day in the register.
- ii) Step 2: The data provided by the schools is compiled at Block Level and further at District Level
- iii) Step 3: The district office submits the district-wise data to the state level MDM Directorate of respective state.
- iv) Step 4: In some of the states, Nodal Agencies, for Mid-Day Meal Program, have deployed monitoring system in different ways using wide range of technologies which is not available in an unique format for the central government.

Again, most of the information is currently done on a manual basis with no computerization. There is a significant amount of effort made in maintaining the accounts in the School post delivery of MDM Scheme and the compilation of information at various levels, which could be avoided if there is a automated solution.

## **C. Controls, Social Audit and Grievance Redressal**

Currently given the manual system, high number of schools and daily transactions, there is a need to use ICT solution to strengthen the controls and provide transparency in the delivery of the Scheme. The key stakeholders and their different issues (which may or may not require Social Audit) are as follows :

- a) **Service Providers**
  - Delay in payment
  - Bad quality rice
  - Harassment from officials
- b) **Students and Parents**
  - Quality and quantity of food given
  - Irregularity in time of supply
  - Lack of hygiene
  - Corruption



- c) **Employees**
  - Non payment of wages on time
  - Delays in fund flow
  
- d) **Grain lifters**
  - Humiliating conduct of FCI officials
  - Irregularity in supply leading to problems at school level
  - Corruption
  
- e) **Govt. employees**
  - Lack of role clarity
  - Fund flow delays
  
- f) **General Public**
  - Kitchens placing excess demand on water and drainage infrastructure
  - Lack of hygiene
  - Blocking roads during loading of food and unloading of grain
  - Corruption
  
- g) **Food Safety Auditors**

An ICT solution should be able to provide transparency to general public and abovementioned stakeholders and allows comparison of reports available in public domain with the ground realities. It will also help in grievance redressal.

#### **D. Financial & Stock Management in School**

Finally, the ICT solution should also enable the Schools in managing the Scheme at a School level. Currently the following information if computerized, would help the School Management and the State Governments in dealing with day-to-day issues :

- i) Financial Register (and register that details honorarium paid to MDM cook cum helper)
- ii) Pass Book/ Cash Book and
- iii) Physical (Stock) Register

It is also important to note that The Right to Education (RTE) mandates that all schools should display in a publicly visible place with information on MDM (along with other aspects of school education). MDM officials must monitor this provision and ensure that it is implemented. The public visibility should be around the following:

- i) Date on which monthly funds – cooking cost-were received in the school ban account,

- ii) Grain stock at the start and end of the month and
- iii) Actual monthly expenditure

Hence this information should also be available on public domain.

### 7.3 ICT Solution: MIS System for MDMS

The need for using ICT based system for tracking and monitoring of Mid-day Meal scheme components has been emphasized in the Guidelines of Mid-Day Meal Scheme and also has been highlighted in the National steering cum Monitoring Committee meetings.

#### i Components of the MIS System for MDM

##### Public interface

The objective to develop an ICT Solution on Mid Day Meal Scheme comprising Public Interface and to build a web-based application for the automation of Mid day Meal Scheme is to keep track of fund allocation, fund utilization, monitoring of regularity in meal serving, food grains delivery and utilization, cooking cost utilization and infrastructure like kitchen shade progress etc. It would comprise of:

#### ii Web Based Application for Government (G2G/G2C)

The MIS System will be part of a National Portal on Mid Day Meal Scheme with open access for all and to build a **web-based application** for the automation of Mid Day Meal Scheme to plan for the allocation of grains to the schools and to keep track about fund allocation, fund utilization, monitoring of regularity in meal serving and utilization, quality of meals served, food grains delivery and utilization, cooking cost utilization and infrastructure like kitchen shade progress etc.

An interactive secure interface for the officials of the project and other Users to have function and role based information is proposed. It will broadly cover the following areas:

- a. Procurement & Planning
  - Management, Monitoring & Evaluation - Funds allocation and Utilization
- b. Reporting & MIS
  - Generation of the Annual Work Plan and Budget (AWP&B) Reports
  - Physical and Financial indicators for Infrastructure Development
- c. Financial & Stock Management
  - Food-grains allocation, uplifting & Consumption
  - Meals served (School-wise & Day-wise)
  - Transportation Cost Allocation & Utilization
  - Cooking Cost Allocation & Utilization
  - Availability of Cook-cum-Helpers

The key features of the web-based application are Role based authenticated interfaces; capturing, collating and analyzing the data online, track and monitor the project activities online, Suitable timely interventions and interactions through quick decision support system; realistic need based planning from grass root level, accessibility of dynamic real time queries, reports and generation of alerts at various levels, 24 X 7 accessibility and availability of MIS and Information, dashboard view for various stakeholders at National, State, District, School and Panchayat levels and

#### **7.4 Web Portal for Common Public (G2C)**

This portal would serve as strengthening of controls so that the information reported to the Government by the Schools is also available in public domain. This portal would also provide a mechanism to the common public and external stakeholders in submitting their grievances for redressal.

The information under the following below sector will provided is as a G2C interface primarily for the :

##### ***i General Awareness***

General awareness on Administrative Setup of MDM, MDM Scheme, MDM Guidelines, Schools Covered, Who is who of MDM Directorates, NGOs & Coverage of Schools. Schedule of Events, News/e-Notice Board

##### ***ii Social Audit/Strengthening of Controls***

It would be done through daily report on MDM Schemes, Budgetary Allocations, Central & State Assistances Released, Annual Work Plan & Budget, PAB Minutes, Progress Reports, Grievances & Redressal Mechanism, DMU Reports, M & E Reports, Inspection Reports and RTI.

#### **7.5 Mobile SMS & IVRS (for collection of data)**

Given the low level of computerization in the Schools covered under this Scheme, it is proposed to use the latest mobile technology available in capturing the data at various levels for the Monitoring the MDM Scheme. Some States have already implemented data capture through mobile SMS for collecting very basic information i.e food grains lifting details and send alert through email or SMS on different point of time during the monitoring of critical indicators.

Further this solution can be supported through IVRS Technology which can be used for the following:

- for getting information on number of beneficiaries by making direct calls to teachers as already being carried out in Uttar Pradesh.

- integrates mobile telephony with Information Technology for generating voice calls for timely transfer of Mid-Day Meal data from schools across India for a real time monitoring and brings the system in public audit for transparent governance.

In order to scale this up at national level, a cloud telephony based IVRS System Integrated Information System (IIS) for MDM can be created to capture the information across approx. 12 lakh schools in India within a span of 3 Hours on daily basis and publish the analytics reports on internet and on fax on real time basis at all the State/Districts/Block Level offices. This information can be shared through SMS as well as Social Media interfaces.

This solution can further be integrated with other web based ICT solution for monitoring, capturing and alert.

#### **7.5.1 Integration with Aadhaar numbers**

As by the 12<sup>th</sup> Plan, Aadhaar numbers will be available, it is proposed to strengthen the controls for the delivery of MDM scheme through the use of Unique ID Program of the Government of India (UID) by integrating with MIS. This would enable the Government to ensure that the MDM scheme benefits the targeted group of students.

#### **7.5.2 Call Centre**

A toll free number will be provided by setting up Helpline/Cell center to enable the general public and the stakeholders to seek assistance in redressal of their grievances relating to implementation Mid Day Meal Programme in the state funded/aided Primary & Upper Primary School.

#### **7.5.3 RFID Tags**

Use of RFID Tags and GPS: RFID tags and GPS can be used for tracking and monitoring of the lifting of foodgrains.

#### **7.5.6 Social Networking Tools:**

Social Media like Facebook, Twitter etc should be used as additional channels of dissemination of information. The macro data from the dashboard can be shared through these tools from better monitoring and supervision.

### **7.6 Next steps**

The step wise sequencing of various activities are as follows:

## A. Details of proposed Activities

- Technical feasibility (based on the sizing, availability of the required ICT infrastructure) of the solution proposed in this report
- Overall design of the Proof of concept
- Roll out the management information system (MIS) that will track overall performance, forecast requirements and track performance efficiently.
- Implementation Roadmap (including prioritization of the ICT deployed) of the various technologies / solution proposed in this report
- Roll-out Strategy (including the selection methodology of the service providers for the solutions suggested)
- Responsibilities amongst various stakeholders (including ICT procurement, Capacity Building, Training, SLA monitoring, Grievance redressal etc.)

## B. Overall design & testing of the Proof of concept

## C. Bid Process Management & Selection of the Agency(ies)

## D. Implementation & Go-Live

A PMU would be constituted by taking resources from a professional consulting agency to have a dedicated team to manage the implementation of the project.

The Sub Group recommended that robust MIS integrating with IVRS should be developed to capture the relevant information on real time basis for effective monitoring of the scheme as per the time schedule given in Result Framework Document (RFD).

### 7.7. Financial implications of the proposal on web based MIS integration with IVRS

**Table 7.1 Requirement of funds for proposed web based MIS integration with IVRS**

<b>Year</b>	<b>Total (Rs. in Crore)</b>
2012-13	25.00
2013-14	25.00
2014-15	25.00
2015-16	25.00
2016-17	25.00
<b>Total</b>	<b>125.00</b>

## Chapter 8

### Other components and overall financial implications of MDMS during the 12th Plan.

#### 8.1 Solar Cooking for Mid day Meals in the 12th Plan

Currently only about 20% of the schools have gas based cooking. In the remaining 80% schools wood, coal as well as cattle dung is used for cooking, which is not environment friendly, apart from being a health hazard. Even the cooking gas is quite expensive. Therefore it is proposed to shift to solar cooking in a phased manner. The DISE data shows that 56% of the schools have less than 100 children. It is proposed to cover 5,00,000 such schools during the 12<sup>th</sup> five year plan in co-ordination with the Ministry of New and Renewable Energy.

The Ministry of New and Renewable Energy Sources has promoted the use of Dish solar cooker of 4 sq. m. size which can cook food for 40 to 50 students. The Dish Solar Cooker is a concentrating type parabolic dish solar cooker with aperture area varying from 1.4 to 4 sq. m. The smaller one is of 1.4 sq. m. area which can cook food for 12 to 15 students. The bigger one of 4 sq. m. area can cook food for 40 to 50 students. Bigger cooker is being proposed for mid day meal schools.

**Chart 8.1 Models of solar cookers**



The tracking of the cooker is manual and thus has to be adjusted in 15 to 20 minutes during cooking time. Bigger cooker has the capacity of delivering power of about 2.5 KW which can

boil 10 to 12 liters of water in half an hour. The temperature achieved at the bottom of the vessel could be around 350 to 400° C which is sufficient for roasting, frying and boiling. The cooker has a thermal efficiency of around 40% and can be used from one hour after sunrise to one hour before sunset on clear days.

Dish solar cooker is being fabricated and promoted in the country by a few manufacturers/suppliers. The cooker can be easily dismantled and assembled by anybody and thus may be nicely packed and transported anywhere in the country. The cooker is user friendly as the place of vessel to be kept for cooking is at a level which is convenient for the people to use.

It can save up to around 40 domestic LPG cylinders/year on full use at small establishments. However, since, it will be used only for single meal in mid day meal schools, the expected savings will be 20 to 25 LPG cylinders.

The brief details of the proposal are tabulated in Table 8.1 below:

**Table 8.1 Solar cooking for MDMS – coverage and implications**

Target	5 lakhs schools with strength varying from 25 to 200 students
Type of solar to be provided	Dish solar cooker of 4 sq. m. size which can cook food for 40 to 50 students
School size	25 to 200 students
No. of cookers in each school	1 to 5 depending on size
No. of schools to be covered	5 lakhs
Average no. of cookers to be provided in each school	2 Nos.
Total no. cookers	10 lakh
Cost of each cooker	Rs. 30,000 appx. including cost towards O & M for 5 years
Total budget required	Rs. 3000 crore
MNRE Subsidy (30%)	Rs. 900 crore
Balance to be borne by HRD Ministry	Rs. 2100 crore
Expected fuel savings	20 to 25 million domestic LPG cylinders per year

The implementation of the programme will be carried out in collaboration with the Solar Energy Corporation of India a PSU of MNRE, who will also ensure regular maintenance.

It may however, be mentioned that the alternative arrangement for cooking on rainy days will be continued to prevent any disruption in the scheme.

## **8.2 Revision of norms of Transportation Assistance**

The Central Government is providing cent per cent Central assistance to all the States / UTs for transportation of foodgrains from FCI depot to school since inception of the Scheme @ Rs. 50 per quintal on reimbursement basis. The transportation assistance was revised and made Rs. 75 per quintal for non-NER States and Rs. 100 per quintal for NER and three hill area States in 2004-05 of 10<sup>th</sup> Plan. The transportation assistance for NER and hilly States was again revised to Rs. 125 per quintal during 2007-08.

The transportation assistance was again revised during 2009-10 on the ground of geographical conditions and demands from the 11 special category States (8 NER States and 3 hilly States viz. Himachal Pradesh, Jammu & Kashmir and Uttarakhand), and was made at par with the PDS rate prevalent in these States during 2009-10 for smooth and regular supply of foodgrains to the schools. Now the transportation assistance is in the range of Rs. 113 to 395 per quintal in these special category States. This has helped a lot to these States to pre-position the foodgrains at school level.

The States like Karnataka, Andhra Pradesh, Maharashtra, West Bengal etc. are persistently raising the demand to revise transportation assistance in their States on the lines of 11 special category States because of the continuous hike in the petrol and diesel prices.

The Sub Group recommended that the transportation assistance needs revision on the basis of prevalent PDS rates for other States/UTs in the 12<sup>th</sup> Plan.

### 8.3 Revision of payment of honorarium to Cook-cum-Helpers

The honorarium to cooks and helpers was paid from the “labour and other administrative charges”, a sub head of the cooking cost, which provides Rs. 0.40 per child per day w.e.f. September, 2004. Thus, the maximum honorarium payable to 2 persons together i.e. the cook and the helper, of a school having 100 children works out to a meager sum of Rs. 880 only (Rs. 0.40 x 22 days x 100 children) in a month. It is worth mentioning that about 56% of the schools have strength of less than 100 children.

During review meetings, State/ UT Governments have been persistently pointing out that due to this inadequate honorarium, it is becoming extremely difficult to engage manpower for cooking the meal. It is germane to note that cooks and helpers engaged under the MDM Scheme are largely from socially and economically disadvantaged sections of society. This meager, rather pitiable honorarium, has adverse effects on implementation of this programme.

In order to ameliorate this condition honorarium of @ Rs. 1000 per cook-cum-helper is being paid for their part time service in schools w.e.f. 1<sup>st</sup> December, 2009. The cost under this component will also be shared between the Centre and the State/UT in the ratio of 75:25 respectively for all States/UTs except North- Eastern States wherein sharing will be in 90:10 ratio.

**Table 8.2 Norm for engagement of cook-cum-helper**

Sl. No.	No. of Students in a school	No. of cook-cum-helper
1	Less than 25	1
2	26-100	2



3	For every addition of upto 100 students	1
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Many of the States / UT Governments have raised the issue of revision of honorarium to cook-cum-helper as per Minimum Wage Act or at par with the Anganwadi workers because the schools are unable to engage cook-cum-helpers against meager honorarium.

The Sub Group has recommended that Ministry of HRD may consider the following enhancement of honorarium within the framework of existing guidelines as the cook-cum-helpers are from disadvantaged groups of the society.

- i) Rs. 1,500 per month per cook-cum-helper during 2013-14 & 2014-15,
- ii) Rs. 2,000 per month per cook-cum-helper during 2015-16 & 2016-17.

The financial implication is calculated for about 27 lakh cook-cum-helpers for primary and upper primary 2.22 lakh cook-cum-helpers for secondary and about 83 thousand for private unaided schools in ST and SC concentrated districts.

#### **8.4 Revision of norms for Kitchen-cum-Store from flat rate to plinth area norm**

The Central Government was providing cent per cent Central assistance to the States / UTs for construction of kitchen-cum-stores at a flat rate of Rs. 60,000 per unit from 2006-07 till 2008-09. The cost of construction of kitchen-cum-store has been revised in 2009-10 and is now decided on the basis of plinth area norm and State Schedule of Rates prevalent in the States on sharing basis at prescribed norms. As per the available information, of 11.32 lakh primary and upper primary schools, 4.68 lakh had already pucca kitchen-cum-store, 109084 kitchen-cum-stores under construction and 301951 kitchen-cum-store is yet to start, 64,969 kitchen-cum-stores constructed through convergence, 29,000 kitchen-cum-stores to be sanctioned during 2011-12, leaving a gap of 1.6 lakh schools to be provided with a kitchen- cum-store.

Till 2010-11 the Central Assistance of Rs. 5962 crore has already been released to States / UTs for construction of 8,79,220 kitchen-cum-stores. Due to paucity of funds Central Government could not release desired amount of funds to the States / UTs for kitchen-cum-stores approved by the Programme Approval Board of the Mid Day Meal Scheme during 2009-10 and 2010-11 also. States / UTs have been advised to construct kitchen-cum-store through convergence with other development programmes. It is relevant to mention that there is an inbuilt provision under Sarva Shiksha Abhiyan to construct kitchen-cum-store in the new schools. As per the mandate of the RTE Act, 2009 all the schools must have all weather buildings by March, 2013. The remaining requirement of 1.60 lakh kitchen-cum-store for primary and upper primary, 74000 for secondary schools and 25,117 for private unaided schools in ST and SC concentrated districts should be provided in the first three years of 12<sup>th</sup> plan. As per the mandate of RTE Act, these kitchen-cum-stores are to be constructed by the end of FY 2012-13.

The Sub Group has expressed its concern about the slow pace of construction of the sanctioned kitchen-cum-stores for which funds have already been made available with the State / UT Governments. The Sub Group desires that the States / UTs should complete the construction of the remaining kitchen-cum-stores immediately because the non availability of kitchen-cum-

stores would either render the mid day meal being cooked in unhygienic conditions or deprive the schools of the limited classrooms / space available with them.

It is also pertinent to mention that this Ministry has not been provided sufficient funds for the construction of kitchen-cum-stores during last three years. There were no funds allocated during 2010-11 for the construction of kitchen-cum-stores. During this financial year only Rs. 508 crore (including Rs. 300 crore for North East which is almost saturated with kitchen-cum-stores) has been allocated. This meager amount is not sufficient to comply with the RTE mandate of creating infrastructure facilities in all schools by 2012-13.

The sub group recommended that the Planning Commission may be requested to provide sufficient funds in the very first year of the 12<sup>th</sup> plan for creation of infrastructure facilities in schools to fulfill the mandates of the RTE Act, 2009.

### **8.5 Revision of norms for Central assistance for kitchen devices**

In the year 2006-07, Central Assistance towards procurement of kitchen devices @ Rs. 5,000/- per unit to the States / UTs was introduced under Mid Day Meal Scheme. It was decided to saturate the schools with kitchen devices in a phased manner over a period of time. Under the existing norms the cost of kitchen devices is fully borne by Government of India. MDM guidelines envisage that the kitchen devices may be replaced in a phased manner and States/UTs administration may incur the expenditure on the items listed in the guidelines.

However, over the past four years there has been a remarkable increase in the cost of consumer items including the kitchen devices. This inflation rate cannot be ignored and procurement of quality kitchen devices by the schools now at the old rate of Rs. 5,000 is almost impossible.

In view of the above reasons and based on the persistent demands from the States / UTs, the procurement cost of kitchen devices is reported to be inadequate, it is proposed to revise from Rs. 5,000/- per school to Rs. 15,000/- per school to enable the States / UTs to procure gas connection with Chulha / Replacement of worn out kitchen devices. With a view to involve the State Government in financial implications of the revised norm, it is also proposed to share the cost of kitchen devices between the Centre and the NER States in the ratio of 90:10 and for other States / UTs in the ratio of 75:25.

So far Central Government has provided Central Assistance of Rs. 565.76 crore to States / UTs for procurement of kitchen devices for 11,31,527 schools till 2010-11. Kitchen devices were procured in 1799 schools through convergence with other schemes. 45382 schools would be provided kitchen devices during 2011-12. There are about 12.17 lakh institutions covered under Mid Day Meal Scheme and eligible for kitchen devices. Of this, 11.31 lakh schools have been already provided funds for kitchen devices leaving a gap of 80,000 schools in primary and upper primary that remained to be covered. 74,000 secondary schools and 25,117 private unaided schools in ST and SC concentrated districts should be provided kitchen devices in the first year of the 12<sup>th</sup> plan.

Any new schools opened under SSA during the XII Plan would also be provided funds for kitchen devices but no estimation for funds is possible at this stage. MDM guidelines envisage that the kitchen devices may be replaced in a phased manner and States/UTs administration may incur the expenditure on the items listed in the guidelines. As per information available

from the States/UTs kitchen devices for 5 lakhs institutions were sanctioned in 2006-07 may require replacement during first half of the 12<sup>th</sup> plan and remaining in phased manner.

The Sub Group recommended that norm for kitchen devices may be revised during the 12<sup>th</sup> Plan.

The financial implications of the above proposals for revision in the existing norms of the scheme during 12<sup>th</sup> plan is given in table 8.2 below:

**Table: 8.3 Requirement of funds revision in the existing norms as well as solar cookers**  
(Rs. in Crore)

Year	Recurring			Non recurring		Total
	Cost of foodgrains	Transportation Assistance	Honorarium to cook-cum-helper	Kitchen-cum-store	Kitchen Devices and solar cookers	
2012-13	2157.00	573.00	2253.00	1318.00	738	7039
2013-14	2208.00	586.00	3380.00	1035.00	726	7935
2014-15	2261.00	600.00	3380.00	652.00	681	7574
2015-16	2316.00	615.00	4506.00	0.00	781	8218
2016-17	2376.00	630.00	4506.00	0.00	744	8256
<b>Total</b>	<b>11318.00</b>	<b>3004.00</b>	<b>18025.00</b>	<b>3005.00</b>	<b>3670</b>	<b>39022</b>

### 8.6 Requirement of funds for drought affected areas

As per MDM guidelines mid day meal is being served to the children of the drought affected areas during summer vacation. The financial implication is calculated on the basis of 20% of the total children is given in table 9 is as under:

**Table: 8.4 Requirement of funds for Drought affected areas**

Year	Requirement of funds (Rs. in Crore)
2012-13	2846.00
2013-14	3273.00
2014-15	3525.00
2015-16	4003.00
2016-17	4268.00
<b>Total</b>	<b>17,915.00</b>

## 8.7 Overall requirement of funds

The overall requirement of funds for 12<sup>th</sup> plan is given as under:

**Table 8.5 : Recurring component**

(Rs. in Crore)

Year	Stages						
	Pre-primary & Primary	Up. Pry	NCLP	Secondary	Pvt. Unaided (P+UP) SC	Pvt. Unaided (P+UP) ST	Total
2012-13	8,410	4,938	57	3,145	271	351	17,172
2013-14	9,769	5,610	54	3,601	303	396	19,733
2014-15	10,398	6,001	52	4,040	326	425	21,243
2015-16	11,865	6,746	50	4,608	363	474	24,106
2016-17	12,500	7,141	47	5,123	385	504	25600
<b>Total</b>	<b>52,942</b>	<b>30,437</b>	<b>259</b>	<b>20,517</b>	<b>1,648</b>	<b>2,150</b>	<b>1,07,954</b>

**Table 8.6 : Non- Recurring components**

(Rs. in Crore)

Year	Stages				
	Primary/Up. Pry/NCLP	Secondary	Pvt. Unaided (SC-P+UP)	Pvt. Unaided (ST-P+UP)	Total
2012-13	1,346	398	142	168	2,055
2013-14	1,446	315	0	0	1,761
2014-15	1,041	293	0	0	1,334
2015-16	781	0	0	0	781
2016-17	744	0	0	0	744
<b>Total</b>	<b>5,359</b>	<b>1,006</b>	<b>142</b>	<b>168</b>	<b>6,675</b>



**Table 8.6: Bifurcation of requirement of funds for the existing components and inclusion of Pvt. Unaided schools and secondary schools**

(Rs. in Crore)

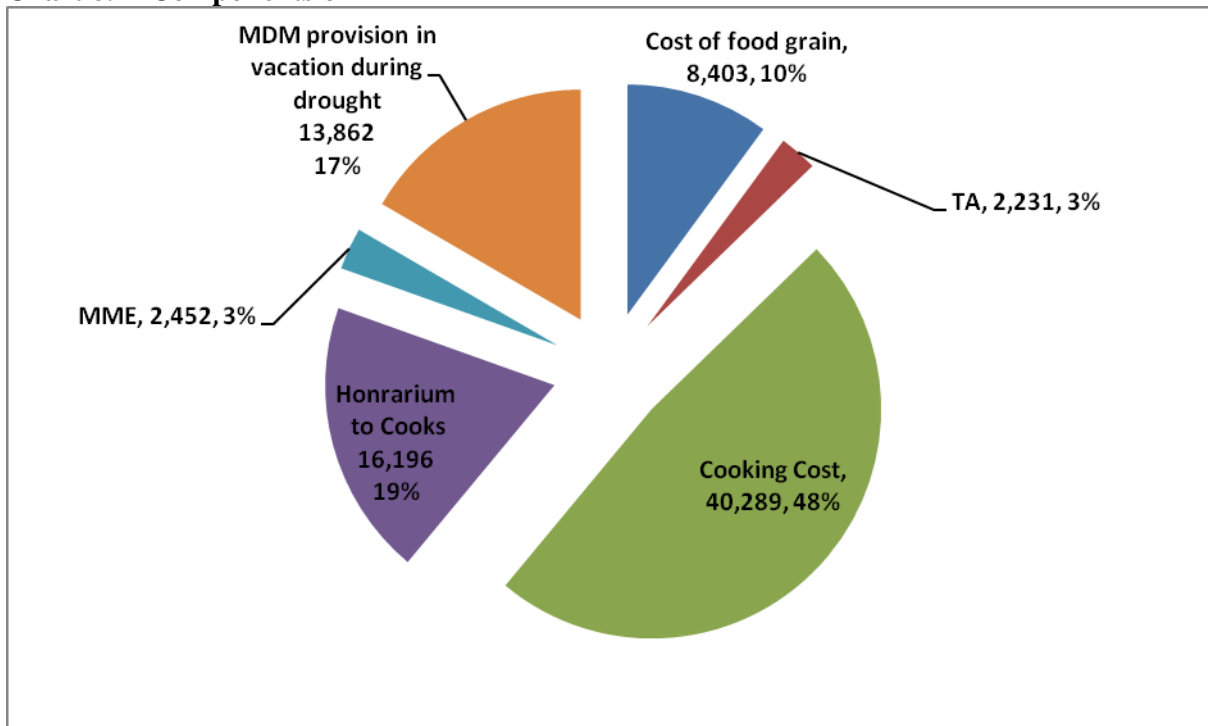
Year	Funds required for existing components	Funds required for inclusion of Pvt. Unaided schools and pre-primary and secondary schools as well as solar cookers	Total
2012-13	14,410	4,816	19,226
2013-14	16,438	5,056	21,494
2014-15	17,052	5,525	22,577
2015-16	18,901	5,986	24,887
2016-17	19,891	6,553	26,444
<b>Total</b>	<b>86,692</b>	<b>27,936</b>	<b>1,14,628</b>

D Component wise and Year-wise details of the physical and financial requirements are as under:

**Table 8.8 Component wise and Year-wise details of financial requirements**

Items	Existing components	Pre-primary and Secondary	Pvt. Unaided (ST)	Pvt. Unaided (SC)	Total
<b>Recurring</b>					
Cost of food grain	8,403	2,514	185	237	11,338
Transportation Assistance	2,231	667	49	63	3,010
Cooking Cost	40,289	12,128	888	1,136	54,440
Honorarium to Cook-cum-helper	16,196	1,345	203	294	18,038
MME	2,452	611	48	63	3,174
Implementation during summer vacation	13,862	3,454	275	358	17,949
Total Recurring	83,433	20,719	1,648	2,150	1,07,949
<b>Non-recurring</b>					
Non recurring	5359	1,006	142	168	6679
<b>Grand Total</b>	<b>88,792</b>	<b>21,725</b>	<b>1,790</b>	<b>2,318</b>	<b>1,14,628</b>

**Chart 8.2 Components on MDM**



**Table 2.5 : Detailed Costing for extending MDMS to children in private schools**

	Scheduled Tribe (25% and above)			Scheduled Caste (25% and above)			PMO's 121 Minority focus districts			Total (SC, ST and Minority focus)			All categories country wide		
	PS	UPS	Total	PS	UPS	Total	PS	UPS	Total	PS	UPS	Total	PS	UPS	Total
Schools	5418	6054	11472	8014	5631	13645	20188	8928	29116	33620	0613	54233	112414	70573	182988
Children	1718542	781330	2499872	2229002	979065	3208067	4557084	1480301	6037385	8504628	3240696	11745324	21958706	8991978	30950684
<b>Recurring cost (Rs in Lakhs)</b>															
Cost of Food grains			3561.53			4617.38			8374.52			16553.43			56826.84
Cooking : Central Share			14548.66			18206.53			33140.24			65895.43			225096.57
Cooking : State Share			4171.13			6066.84			10880.33			21118.3			73627.76
Transportation			703.75			658.78			1181.11			2543.64			8374.86
Honorarium Central Share			1787.55			2073.54			4404.24			8279.79			27896.30
Honorarium State Share			38.68			49.43			106.79			193.96			657.07
MME			370.83			460.01			847.8			1678.90			5727.50
<b>Sub total recurring cost (Rs in Lakhs)</b>															
77% coverage			<b>19817.67</b>			<b>25238.90</b>			<b>46435.75</b>			<b>91506.10</b>			<b>313302.03</b>
100% coverage			<b>25182.12</b>			<b>32132.51</b>			<b>58935.03</b>			<b>116263.45</b>			<b>398206.91</b>
<b>Cost Capital (Rs in Lakhs)</b>															
Kitchen sheds			16060.8			19103.00			40762.4			75926.2			256182.74
Utensils			573.6			682.25			1455.8			2711.65			9149.38
Sub total			16634.4			19785.25			42218.2			78637.85			265332.13
<b>Grand total</b>			<b>42293.82</b>			<b>51917.76</b>			<b>101153.23</b>			<b>194901.30</b>			<b>663539.03</b>
<b>Total estimated cost (Rs in crore)</b>															
77% coverage			<b>364.52</b>			<b>450.24</b>			<b>866.54</b>			<b>1701.44</b>			<b>5786.41</b>
100% coverage			<b>422.94</b>			<b>519.18</b>			<b>1011.53</b>			<b>1949.01</b>			<b>6635.39</b>



# SECTION – IV

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## ADOLESCENT EDUCATION

### CHAPTER 1

#### INTRODUCTION

##### 1.1 Background

Adolescents aged 10—19 are a specific population group who need to be recognized as persons with their own rights and needs, requiring intervention strategies for the fulfillment of their creative potential as well as to prepare them for their future life. In order for change to be sustained over a long period of time, the life of adolescents needs to be seen as a continuum and the responses that are designed for them need to be holistic, keeping in view their present as well as their future life, rather than in a piecemeal, sporadic and sectoral manner. However, there are 3 other working groups/sub-groups (in the Departments of Youth Affairs, Women and Child Development and HIV and AIDS) looking at different and sometimes overlapping aspects of adolescent issues. The scope of this sub-group is however limited to **adolescent education** only, as the name suggests.

The sub-group held 4 meetings, reviewed government documents, reports and also looked at innumerable non-government initiatives. It also raised a query about out of school adolescents on the ‘Solution Exchange for the Education Community’. In order to further strengthen the sub-group a number of special invitees were co-opted to the sub-group.

The sub-group identified the following 2 broad areas that will be their focus:

- (i) All educational needs of out-of-school adolescents (aged 10-19), including non-formal and formal education as well as vocational training. Educational needs of out-of-school adolescents who seek age appropriate admission into educational institutions (fulfilling the requirements of Section 4 under the Right to Education Act) must not be lost sight of.
- (ii) ‘Adolescent education’ needs of adolescents (aged 10-19) enrolled in schools/education institutions.

##### 1.2 Profile of Adolescents:

The term adolescence originates from the Latin word ‘adolescere’ which means ‘to grow’ or ‘to mature’. Adolescence is popularly understood as a phase in the teenage years of the life of a human being. It is a period of transition between childhood and adulthood, its distinctiveness being reflected in rapid biological, cognitive and socio-emotional changes. The World Health Organization (WHO) defines adolescence as the progression from appearance of secondary sex characteristics (puberty) to reproductive maturity, development of adult mental processes and adult identity, and transition from total socio-economic

dependence to relative independence. The pace of change may vary within adolescence and chronological age is not necessarily a reliable index of development towards maturity.

Adolescence is also the stage when young people extend their relationships beyond parents and family and are intensely influenced by their peers and the outside world in general. As adolescents mature cognitively, their mental process becomes more analytical. They are now capable of abstract thinking, better articulation and, of developing an independent ideology. These are truly the years of creativity, idealism, buoyancy and a spirit of adventure. But these are also the years of experimentation and risk-taking, of giving in to negative peer pressure, of taking uninformed decisions on crucial issues, especially relating to their bodies and their sexuality. How adolescents cope with these challenges is determined largely by their environment. Adolescence is thus a turning point in one's life, a period of increased potential but also one of greater vulnerability.

Adolescents are a diverse group and are in varying situations of risk, status and environments. Each of these groups has varying concerns and need to be appreciated as distinct segments of the population.

**Demography:** Thirty percent of India's population (327 million individuals) is in the age group of 10-24 (WHO 2007). The population of adolescents and young people in the age group 10-14 years is **12.4 crores** (124,846,858), and in the age group 15-19 years is **10.02 crores** (100,215,890) as per Census 2001. Of the **12.4 crore** young people in the age group 10-14 years, **6.56 crores** (65,632,877) are **males**, while **5.92 crores** (59,213,981) are **females**. In the age group 15-19 years, of the 10.02 crores, **5.4 crores** (53,939,991) are **males** and **4.6 crores** (46,275,899) are **females**.

#### Demographic profile of adolescents

Age Group	Male (crores)	Female (crores)	Total (crores)
10-14 years	6.56	5.92	<b>12.4</b>
15-19 years	5.4	4.6	<b>10.02</b>

*Source: Census of India, 2001*

Adolescence is an overlapping age group and often tends to be subsumed under categories of either children or youth. Most data, programs and national policies ignore the special needs of adolescents as a distinct category of people, which is dangerous considering that every fifth person in the country is an adolescent.

**Education and Literacy:** Education is perhaps the single most important factor that can positively influence overall development. The positive correlation between women's education and lower fertility, child mortality and other social development indicators is well established. However, while school attendance has increased from 59% to 76% among girls aged 6-14 and from 76% to 83% among boys between 1992-93 and 2005-2006, educational attainment levels continue to be low in general, and particularly for females (IIPS and Macro International 2007). Achievement of milestones, for example classes 8 and 10 remains far from universal: just 42% of young men and 32% of young women aged 18-24 had completed class 10 (calculated from household member data from NFHS 1, 2 and 3 Surveys).

According to NFHS 3, 70% of girls aged 11-14 years are currently in school, while in the age group 15-17, only 34% girls are currently in school at the secondary level. In the age group 11-14 years among boys, 80% are currently in school and 49% in the age group 15-17 years.

### Percentage of girls and boys currently in School

Age Group	National		Andhra Pradesh		Bihar		Goa		Kerala		Manipur		Mizoram		Punjab		Rajasthan	
	G	B	G	B	G	B	G	B	G	B	G	B	G	B	G	B	G	B
11-14 yrs	70	80	69	78	56	74	90	93	97	97	86	91	83	89	82	83	56	81
15-17 yrs	34	49	31	49	24	48	56	62	69	64	53	64	45	50	47	51	23	51

G– Girls, B –Boys

Source: NFHS3 2005-06 (National & State Reports)

### Cumulative Enrolment Data in Open Schools 2010-11

(In lakhs of students)

NIOS		State Open Schools														Grand Total
M	F	Andhra Pradesh		Assam		Chhattisgarh		Haryana		Karnataka		Kerala		Rajasthan		
		M	F	M	Fe	M	F	M	F	M	F	M	F	M	F	
14.93	7.19	.27	.18	.07	.05	3.01	.23	.58	.23	.04	.008	.55	.41	.19	.17	
22.12		.45		.012		3.25		.82		.048		.97		.36		<b>28.06</b>

Source: NIOS, Cumulative Enrolment Data 2010-11

In the Upper Primary level, 45% boys and 39% girls have dropped out of school, while at the secondary level the dropout rates are 56% both among boys and girls.

### School Dropout Rates (Percentage of girls and boys)

Level	National			Andhra Pradesh			Bihar			Goa		
	Avg	B	G	Avg	B	G	Avg	B	G	Avg	B	G
Upper Primary	42	45	39	41	40	41	58	60	55	0	0	0
Secondary	56	56	56	61	60	61	82	81	82	35	36	33

Level	Manipur			Mizoram			Punjab			Rajasthan		
	Avg	B	G	Avg	B	G	Avg	B	G	Avg	B	G
Upper Primary	44	43	45	63	64	62	14	13	15	59	59	58
Secondary	58	59	57	68	70	66	43	43	43	72	70	75

Source: Statistics of School Education 2008-09

Twelve percent of girls in the age group 11-14 completed 8-9 years of education, while in the age group of 15-19, 18% of girls have completed 10-11 years of education (Statistics of school education 2008-2009). Among 10-14 year old boys, 12% completed 8-9 years of education, while among 15-19 year old boys, 22% completed 10-11 years of education. (Statistics of school education 2008-2009).

### Age-wise Percentage of Education Attainment of Household population

Age Group	Years of Education	Girls	Boys
10-14	8-9 years	12%	12%
15-19	10-11 years	18%	22%

Source: Statistics of School Education 2008-09

**Need for family life /sexuality education:** Sexuality is an area of curiosity and priority for young people. Curiosity about their body, their feelings, sex related social roles and other's sexuality is natural, and informed by their life experiences as well as information from other sources. Among the 15-24 years old, interviewed in the National Youth Survey (IIPS and Pop Council 2006-07), 78% females and 82% males perceived family life education/sex education to be important. Among young women, the most commonly cited preferred source for this information was parents (34%), followed by teachers (27%), health care providers and other professionals (15%) and friends (11%). Forty five percent of young men preferred teachers as the key source for such information followed by health care providers and other professionals (23%) and friends (21%). Only 15% youth reported that they had received family life or sex education in school or through special programs sponsored by Government or NGOs.

More than two-fifths of the youth who perceived family life or sex education to be important for young people reported that such education should be provided between 15 and 17 years of age. Findings also suggest that young people who had undergone family life or sex education had better knowledge on sexual and reproductive health matters.

### Responses in Percentage Amongst 15-24 years old Males and Females

	Male (%)	Female (%)
Family life and sex education perceived to be important by	83	78
<b>Preferred source for information</b>		
Parents	-	34
Teachers	45	27
Health Care Providers & Other Professionals	23	15
School or through Special Programs by Govt. or NGOs	15	-
Friends	21	11

Source: National Youth Survey (IIPS Pop Council 2006-07)

Entry into sexual life occurs at a young age for many. Despite laws prohibiting marriage of girls before age 18 and boys before age 21, marriage continues to take place in adolescence for significant proportions of young women. While the age at marriage for women has undergone a secular increase, the reality is that almost half of all women aged 20-24 were married by 18 years as recently as in 2006 (IIPS and Macro International 2007).

While marriage marks the onset of sexual activity among the large majority of young women, there is growing evidence of premarital onset of sexual activity in adolescence, particularly among young men. Evidence shows that 11% of young men and 5% of young women aged 15-24 had engaged in premarital sex in adolescence, i.e., before age 20 (IIPS and Population

Council 2010). Differentials are apparent, with rural young women twice as likely (6% vs. 3%) and rural young men almost three times as likely (14% vs. 5%) to have experienced premarital sex in adolescence as their urban counterparts.

One of the major risks of irresponsible sexual relations is the spread of HIV/AIDS among adolescents and young people. Over 35% of all reported AIDS cases in India occur among young people in the age group of 15-24 years and more than 50% of the new HIV infections occur also among young people (NACO, 2005). Data on HIV prevalence indicate that age-specific HIV rates are similar among young men and young women aged 15-24 (0.09 and 0.11 respectively) (Parsuraman et al., 2009).

Findings from the Youth Study show that 72% of young women and 91% of young men aged 15-24 had heard of HIV/AIDS. However, only 28% of young women and 54% of young men had comprehensive knowledge<sup>1</sup> about HIV/AIDS. Findings of considerable gender difference in comprehensive awareness about contraception and HIV/AIDS raise concerns about the vulnerability of young women.

**Vocational training:** It is paradoxical that on the one hand there is growing unemployment and lack of awareness about career options and on the other hand there are many new avenues and areas for employment. Adolescents are often led or driven into vocations and careers unrelated to their aptitude and suitability often under parental and societal pressure especially with regard to traditional careers like engineering, medicine, teaching etc. There is an enormous lack of career guidance to adolescents and their parents.

Although a number of vocational training programs are available to youth through Government, non-government and private organizations, findings from the Youth Study indicate that just one-fifth of young men and a quarter of young women had ever attended a vocational training program (IIPS and Population Council 2010). Rural youth were considerably less likely than their urban counterparts to have ever received training (16% vs. 32% among young men; 17% vs. 43% among young women).

**Health and nutrition:** Malnutrition characterizes the life of many youth, particularly young women - 11% and 17% of young men and women respectively were moderately or severely anemic (Parasuraman et al. 2009). Adolescent girls and young women were equally likely to be anemic, though adolescent boys were much more likely to be anemic than young men.

**Percentage of Adolescents (15-19 years) having any anemia (<12.0g/dl)**

	<b>Men (30.2)</b>	<b>Women (55.8)</b>
<b>Rural</b>	27.7	57.4
<b>Urban</b>	17.7	50.9
<b>Andhra Pradesh</b>	29.2	68.3
<b>Bihar</b>	40.4	66.4

<sup>1</sup> Respondents with comprehensive knowledge on HIV/AIDS say that the use of condom for every act of sexual intercourse and having only one uninfected partner can reduce the chance of HIV/AIDS, that a healthy looking person can have HIV/AIDS, and reject the two most common myths (HIV can be transmitted by mosquito bites and by sharing food)

<b>Goa</b>	11.9	39.1
<b>Kerala</b>	12	34.7
<b>Manipur</b>	11.2	30.4
<b>Mizoram</b>	24.4	39.4
<b>Punjab</b>	21.5	41.4
<b>Rajasthan</b>	33	53.9

*Source: NFHS3 2005-06 (National & State Reports)*

The Youth Study reports that significant proportions of youth had experienced symptoms of genital infection - 5% and 17% of young men and women respectively reported symptoms of genital infection in the 3 months preceding the interview, with the married somehow more likely than the unmarried to so report (IIPS and Population Council 2010). Moreover, NFHS 3 data suggests that young women were likely as adult women to report Sexually Transmitted Infections (STIs) or symptoms of Sexually Transmitted Infections (STIs) (IIPS and Macro International 2007).

**Substance Abuse:** Tobacco and alcohol use among young people is a matter of concern. The projected number of drug abusers in India is about 3 million, and most are in the age group 16-35 (UNODC 2003). Findings from NFHS 3 show that in the age group of 15-24, 40% young men and 5% young women had ever used tobacco, while 20% of young men and 1% of young women had ever consumed alcohol.

**Marriage, Fertility and contraception:** Traditionally, the mainstream culture in most parts of India considers marriage and sexual activity as concurrent and a subset of the other. However, findings from the IIPS Pop Council Study suggest that 4% of young women and 15% of young men had premarital sexual experiences. Only 3% women and 13% men reported consistent use of condoms during pre-marital sexual intercourse. Forced sex was experienced by 18% of the women and 3% of the men.

Findings also indicate that although most youth preferred to marry after age 18, as many as 19% of young women aged 20-24 were married before age 15, 49% before age 18 and 67% before age 20. In contrast, just 7% of young men aged 20-24 were married before age 18 and 16% before age 20.

Though knowledge of the legal minimum age at marriage was reported by large proportions of youth, three of ten young men and four of ten young women did not know that 18 years is the legal age at marriage for females.

#### **Marital Status of Young Men & Women in the age group of 20-24**

<b>Married Before the Age of</b>	<b>Women</b>	<b>Men</b>
15 years	19%	-
18 years	49%	7%
20 years	67%	16%

*Source: NFHS, 2005-06*

Furthermore, within marriage, only a quarter of young men and women reported ever use of contraceptive methods. At the time of the IIPS Pop Council Study interview, only 18% young men and women were practicing contraception. Data from 15-24 years old interviewed in the

NFHS 3 Survey shows that while the knowledge on modern contraceptive methods is almost universal, their use in this age group is very low (ranging from 7% reported by married females in the age group of 15-19 and 26% reported by married females in the age group of 20-24). Among those who reported at least one pregnancy, the first had occurred within a year of marriage for three-fifths of young men (62%) and women (58%). Eighty two percent of young women aged 15-24 reported that they had experienced at least one pregnancy.

### 1.3 Policies and Programmes relating to Adolescents

Adolescents are now being accepted as a distinct group with specific needs and there are some policies and programmes for them. While there is a more focused approach to adolescents who are in school, initiatives for out-of-school adolescents are fewer, more sporadic, not to scale and largely non-government led. The rights of adolescents in a wider perspective have not been adequately articulated. The rights have been recognized to some extent in the context of education. Education of children and early adolescents is now considered as a fundamental right and a critical input for national development. It has been visualized as a tool for empowerment. Even though the needs of young people are beginning to be recognized, the rights-based approach has yet to be effectively acknowledged. . The right of the young people to be agents of change, to exercise their right to self-determination (as enshrined in the Human Rights Convention and the Children’s Rights Convention) and to be active subjects, instead of passive recipients – are very far from being recognized and respected.

Most of the policies acknowledge low social and economic status of girls and gender discrimination. Using the life-cycle approach, the girl child and adolescent girls have received some attention from policy makers. The need for creating a gender sensitive educational system, addressing sex stereotyping, addressing nutritional and health needs of adolescent girls has been recognized. Gender-based violence has been recognized in the policy for empowerment of women. However, the needs of adolescent boys have not been adequately recognized.

#### Programmes/Schemes for Adolescents

As a back drop, some key government programmes/schemes for adolescent education for in school adolescents and holistic education for out-of-school adolescents are given in the table below.

Ministry/ Programme/ Scheme	Area of attention
<b>MHRD</b> Sarva Shiksha Abhiyan (SSA)	SSA seeks to adopt a mission mode towards the objective of providing quality elementary education to children between 6 to 14 years of age – increasing enrollment, retention and quality improvement in schools and mainstreaming out-of-school children
<b>MHRD</b> Education Guarantee Scheme and Alternative and Innovative Education (EGS & AIE)	Access to education for out-of-school children through strategies such as bridge course, residential camps, remedial coaching etc

<b>MHRD</b> National Programme for the Education of Girls at the Elementary Level (NPEGEL)	Reaching out “hardest to reach” girls not in schools for upper primary level education Intense community mobilization Gender sensitization measures
<b>MHRD</b> Kasturba Gandhi Swatantra Vidyalaya (KGBV)	Education for girls belonging to SC, ST, Minorities through bridge courses at elementary level
<b>MHRD</b> Continuing Education Scheme	Learning opportunity for neo-literates & out of school adols Equivalency programmes, Vocational skills & Quality of life improvement
<b>MHRD</b> Jan Shikshan Sansthan	Vocational skills and Quality of life for disadvantaged neo-literates/ semi literates, girls & women
<b>MHRD</b> Mahila Samakhya	Education for empowerment of adolescent girls from socially and economically marginalized groups. Life skills building and leadership development
<b>MHRD</b> National Institute of Open Schooling & Indira Gandhi National Open University (NIOS & IGNOU)	Access to education for school drop outs, disadvantaged adols through open learning system Flexibility in choice of subjects, mode of delivery & examination system
<b>MHRD &amp; MOHFW</b> Adolescence Education Programme	Adolescent reproductive and sexual health through curricular and co-curricular strategies Life skills approach
<b>MHRD &amp; MOHFW</b> School Health Programme	Health check up involving teachers Referral services
<b>WCD</b> Kishori Shakti Yojana (KSY)	Aims at improving the nutritional and health status of adolescent girls (11-18 years), providing literacy and numeracy skills through the non-formal system, training and equipping adolescent girls with home-based and vocational skills, promoting awareness and encouraging them to marry after 18 years.
<b>WCD</b> SABLA (Rajiv Gandhi Scheme for Empowerment of Adolescent Girls)	All round development of adolescent girls especially those out of school Vocational training Life skills Supplementary nutrition
<b>MoYAS</b> National Service Scheme (NSS)	Promotion of volunteerism for self development and nation building



<p><b>MoYAS</b> Nehru Yuvak Kendra Sangathan (NYKS)</p>	<p>Establishment of Health Awareness Units to generate awareness, educate and adopt health and family welfare programmes (including adolescence education). Activities include lectures, plays, immunization and sterilization camps to increase awareness on issues of adolescence, gender, early marriage, child bearing etc. Youth Awareness Drives provide a forum for addressing issues such as HIV/AIDS. The NYKs also arrange training in Self-employment Projects to equip youth with income generating skills and vocational training programmes which equip them to enter new trades more ably. The Youth Leadership Training Programme aims at identifying youth leaders.</p>
<p><b>MoYAS</b> Scheme of Incentives for Promotion of Sports Activities</p>	<p>Mass participation in sports in rural areas Recognition and incentives for sportspersons</p>
<p><b>MoYAS</b> Scheme for Development &amp; Empowerment of Adolescents</p>	<p>For disadvantaged groups Environment building; Life skills education; Counseling; Career guidance</p>
<p><b>MoYAS</b> Scouting and Guiding</p>	<p>Promotion of balanced physical and mental development through camps, jamborees etc</p>
<p><b>MoYAS</b> Promotion of National Integration</p>	<p>National integration camps, youth exchange progs, youth festivals Community service</p>
<p><b>MOHFW</b> Reproductive &amp; Child Health II (ARSH)</p>	<p>RCH provides for maternal care, including safe motherhood and nutrition facilities, prevention of unwanted pregnancies, safe abortion facilities to all women. Adolescents get subsumed under the general target group of women. The atmosphere and environment within which these services are provided are not at all conducive for adolescents. Besides there being an unwritten code denying services to unmarried adolescents, lack of privacy and confidentiality prevent adolescents from accessing these facilities. There is unfortunately no mention of adolescent boys in the RCH programme.</p>
<p><b>MOHFW</b> National AIDS Control Programme (NACP)</p>	<p>HIV/AIDS awareness Youth friendly services for prevention and treatment Removal of stigma &amp; discrimination School AIDS education University Talk AIDS, and Radio and TV programmes which target adolescents.</p>
<p><b>MSJE</b> Prevention of Alcoholism and Substance Abuse</p>	<p>Drug demand reduction Counseling, treatment and rehabilitation of drug addicts Community support</p>
<p><b>MOL</b> Special Coaching Scheme</p>	<p>Improving employability through: Information &amp; coaching Confidence building Follow up with potential employers</p>
<p><b>MOL</b> Craftsman Training Scheme</p>	<p>Vocational training Trade tests &amp; award of certificates</p>

<b>MOL</b> Skill Development Initiative	Modular employable skills – training, testing, certification Public private partnership
<b>MOL</b> National Child Labour Project (NCLP)	Non-formal education Skill training Health care & nutrition Stipend
<b>MWCD</b> Integrated Programme for Street Children	For street children: Shelter Education Recreation Protection against exploitation Health care & nutrition
<b>MWCD</b> Childline Service	24 hour free service for children in distress Referral to support organizations
<b>MWCD</b> Programme for Juvenile Justice	Protection of children in conflict with law Rehabilitation of juvenile delinquents
<b>MHRD</b> Integrated Education for Disabled Children (IEDC)	Education for disabled Mainstreaming
<b>MSJE</b> Assistance to Disabled Persons	Aids and Appliances Psychological rehabilitation
<b>MSJE</b> Treatment and Rehabilitation of Substance Abuses	Counseling & awareness Treatment & Rehabilitation
<b>MSJE</b> Social Defense Service	Pilot projects for children of sex workers/ destitute & drug addicts
<b>MHA</b> Communal Harmony	For victims of communal/ caste/ terrorist violence: Education & national integration activities
<b>Rajiv Gandhi Drinking Water Mission</b>	The Rajiv Gandhi Drinking Water Mission aims at providing safe drinking water and sanitation facilities in all schools in India.
<b>MRD</b> <b>TRYSEM and SGSY</b>	Training of Rural Youth for Self Employment (TRYSEM) which is part of the Swarn Jayanti Swrozgar Yojana (SGSY) provides vocational and skill training to youth and adolescents.

**Key:** MHRD – Ministry of Human Resource Development; MoHFW – Ministry of Health & Family welfare; MoYAS – Ministry of Youth Affairs & Sports; MWCD - Ministry of Women & Child Development; MOL - Ministry of Labour; MHA - Ministry of Home Affairs; MSJE – Ministry of Social Justice & Empowerment

## CHAPTER II

### PROGRAMMES FOR ADOLESCENT EDUCATION

Since the scope of this sub-group is limited to ‘Adolescent education’ only aspects of adolescent education, for adolescents (aged 10-19) enrolled in schools/education institutions and all aspects of educational needs of out-of-school adolescents (aged 10-19), including non-formal, formal education and vocational training having a relevance to the above scope have been considered in this chapter. These have been divided into 2 categories – for in-school adolescents and for out-of school adolescents.

#### ***IN-SCHOOL ADOLESCENTS***

**The Adolescence Education Programme** of the Department of School Education and Literacy, MHRD has emerged as the key intervention for in school adolescents. It is an Umbrella Programme which loosely holds together the three specific Programmes being implemented in the school education sector since early 1990s. These are: (i) National Population Education Project (NPEP) being implemented by MHRD through National Council of Educational Research and Training (NCERT), of which adolescence education has been a major component; (ii) The School AIDS Education Programme (SAEP) that was being implemented by National AIDS Control Organization through State AIDS Control Societies in collaboration with State Education Departments; and (iii) The Project on Adolescent Reproductive and Sexual Health (ARSH) in Schools being implemented with the support from United Nations Population Fund (UNFPA) which was up-scaled as Adolescence Education Programme.

**The National Curriculum Framework:** The following stipulations made in the National Curriculum Framework 2005 greatly facilitate the integration of adolescence education elements in the school curriculum and deserve mention:

- a) *Under the sub-heading Development and Learning, the Framework states that “The period from infancy to adolescence is one of rapid growth and change. The curriculum must have a holistic approach to learning the development that is able to see the interconnections and transcend divisions between physical and mental development, and between individual development and interaction with others.” (p.14). “Adolescence is a critical period for the development of self-identity. The process of acquiring a sense of self is linked to physiological changes, and also learning to negotiate the social and psychological demands of being young adults. Responsible handling of issues like independence, intimacy and peer group dependence are concerns that need to be recognized, and appropriate support be given to cope with them. The physical space of the outside world, one’s access to it, and free movement influence construction of the self. This is of special significance in case of girls who are often constrained by social conventions to stay indoors. These very conventions promote the opposite stereotype for boys, which associate them with the outdoors and physical process.*

*These stereotypes get especially heightened as a result of biological maturational changes during adolescence. These physiological changes have ramifications in the psychological and social aspects of adolescent's life. Most adolescents deal with these changes without full knowledge and understanding, which could make them vulnerable to risky situations like sexually transmitted diseases, sexual abuse, HIV/AIDS and drug/substance abuse”.*

*“It is a time when the given and internalized norms and ideas are questioned, while at the same time the opinions of the peer group become very important. It is important to recognize that adolescents need social and emotional support that may require reinforcement of norms of positive behavior, acquisition of skills essential to cope with the risky situations that they encounter in their lives, manage peer pressure and deal with gender stereotypes. The absence of such support can lead to confusion and misunderstanding about these changes, and affect their academic and extracurricular activities.” (p.16)*

- b) *The document delineates **life skills** while discussing curricular areas as follows: “Development of life skills such as critical thinking skills, interpersonal communication skills, negotiation/refusal skills, decision making/problem solving skills and coping and self management skills, is also very critical for dealing with the demands and challenges of everyday life.” (p.40). While discussing the curriculum at different school stages, it has been categorically stated that the learners should be engaged in learning inter alia “health including reproductive and sexual health”. (pp. 48-49). The document further mentions and the concerns “related to social aspects of changes and developments occurring in them during adolescence like changing relationships with parents, peer group, the opposite sex and the adult world in general, need to be addressed appropriately. The responses to the health needs of children and adolescents/youth through policies and programmes at different levels are closely related elements of these concerns.” (p. 51)*
- c) *“There is growing realization that the **health needs** of adolescents, particularly their reproductive and sexual health needs, require to be addressed. Since these needs predominantly relate to sex and sexuality, which is culturally a very sensitive area, they are deprived of opportunities to get the appropriate information. As such, their understanding of reproductive and sexual health and their behaviour in this regard are guided predominantly by myths and misconceptions, making them vulnerable to risky situations, such as drug/substance abuse and HIV/AIDS transmission. Age-appropriate context-specific interventions focused on adolescent reproductive and sexual health concerns, including HIV/AIDS and drug/substance abuse, therefore, are needed to provide children opportunities to construct knowledge and acquire life skills, so that they cope with concerns related to the process of growing up.” (p. 57). “The ‘needs-based approach’ could guide the dimensions of the physical, psychological and mental aspects that need to be included at different levels of schooling. A basic understanding of the concerns is necessary, but the more important dimension is that of experience and development of health, skills and physical well being through practical engagement with play, exercise, sports, and practices of personal and community hygiene. Collective and individual responsibilities for health and community living need to be emphasized. Several national health programmes like Reproductive and Child Health, HIV/AIDS, Tuberculosis and Mental Health have been targeting children as a focus group with prevention in view. These demands on children need to be integrated into existing curricular activities rather than adding these on.” (p. 58).*

## **NATIONAL POPULATION EDUCATION PROGRAMME (NPEP)**

The reconceptualized Framework of Population Education mirrors all the critical concerns reflected in the ICPD programme of action. It provides a broader definition of the concept of Population Education by including concerns related to Adolescent Reproductive and Sexual

Health issues. It aims at making the learners understand the crucial aspect of the process of growing up and implication of risky behavior like HIV/AIDS and substance abuse. The Framework also focuses on inculcating a rational attitude towards sex, respect for the opposite sex and empowering them to take informed decisions on issues of population and development including those of reproductive health. Adolescence education was made a major thrust area of Population Education in 1998, though activities in this area were initiated in early 1990s. This being a sensitive and delicate issue, activities were organized with care. Activities were organized only after due advocacy with principals/headmasters, parents/community leaders as well as training of teachers was conducted. This is why only a relatively a smaller number of teachers and schools in 30 States and UTs were covered. NPEP is being implemented as a Centrally Sponsored Scheme in 30 States and Union Territories. It aims to develop awareness and positive attitude towards population and development issues leading to responsible behaviour among students and teachers and, indirectly, among parents and the community at large. Imparting authentic knowledge to learners about Adolescent Reproductive and Sexual Health (ARSH) concerns, inculcating positive attitude and developing appropriate life skills for responsible behavior are also the objectives of NPEP.

All the key institutions of school education – National Council of Educational Research & Training, CBSE, KVS, NVS and NIOS at the National level and SCERTs/SIEs/State Boards at the State level are involved in this process.

Population Education has been incorporated in the national and also the state policy documents. Population education has provided a distinct treatment to Adolescence Education and conceptualized a framework including the age appropriate scheme of content to reflect the major concerns of adolescent reproductive and sexual health including HIV and AIDS and substance abuse.

The project has initiated the process of integrating the concerns of adolescents into the National Curriculum Framework Documents and syllabi and textbooks developed by NCERT as a follow up of the NPE 1986. National Curriculum Frameworks brought out in 1988, 2000 and 2005 is primarily directed towards promoting integration of population education and adolescence education in the content and process of school education and teacher education courses.

NPEP attempts to facilitate the integration of adolescent reproductive and sexual health concerns along with other population and development concerns, like sustainable development, gender equity, changing structures and role of family in the curriculum itself so that it does not become an add on activity to the curriculum. The Programme activities are planned and are being implemented in tandem with the revision and updating going on as a follow up of NCF 2005.

Various kinds of materials (both print and non-print) including exemplar textual materials developed at national and state levels were used to promote the integration of concerns related to adolescents in different subjects. Materials developed at the national level, particularly (i) Compendium of Lessons in Population Education, (ii) Population Education: A National Source Book and (iii) Adolescence Education in Schools: A Package of Basic Materials during 1990-2009 has been extensively used and has helped in the appropriate conceptualization of adolescence education in the Indian context.

Teachers and other educational functionaries were trained/oriented in Adolescence Education as a part of population education for facilitating the integration of adolescence education concerns reflected in the policies and programmes in the content and process of school education and teacher education.

The strategy of organizing co-curricular activities under NPEP has been found effective for securing acceptability to culturally sensitive content. These activities have helped in creating a favorable environment both in the schools as well as in the community for imparting education related to adolescence. They have been useful in influencing positive attitudes and developing needed life skills. The recent experience of the National Role Play Competition also indicated that these co-curricular activities have the potential for skill development among learners.

Co-curricular activities such as painting, elocution, debate, essay and quiz competitions were organized in schools at regular intervals, and particularly while observing World Population Day, Population Education Week and World AIDS Day in selected schools spread over about **350 districts** of the country. National Role Play Competition has been organized for class-IX students of government schools of 27 States/UTs. This National Role Play Competition focused on four broad areas of adolescence education namely Healthy relationships among adolescents, Charms and challenges of adolescence, HIV/AIDS: “Stigmatization”, Cause and impact of drug abuse, in schools of 250 districts during 2009-10 and in 344 districts during 2010-11. Evaluation Studies have shown that the co-curricular activities have had a good impact on the attitude and behaviour of learners. Besides having impact on students and teachers, these activities have influenced the community as well.

## **AEP UNDER UNFPA SUPPORT**

The needs of adolescents as “underserved groups” are also being addressed through the implementation of **Adolescence Education Programme supported by UNFPA under their Country Programme-VI and VII.**

Adolescence Education Programme (AEP) supported by UNFPA is being implemented by 6 national agencies: National Council of Educational Research and Training (NCERT), Council of Boards of School Education (COBSE), National Institute of Open Schooling (NIOS), Central Board of Secondary Education (CBSE), Kendriya Vidyalaya Sangathan (KVS) and Navodaya Vidyalaya Samiti (NVS). The AEP is the extended version of the earlier “Adolescent Reproductive and Sexual Health (ARSH) in Schools” project, launched in October 2004 primarily as an experimental Project. In 2005, the project on ARSH in schools was converted into Adolescence Education Programme (AEP) by expanding its coverage as well as its objectives. National Council of Educational Research and Training is the coordinating agency of this initiative.

Effective implementation of the AEP began in mid-2005. Adoption of a broad-based approach building on life skills to equip adolescents to be able to make right decisions while facing vulnerable situations related to sex and sexuality, drugs and substance abuse and dealing with stressful situations has been the focus in the programme. The Implementing Agencies have been focusing on i) promoting integration of Adolescence Education (AE) elements in syllabi and textbooks of secondary and higher secondary stages of school education and curricula, study materials and interactive voicemail response system (IVRS) through COBSE and the NIOS. Further, focus has been on Life skills based co-curricular activities, counseling and peer education activities organized in secondary and higher secondary schools through CBSE, KVS and NVS in schools.

UNFPA is concentrating on consolidating the program in five high priority states (Rajasthan, Madhya Pradesh, Bihar, Orissa, Madhya Pradesh) where the agency has a state presence. Focus of the intervention is on

- (i) Increasing the pool of nodal teachers to achieve a ratio of 1:150,
- (ii) Piloting a peer facilitated model,
- (iii) Setting up adolescent clubs and
- (iv) Orientation of staff nurses in Navodaya schools, on counseling skills.

Under the project effort are also made to ensure quality assurance by providing professional/s within each school system and establishing a system to recognize better performing schools.

The following are some noteworthy achievements of the programme supported by UNFPA:

#### **Curricular integration of life skills**

- NCERT and UNFPA reconceptualised the Framework of Adolescence Education including the Scheme of Contents.
- Two Committees set up by the Ministry of Human Resource Development conducted comprehensive content analysis of nearly 2000 school textbooks of 19 States, elementary teacher education courses of 16 States and secondary teacher education courses of 37

Universities from 20 States and 322 adult literacy materials from 23 States. The content analysis reports are being used for promoting integration of adolescence education elements.

- Training and Resource Materials for Adolescence Education Programme was prepared under the project by NCERT. These materials are the outcome of a series of consultative workshops in which a wide range of stakeholders, including the national implementing agencies (Kendriya Vidyalaya Sangathan, Central Board of Secondary Education, Navodaya Vidyalaya Samiti, National Institute of Open Schooling and Council of Boards of Secondary Education), State Council of Educational Research and Training (SCERTs), United Nations (UN) agencies, leading educationists, civil society, social scientists, health professionals, school principals, teachers, and most importantly the adolescents themselves contributed with a lot of enthusiasm. These workshops were organized at the national level and in the states of Bihar and Orissa. The materials were later shared at two regional seminars on Adolescence Education.
- Resource Persons drawn from all the Implementing Agencies were also trained on the use of this material.
- Research Design and Tools (Awareness Test, Attitude Scale and Skill Application Test) for conducting content analysis studies and evaluation studies on life skills based co-curricular activities have also been used to strengthen the implementation of AEP.
- NIOS has content analyzed study materials of various subjects for secondary and senior secondary stages and integrated study materials have been developed for secondary stage. Software for Interactive Voicemail Response System (IVRS) has been prepared and audio programmers have also been produced. Curricular interventions include UNFPA's ongoing support for integration of life skills in the secondary curriculum of National Institute of Open Schooling (NIOS). Life skills have been integrated in 15 selected lessons across Science, Social Science, Home Science, English and Hindi subjects. Capacity building of lesson writers through an outsourced professional agency to complete approximately 100 lessons across five subjects has been done. Steps have already been initiated to identify 15 integrated lessons for developing e-learning lessons. An adolescent friendly center at Bhubaneswar, Orissa has been set up to cater to the needs and concerns of students of NIOS.
- Advocacy programmes at the national level and at the zonal level were organized by COBSE for all the State Boards with a view to promoting integration of adolescence education contents in the school syllabi and textbooks. A Package for Integration of Adolescence Education has been developed by COBSE and widely disseminated. Its Hindi version has also been finalized. Activities have been conducted for integration of adolescence education in the Continuous and Comprehensive Evaluation (CCE) system of Gujarat and Nagaland State Boards and up scaling to other state boards are recommended.

#### **Integration through co-curricular approach:**

- Intensive teacher training programmes are continuing to cover schools under the respective jurisdictions of CBSE, KVS and NVS. By end 2010, at least two nodal teachers from 3900



CBSE schools, all the 919 KV schools and all the 583 NVS schools have received orientation on adolescence education issues.

- Advocacy programmes for educational administrators, principals of participating schools have been conducted by CBSE, KVS and NVS. Sensitization sessions are held with parents on issues related to adolescence.
- A new strategy for counseling students through Staff Nurses/Para-medics in Navodaya Vidyalays has been initiated. Staff nurses from Chandigarh, Jaipur and Pune regions have received orientation in counseling skills.
- The program for adolescents is being implemented in nine districts of Bihar through SCERT under UNFPA support in partnership with CEDPA

#### **ADOLESCENCE EDUCATION PROGRAMME (AEP): IMPLEMENTED BY MHRD-NACO**

- *The Adolescence Education Programme was up scaled and launched in 2005 as a key mainstreaming initiative by the Ministry of Human Resource Development (MHRD), in collaboration with NACO in all the government schools in the country for the students of class IX and XI.*
- *The AEP aims at providing adolescents with age appropriate information on the process of growing up during adolescence, HIV and AIDS, STI and substance abuse. It focuses on the development of life skills as the most effective way to cope with the challenges of adolescence, thus striving to curtail the spread of the infections such as HIV and reduce the instances of substance abuse and other such risky behaviours.*
- *The coverage of the programme had gone up from 93455 schools in 2005-06 to 1.14 lakh schools in 2006-07 and two teachers from each school were trained. The suspension of the programme in eight states (Uttar Pradesh, Madhya Pradesh, Maharashtra, Rajasthan, Gujarat, Kerala, Karnataka and Chattisgarh) in the beginning of 2007 on account of objection to certain material in the toolkit adversely affected the programme. Following this, a national level expert committee revised the toolkit which was sent to the states for adaptation in July 2008. Three, out of eight states viz. Kerala, Gujarat and Rajasthan have resumed the programme. In 2011-12, the programme covered about 50,640 schools out of 1.52 lakh government schools across the country.*

#### **Gaps, Implementation Issues and Challenges of the AEP:**

- *The AEP continues to be suspended in five states - Madhya Pradesh, Chattisgarh, Maharashtra, Karnataka, Uttar Pradesh and the progress made in Bihar, Manipur, Meghalaya, Tripura, Uttrakhand, Orissa and Himachal Pradesh is slow.*
- *Multiplicity of modules indicates lack of uniform efforts to effectively involve all stakeholders.*

- *There is inability or unwillingness on the part of teachers to address issues of sexuality and sexuality education in classes with students.*
- *The monitoring of both Adolescent Education Programme and Red Ribbon Club programme and feedback mechanism are weak. Both AEP and RRC programmes could not be linked with adolescents/youth friendly health services. RRC programme outreach in colleges was mostly restricted to RRC members and there have been minimal efforts to reach out to the entire college youth.*

### ***OUT OF SCHOOL ADOLESCENTS:***

By virtue of their being out of school such adolescents face multiple disadvantages. Caught in vicious circle of poverty, deprivation, discrimination and neglect this category of adolescents' finds themselves in a vicious circle of marginalization and destitution. There are more chances of such adolescents' particularly girls, facing gender disparities in nutrition, having risk of early marriage and burdening with household chores.

Although the legal age for marriage is 18, the majority of Indian women marry as adolescents. Recent data show that 30 per cent of girls aged 15–19 are currently married or in union, compared to only 5 per cent of boys of the same age as per the recent data published in the report on the State of world children 2011 by UNICEF, there are just 19% adolescents who have comprehensive knowledge of HIV. 53% of adolescent girls and 57% of adolescent boys think that it is alright for husband to beat wife in certain circumstances (2002- 2009. (Status of world children Report, 2011). There is likelihood that this phenomenon occurs primarily as they are out of school or marriage becomes the reason for their being pulled out of school at an early age. There are more likely instances of such adolescents being deprived on any knowledge on their reproductive and sexual health as well as on their rights as citizens and as human beings in the absence of any systematic institutional opportunity to address them.

It is also evident that adolescents are not a homogeneous group. The situation and circumstances they are surrounded with shape and also get shaped by the opportunities that are available to them and these are determined by many variables which include their residential location; the educational level and educational status of their families; religious and cultural values both within the family and in the community; disability; ethnicity and gender. Each of these variables determines access to resources and opportunities, including education, health and employment. These mutually reinforcing disadvantages form an interconnecting web that determines their life chances and their quality of life. (Compendium on best practices around the learning and development needs of out of school adolescents; published by UNESCO and Plan India. 2011)

Though, as stated above, some programs of different ministries do address in school and out of school adolescents; the intervention for out of school adolescents are primarily steered by civil society groups and NGOs. Moreover, there has been inadequate attention to adolescents

concerns and priorities in programs and policies developed by the state governments in general.

**Government initiatives:** At the central level, Ministry of Youth Affairs and Sports, as the designated nodal Ministry to coordinate and implement interventions for Out of School Adolescents, came up with the National Scheme for Youth and Adolescent Development recognizing adolescents as a distinct age group and enabling focused action for them.

The Government of India, in partnership with other stakeholders, has made considerable efforts to improve the survival and development of children and adolescents. One such effort is the adolescent anaemia control program, a collaborative intervention supported by UNICEF that began in 2000 in 11 states. The main objective of the program is to reduce the prevalence and severity of anaemia in adolescent girls through the provision of iron and folic acid supplements (weekly), de-worming tablets (bi-annually) and information on improved nutrition practices. The program uses schools as the delivery channel for those attending school and community Anganwadi Centers, through the Integrated Child Development Services program, for out-of-school girls. The program currently reaches more than 15 million adolescent girls and was expected to reach 20 million by the end of 2010.

Attention has also been given to child protection issues. In 2007, the Government enacted the Prohibition of Child Marriage Act, 2006 to replace the earlier Child Marriage Restraint Act, 1929. The legislation aims to prohibit child marriage, protect its victims and ensure punishment for those who abet, promote or solemnize such marriages. However, implementation and enforcement of the law remain a challenge more specifically for out of school adolescents.

The Government of India has initiated a scheme for Empowerment of Adolescent Girls. It is called Rajiv Gandhi Scheme for the Empowerment of Adolescent Girls (RGSEAG) and is commonly referred to as SABLA. The scheme aims for the all round development of adolescent girls especially those out of school. It has a component of vocational training, life skills and also provides for supplementary nutrition.

Civil Society initiatives: Civil society organisations either address adolescent concerns in an integrated manner or sectorally. They work on health, education, reproductive health, employment, gender, leadership and/or vocational issues. What is common in all these initiatives is the Involvement of adolescents and the community from the project formulation stage itself, which has been their forte.

There have been a number of strategic interventions adopted by various organizations to address the development needs of the adolescent group, including the out-of-schools adolescents. Rather than promoting a linear formal educational curriculum for out-of-school adolescents in particular, the efforts of programme interventions have more been towards interweaving adolescents and their ecological variables (i.e. their living realities) in the programs. The idea has been to create an enabling space for action, where the (individual) young person can reflect, distil, and pursue an action agenda of his/her capability and choice. An alternative or a useful curriculum for life education that provides the platform to develop

overall personality and not merely an increase in knowledge; an opportunity for critical and analytical thinking; to question the status quo; scientific learning opportunity about various topics useful for life and building an insight for secular thinking is what is often pursued and/or recommended.

Drawing from various strategies and interventions for the adolescents in general, these have primarily taken the course of life skills education/capacity development; quality education and learning programmes with a right based perspective, health and safety, particularly of adolescent girls; and behavior change communication with focus on leadership development. Interventions have tried to adopt adolescent-friendly, participatory approaches that enhances understanding the 'adolescent' perspectives, elicit their responses, which also enables to sustain their interest in a programme.

In Karnataka for instance, the Kishori Chitrapata Project encourages young girls to explore, question, and redefine their social and cultural universe. The project makes innovative use of video, radio, etc to meet the learning needs of girls. Similar creative and communication means are used by organizations such as Srushti and Banglanatak.com (West Bengal).

In Orissa, Agragamee's programme for youth combines skills with information, knowledge and hands on training in addressing local problems. This helps them re-enter their community from a position of confidence and address local development issues. The North East Network (NEN) on the other hand, focuses on interventions of upgrading methodologies in counseling, conducting training on adolescent health and sexuality. Such interventions on health and sexuality need to be sustained through local support, church groups/religious leaders, and certainly the State.

Non-governmental organizations such as the Centre for Health Education, Training and Nutrition Awareness (CHETNA) works closely with the Government and civil society to improve the health and nutrition of children, youth and women, including socially excluded and disadvantaged groups. CHETNA also works to bring awareness of gender discrimination issues to communities.

*Doosra Dashak* program, which is being implemented in Rajasthan focusing on rural illiterate adolescents has been able to successfully engage with this group through organization of longer duration residential camps, adopting integrated, holistic approach to adolescent learning combining the initial camps with ongoing continuing education opportunities through helping adolescents' to form adolescent groups , organizing issues based training , engaging them in the exercises related to social mapping , associating them with Gyan Vigyan Kendras, libraries, Ikhavelos (learning centers) and offering them many opportunities on a regular basis to serve as peer educators as well as rural counselors to support their peers. The expansion of the Doosra Dashak approach in several states of north India by civil society groups working on adolescent issues is evidence of the success of a holistic programming approach for out of school adolescents.

Similar life skills education initiatives are taken by Assam Mahila Samata Society. One of their interventions is advising adolescent girls to cope with emotions, emanating from discrimination and regulated mobility.

Formation of adolescent girls groups are also on going in Andhra Pradesh, Bihar, Karnataka and West Bengal to motivate adolescents, strengthen their confidence, and spread awareness on their rights, education, health, reproductive health, and other issues. Makkala Sangha of CWC, Adolescent groups of MVF foundation, Adolescent Forums and Yuva Shakti Sangathanas of Doosra Dashak and many others have successfully demonstrated the benefits of organized formations of adolescents in taking up personal as well as social causes successfully.

Non-governmental organizations have initiated specific projects, like Project Hope, IMPACT, Better Life Options Programme etc. to deal with specific or holistic needs of adolescents. There have also been programmes to run Bridge schools enabling girls to get mainstreamed in education as well as programmes that engage adolescent men to sensitize them towards discrimination against girls and women.

One learning which is apparent from most of these interventions is the need to address adolescents holistically taking an integrated approach to their learning and development. Sectoral initiatives limit the potential to influence lives of out of school adolescents and lack in preparing them for the challenges of adolescence as well as for future life. It is therefore strongly argued that all such programmes for out of school adolescents need to have strong component of life skills education which offers a comprehensive learning package.

Some of the key learnings are delineated below as a basis for recommendations in the later part of the report

- The rights-based perspective, in place of service delivery perspective, needs to be at the center in interventions aimed at addressing adolescents as it enables adolescent girls to participate and engage in their own development processes in a more meaningful manner than being mere recipients of knowledge, information and skills. This perspective requires appropriate materials, vocabulary and interventions.
- Any intervention which is aimed at addressing adolescents' concerns in a holistic manner needs to have understanding of its own limitations and strengths. There has to be a conscious understanding and scope for engaging with organizations and individuals with diverse sets of expertise for partnership and collaboration. This approach enables mid- term correction as well as graduation from one level of intervention to another level responding to the needs of the learners.
- Education is the key to all processes for social transformations. There is overwhelming evidence across the globe to show that adolescents' education must be multi-faceted, taking into account the fact that they are at the threshold of family life, world of work and citizenship. Therefore, any effort towards education of adolescent should be holistic in nature and should enable them to take care of their own lives as well as participate in the processes of governance and bring about social transformation. Such education also needs to be consistent with contextual realities within which adolescents' live and interact with the larger society.
- Opportunities of continuing education are as important as initial trainings and activities while working with adolescents' in general but girls in particular for reinforcement of their

learning. This is specially to be kept in mind when the adolescent participants happen to be the first generation learners. However good the initial educational program may be, its long-term impact depends on continuing education and opportunities for application of learning. This is particularly so in a predominantly non-literate environment. Therefore, necessary attention must be paid to the provision of appropriate courses and other learning opportunities to keep them engaged in the realm of learning.

- Peer support and hand holding plays a major role in work with adolescents as peers can serve as confidants, motivators and role models. Their role as peer counselors as observed in Indian Experience, can also be critical on issues on which adolescents hesitate to talk to their elders. This helps in dealing with age specific confusion, dilemma, stress and apprehensions on minor matters.
- Neglect, deprivation, restricted mobility leading to lack of proper education and learning opportunities, combined with added household responsibility, throw adolescent girls in poor households in the grip of poverty. If not checked and responded in time, this grip acquires the shape of vicious circle. Deeper understanding of the vicious circle of poverty is needed in the group which would work with adolescents especially belonging to marginalized communities. Such understanding is crucial for designing inter-sectoral activities having definite bearing on Adolescent's Education and their enhanced capacities to break the cycle.
- Deeper layers to marginalization need to be clearly understood and appreciated before initiating work with adolescent girls. This includes fuller comprehension of social deprivation, cultural marginalization and economic impoverishment combined with gender specific disadvantage of their having been born as girls in deprived families. Such knowledge is vital for development of interdisciplinary and rights based framework.
- Work with community in a sustainable manner requires sound understanding of community dynamics and role of different actors. This has to be combined with an understanding of what constitutes the 'community' as many a time representation of the powerful and influential is understood as community participation further isolating those who have always been at the periphery of mainstream society.
- Active participation of adolescents in family and civic life fosters positive citizenship as they mature into adults. Furthermore, adolescents' contributions enrich and inform policies that benefit society as a whole. The personal benefits of participation for adolescents are immense. Building decision-making abilities in young people empowers them when it comes to making decisions about their own health and well-being. Adolescents who participate actively in civic life are more likely to avoid risky activities such as drug use or criminal activity, to make informed decisions about sex, to take ownership over their legal rights and to navigate their way through the array of challenges they encounter on their journey to adulthood.
- Most interventions also require policy interface. It is therefore important to establish dialogue with the policy making bodies at the federal and state levels and establish rapport with the executive machinery at the district and local levels. Dynamic policy environment can serve as an "enabler" to draw attention towards adolescents along with sharing and dissemination of results at all levels.

## CHAPTER III

### RECOMMENDATIONS FOR THE 12TH FIVE YEAR PLAN

The recommendations detailed below are the considered view of the sub-group based on documents, reports, their own and others experiences & knowledge and the submissions made by adolescents of Karnataka, in 2009-2010 towards the National Policy for Children<sup>2</sup>. They felt very strongly that **“No decisions about us can be taken without us”**.

The following are some of the key excerpts from these submissions.

- *“Education is our right. It should be made available to us at the place of our convenience and at times which are convenient to us.*
- *We working children want quality education, which is recognized by the Government and the society. Not non-formal education.*
- *When adults migrate for work for long periods of time, their children need to be provided hostel facilities in their villages/home towns so that their schooling is not disturbed and that they are taken care of.*
- *Vocational education should be a part of the curriculum for higher grades. Special vocational training programmes should be designed and planned for children with disabilities.*
- *Nationalization of private schools will help us access common education just as nationalization of banks has helped us during the time of recession.*
- *Anti sexual harassment committees in all schools and colleges should be started to address the issues of violence and abuse against girls.*
- *Attraction to opposite sex is natural in this age group, so focus should be given to educate us on interpersonal relationships and sexuality.*
- *Awareness should be created in the schools and colleges about children getting addicted to any abusive habits*
- *Ensure special facilities for girl children, especially adolescents, to receive counseling and alternate home stay if necessary.*
- *Make sure that no one criminalizes working children or treat them as ‘Children in Conflict with Law’.*
- *It is very important to have gender education in schools.*
- *Awareness should be created for all children about the problems in a child marriage.*
- *Basic infrastructure like water, toilet fuel etc., should be made available to communities according to the population of the area. When major development programmes like building of dams are planned, the local communities should be consulted. All these impact on children’s ability to go to schools and colleges.*

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<sup>2</sup> These are excerpted from a report of the children’s consultative processes facilitated by the Concerned for Working Children and Action Aid, Karnataka, 2010

## **Seven Fundamental Principles for the 12<sup>th</sup> Plan.**

- i) Emphasizing a rights based perspective and accepting that adolescents are individuals in their own rights, with their own aspirations and concerns.
- ii) The need for a paradigm shift away from the welfare approach to a rights based empowerment approach.
- iii) Acknowledging adolescents as equal partners (and not just as beneficiaries) in their development and empowerment and establishing an appropriate framework for their involvement and participation in all aspects of their lives, including programme development, design, and implementation and monitoring.
- iv) Recognizing the need for a more inclusive approach to include the marginalized especially adolescents in conflict with law, adolescents in need of care and protection, victims and survivors of crime and violence, adolescents living in disturbed areas, those vulnerable to substance abuse, trafficked adolescents, street adolescents, adolescents from migrant communities, those in urban slums, adolescents from minority groups and other disadvantaged sections and mentally and physically challenged adolescents.
- v) Recognizing the wide gap between adolescent girls and boys, especially in rural areas and the need to avoid stereotyping girls and boys and look at girls as much more than just future wives and mothers, as individuals in their own right and equal partners in development and nation building, thus striving for a gender just and equitable society.
- vi) Recognizing adolescents as a valuable asset and expanding opportunities and choices for them and facilitating their access to knowledge, information, vocational education, skills and services in a friendly and supportive environment, in order to help them reach their full potential.
- vii) Appreciating and acknowledging adolescents as agents of change in the nation's development by not only exercising their rights but also discharging their duties. The attempt will be not only to empower them for their own development but also to equip them to prevent and contain distortions in culture, criminalization and fundamentalist tendencies and become a force for socio-economic transformation thus making them partners in the development and growth of their communities and the country.

## **APPROACH AND RECOMMENDATIONS:**

Out of school adolescents comprise the majority of the adolescent population. This could be for a number of reasons – Some of which are, the need to work to supplement family income, or need to care for siblings and do household work, or lack of easy access to educational facilities, or lack of toilets for girls in schools or because they do not find the education system relevant for them. However, The Right of Children to Free and Compulsory Education Act 2009 provides every child of 6 to 14 years the right to free and compulsory education in a neighborhood school. Further, clause 4 of the Act provides for admission to out of school children, into a class appropriate to his or her age. This also enjoins on the establishment to provide special training to such children, if required, so that they can come on par with children of the age. This has important implications for out of school children and adolescents. It is in this background and context that the following recommendations are being put forth for consideration.



**1. Separate policy for Adolescents:** The Working Group strongly recommends that in order to clearly articulate the concerns of adolescents as a distinct group and to provide directions for operationalising the vision for adolescent's development in 12<sup>th</sup> Plan, a separate Policy for Adolescents should be formulated to complement the Youth Policy. This was a recommendation for the 11<sup>th</sup> Plan as well and is being re-emphasized by the sub-group. Keeping in view of the heterogeneity in adolescent population, multidimensional policies are required to address the different population groups within the adolescent population as a whole so that each is able to get his/her due without being ignored.

Only as a last resort, the content of the existing Youth Policy could to be re-examined for incorporating comprehensively the component for adolescents. In this case, the title of the revised policy should also be suggestive of the inclusion of the adolescent component.

**2. Data system to capture adolescents and initial survey:** One of the problems to plan for adolescents, especially out of school adolescents is that there is a paucity of consistent, reliable data on them which leads to a vague picture of their composition and aspirations. It is recommended that a system be put in place to collect, collate and distribute authentic disaggregated age specific data based on gender linguistic, caste, ethnicity and socio-economic characteristics of adolescents. This will facilitate government as well as non government bodies to design need based responses in a more systematic way. It is suggested that the collection of data could be done by linking up with NFHS, since they are already collecting some data on adolescents. The census process could also be explored. Rs.3 crores is proposed to develop the system and carry out the first initial mapping/survey.

**3. Active engagement of adolescents in planning, implementing and monitoring programs aimed at addressing their concerns.**

Considering that the initiative is working with adolescents; it is essential to create spaces where they can effortlessly and confidently represent themselves in decision making processes, in a protective and nurturing environment so that the initiatives are responsive to their needs and concerns and they feel it is their programme. It is essential to develop mechanisms to ensure that out of school adolescents don't get left out as they are not as organised as school goes and lack 'formal forums' to articulate their concerns. Adolescent forums formed by civil society organizations like Doosra Dashak; Concerned for Working Children, MV Foundation could facilitate the involvement of out of school adolescents.

It is recommended that mechanisms for listening and responding to young people's concerns are institutionalized, for example, organizing seminars/ discussion forums for adolescents to express themselves at an optimal frequency (at least on an annual basis). These events should be properly documented and their findings / recommendations widely circulated and used by government and non government stakeholders while addressing adolescent issues.

In order to mainstream meaningful participation from adolescents; it is proposed that a cadre of peer educators be created in 5% of schools from the three national schooling systems (KVS, NVS and private schools affiliated to CBSE) and 10 schools per state/UT. The

contribution of peer educators to the program should be carefully evaluated against pre-determined indicators before taking a decision on up scaling it to all schools implementing AEP.

**4. Priority Groups for Inclusion:** In keeping with the 12<sup>th</sup> Five Year Plan's approach of 'inclusive growth', it is essential to ensure that the most marginalized and unreached are included in all initiatives. Special attention should be given to include adolescents in need of care and protection, and adolescents in conflict with law, victims and survivors of crime and violence, adolescents living in disturbed areas, those vulnerable to substance abuse, trafficked adolescents, street adolescents, adolescents from displaced and migrant communities, those in urban slums, adolescents from minority groups and other disadvantaged sections and mentally and physically challenged adolescents. In view of the recent socio-economic and political upheavals in extremist affected areas, especially the tribal areas where the context and problems are unique it is essential to have a focused and inclusive approach. Since adolescent girls of the above categories bear a double burden and are more disadvantaged, deprived and vulnerable they will require greater attention; not just in these categories but as a whole as well.

#### **5. Health services including counselling services for adolescents**

Holistic health including mental health is being rightfully recognized as a vital component of health and counseling is an important component of these services. This aspect of adolescence has long been a neglected area. Given the improved school continuation rates through middle and senior school in India; there is an enhanced need for providing youth friendly health services in school settings as well. Girl adolescents are more in need of these services. A counselor provides guidance on all the three dimensions-educational, career and personal/social.

It is recommended that based on the available resources, different mechanisms should be encouraged for providing first level of counseling services within schools. Some options include:

- Hire professionally trained counselors: one per school would be the most ideal; but if this is not possible then, shared counselors (one counselor for 2 to 3 schools)
- Training of teachers as counselors with the school administration committing to providing dedicated time to the teacher counselor for providing these services
- Identifying dedicated and interested individuals from the community who could be oriented to counseling skills and can volunteer their time to provide counseling services in schools as well as neighboring communities. Orientation training can be provided by agencies that have the necessary expertise from government as well as non-government institutions
- Paid counseling services through hiring contractual services on a regular basis or at an optimum frequency (for example, once a week)
- Setting up counseling help lines for all adolescents
- Peer counselors especially for rural out of school youth (for first level of counseling only)

It is noteworthy that most of the above mentioned options have been tried on a pilot basis in different parts of the country. These pilots need to be evaluated against a set of criteria that are likely to determine their success in a given context and decisions should then be taken for replicating or up scaling these pilots or hybrids of any of these approaches.

Convergence among state departments of Education and Health should be actively pursued to better link increased awareness from life skills education programs to services through appropriate referral linkages as needed.

## **6. Coining a new nomenclature for Adolescence Education Programme**

Post 2005, in the wake of the controversy around sex education; the program was restructured as the Adolescence Education Program (AEP) that focused on enhancing life skills among adolescents to enable them to respond to real life situations effectively. Positioning AEP in the wider context of an educational approach to develop life skills to empower young people could be a useful strategy with a clear focus on age/ experience appropriate and culturally sensitive information. In order to enable the programme to address adolescent concerns effectively, rather than focus only on reproductive and sexual health concerns, it may be advisable to either rename the programme as Life Skills Enhancement Programme for Adolescents or keep the same nomenclature of Adolescent Education but with a focus on 'life skills'. It is also recommended that the AEP as it exists and as it is understood be reviewed. This will also ensure that the revised nomenclature appropriately portrays the programme which should be viewed as an enabling programme for empowerment or life skill enhancement of adolescents, rather than a more limited one.

- 7. Pedagogical approaches that need reinforcement:** Teachers should use a variety of resources to inform their teaching practice including learning tools, learning resources, and resource persons drawn from the community, community resources, institutional support services, and state support services. There is no single factor that makes a method effective. However to be effective it is apparent that three key processes need to be actively supported:
- Representing and sharing knowledge (drawing examples from real life and developing processes around these)
  - Developing individuals (supporting teachers to do something new)
  - Developing organizations (supporting culture change)

The design of the learning material and process should be based on five key principles to be effective: Stimulation of creative/inventive thinking, contextualization, promoting professional skill learning, enable engagement with communities and adaptability to real life. The following recommendations are divided based on age groups as follows.

a) For Children below the age of 14: The aim for adolescents in this age group should be to enable them to participate in education by integrating the relevant work related information and skills that they require at this age into the education curriculum.

b) For Children between the age of 14 and 18: This age group is legally permitted to work in certain scheduled employments. This is also the period when many children are working. What they need at this time is the possibility of obtaining vocational training that includes a stipend and a recognized certificate. It should also be possible for the young person to continue with basic formal education (to be able to appear for the VII or X standard exams).

c) Vocational training should include safe part-time paid work options in supervised situations. This should be coordinated by the school authorities and the vocational training

establishments and contracts may need to be entered into under the apprenticeship act. However this act may have to be reviewed and revised. The establishments/individuals that are certified to offer such apprenticeships should be inspected by the appropriate department and then short-listed. The part time work made available could range from folk arts, sculpture, agriculture, basket making, auto/scooter/cycle repair, tailoring, electrical repairs, plumbing, carpentry, hair dressing, office assistant etc: The school time table should allow for this.

**8. Strategic approach to adolescents who are out of school:** While no doubt the most ideal situation would be for all adolescents to be in school and this should be a non-negotiable, but the reality is to the contrary. One must realize that the present strategy of removing a adolescents child from work and putting them into an education institution has not worked because the social problems that pushed them into the labour market have not changed and remain a driving force both for the family and the young person. Education needs to serve several purposes. Education can serve as one aspect of the alternative for an adolescent when s/he is released from labour, only if the education so provided serves their needs and aspirations. Education needs to be a viable choice for children who are preparing for the world of work. For adolescent in the age group of 10-14 the way out after releasing them from labour, should be to put them into schools as is envisioned and enforced through RTE Act, ensuring a conducive, adolescent friendly learning environment, infrastructure and teachers who are trained in adolescents' psychology, learning styles etc. For adolescents in the age group of 15-19, education needs to be a viable choice as they are at the stage where they are preparing for the world of work. Vocational skills should be made available as part of all schooling.

**9. Life Skills Camps for Adolescents.** These could be either residential or non-residential and could range from 7 days to four months. They have been proven to be effective for adolescent girls and boys, especially those out of school, but not limited to them, to enable them to experience the act of participating fully and pro-actively in the learning experience, both within a class room and outside. These camps should also be available for the learners of open distance system and have a strong component of life skills education which ensures a comprehensive learning package with a fine balance with the following outcome oriented goals:

- Developing and practicing a sense of self in connection with the immediate community and the external world
- Technical knowledge with reference to sexual and reproductive health related issues and an ability to articulate themselves vis a vis both
- Asserting their rights and assuming their responsibilities.
- Exposure to career options, self employability and career counseling
- Participation and engagement in the processes of governance at various levels
- Understanding and practicing gender equality in behavior as well as action
- Inculcating values of inclusion, while understanding the process and forms of marginalization and respecting all forms of diversity
- Providing counseling support to deal with issues causing emotional, mental and psychological agony and concerns

The issue of gender equality and empowerment need to be interwoven in each of the component of learning package. Experiences from programmes like 'Doosra Dashak' show that adolescents gain immensely from these experiences both in terms of their own personhood, and also gain knowledge and inputs about how to interact with others in the community in an empowered manner. Experience shows that for a group of 30 girls/boys, such a camp would cost Rs. 50,000 and can be carried out with the support of the Block Resource Centers (BRCs)/Community Resource Centers (CRCs) or local CBOs and NGOs.

Residential camps of a three to four month duration should be the principal method of transacting a model of integrated education for out of school adolescents' which emphasizes good quality literacy and numeracy skills and integrate them with learning of life skills, health/ reproductive health issues, understanding of sexuality, building of awareness of human rights and gender equity, civic and political education, legal literacy, etc. Girls are subjected to caste constraints and tend to adjust to subordination and gender discrimination, which they see all around them which also in turn affects the articulation of their reproductive and sexual health rights. A way out is residential training, which provides opportunity for strengthening collective identity and a sense of camaraderie. These camps are helpful in enabling adolescents get over the narrowness of religion, caste and social status, overcome their shyness on critical reproductive health issues and inculcate in them an understanding of, and commitment to, human rights in all spheres of life.

A 4 month camp would cost about Rs. 6 lakhs to organize. These agencies could be invited to send their proposals for a fixed cost programme (norms for other duration of camps need to be worked out) and the most appropriate agency may be selected based on their competences and their field presence. Funds can be channelized through School management Committees under SSA or RMSA. Department of Youth Affairs is running a similar scheme which needs to be evaluated and revamped based on the evaluation findings. This initiative should be the main plank of work with out of school adolescents in the 12<sup>th</sup> Plan.

## **10. Community / Youth Participation:**

Adolescent development and protection from all kinds of violation and harassment is the responsibility of the whole community. While community engagement is part and parcel of an adolescent's, especially those out of school, day to day negotiations, the larger community needs to better understand their needs and create learning and development spaces wherever possible in diverse settings even as they prepare them for entering school.

Strategies towards enhancing community participation in school and school /adolescent participation in the community will make the school boundaries more permeable. This will also increase interface between out of school and in school adolescents and will increase accessibility of schools to the community at large.

Adolescents deeper interface with community issues as well as with community members offers tremendous opportunity for the adolescents to learn about themselves and their connect to society and also give them a legitimate space to be heard. They will be able to assert their

rights, assume responsibilities, build deeper sense of self and relationships and practice leadership and decision making skills through these engagements.

To co-facilitate this kind of community participation for adolescents, it is recommended that CBOs/NGOs be supported with small grants to create and facilitate one or the other of the following two mechanisms for community champions. Two kinds of **Community Champions** are envisaged:

I) **A Community Facilitator** (to be given any alternate name to suit local preferences): who would help mobilize community participation and enhance adolescent's access to community resources as well as facilitate creative dialogue and partnership between adolescents and the community.

II) **A Children's Friend/Mitra** (to be given any alternate name to suit local preferences): who would support specific interventions to address issues of violation of rights of adolescents (both in school and out of school) and enable taking adolescents concerns to appropriate authorities and village panchayats.

**Profiles of the Community Champions:** An adult/s (preferably a young adult/s or woman) from the neighbouring area with a desire and interest to volunteer his/her/their services for adolescent education with a joyful disposition and ability to demonstrate leadership and take people along. In this regard it may be mentioned that youth and women can play an excellent role in this area. Experience across all youth programs be it NYKS, NSS or self organised youth groups and those initiated by civil society organisations across the country indicate that youth across the country have contributed significant time, talent and love to support children's learnings in all types of settings. It is also a mutually beneficial experience with opportunity for tremendous growth for both the adolescent and the youth.

**The Term** of a Community Champion/s is recommended to be 2-3 years after which fresh nominations/elections should be conducted.

**Training:** Community Champions have very specific roles which will require very inspired training support. It is recommended that training for this role be provided by well respected community service and training organisations that have a progressive, secular and sound understanding of community participation and adolescent and youth development and demonstrated practice of having done landmark work in integrating the same.

**Detailed guidelines** for this scheme will need to be further developed based on the following principles. (See recommendation 18 below).

**I) Community Facilitator:**

(a) **Selection:** To be jointly selected by the school management committee and equal number of adolescent representatives based on clearly outlined guidelines developed by the joint group. Adolescents in the committee would have the right to recall and replace the Community Facilitator/s.

**(b) Role:**

- i) To work in collaboration with the School Management Committee mandatorily formed in each school under the provision mentioned in RTE Act, school counsellor or a specially appointed teacher willing to take on additional role to support the community facilitator and organise after school and in school events and activities and develop a strong interface with NYK, JSS, and other institutions
- ii) To co organise activities with adolescents that bring together adolescents from different communities including among in school and out of school adolescents in common community service and other learning initiatives.
- iii) To inspire adolescents and the school community including teachers and parents to take leadership and organise community action programs for both in school and out of school adolescents including community mapping /social mapping exercises; social awareness programs; cross border sports events (events where each team necessarily comprise people from many different communities); voluntary work in terms of running libraries, learning centres.
- iv) To facilitate secular self reflection and self exploration experiences.
- v) To inspire community participation through creative events led by adolescents on adolescent participation and role of the community in adolescent education. This would include adolescents using creative media like theatre, puppetry, comics, music, films and arts as a medium for sharing about social issues in the community for an exchange of ideas for change with adults.
- vi) To negotiate greater community resources and informal safe 'spaces' for adolescents to access for their exploration, learning and play. This includes facilitating the opening of infrastructure in both government and private spaces to enable suitable access to both in school and out of school adolescents. Such spaces maybe one's own school, other schools in the neighbourhood, sports centres, NGO offices, panchayat ghars, libraries, community centres etc. (Also see recommendation 11 below)

**II) Friend/s or Mitra/s:** (ideas heavily borrowed from Makkala Mitra model in practice by CWC in Karnataka)

- (a) Selection:** Elected by the adolescents of a ward or hamlet based on selection criteria developed by the adolescent groups. Adolescents will have the right to recall and replace the Mitra/s if the Mitra lose their trust and confidence any time during the term for which he/she is appointed.

**(b) Role:**

- i) To be the adolescent's Friend or Ombudspersons to protect them in crisis, provide them immediate counseling, to serve as a facilitators to bring forth adolescents concerns and issues with appropriate authorities, village panchayats etc.

- ii) To support adolescents in raising the violations of their rights and in realization of their rights. To assist SMC, panchayat and school authorities in bringing the out of school children and adolescents' back to school.
- iii) To negotiate with and work in partnership with schools and civil society organisations to enable adolescents to obtain access to services and safe spaces for adolescent development and support.
- iv) To take immediate action in cases where children request help individually or collectively.

The Mitra's should be autonomous and accountable to adolescents. The Mitra will be encouraged to work in collaboration with a counselor in a school or will be affiliated to the civil society organization facilitating them.

**11. Creating enabling and safe spaces for Adolescents:** Beyond programmatic engagements and camps, and counseling services, it is recommended that a district wise mapping of spaces that adolescents can find space to 'be', exercise leadership, hang out with friends in a safe and learning environment other than schools. Therefore sports clubs, science centers, libraries, counseling centers, NGOs, recreation spaces, teen clubs and schools all be encouraged to create space within their frameworks as adolescent hubs for learning and development after school. There must be an opening up of spaces and infrastructure in both the government as well as private set ups that will create really vibrant informal opportunities for adolescents to grow which any formal program will not be able to provide. At a formal level, these spaces need to be created on a large scale and guided in a limited way. Each hub should have its own character and energy based on the young people for whom it is meant.

**12. Flexi-schools with vocational education:** Education also needs to serve children who combine work and education and flexi schools that combine schooling with vocational professional training and NOT only Bridge schools need to be planned. General (formal) education must be made flexible and thereby available to working adolescents above the age group of 15-19 years. The Alternative Innovation Education initiative of SSA which presently covers only adolescents between 10 to 14 needs to be extended to schools under RMSA. The adolescent education component of this initiative needs strengthening.

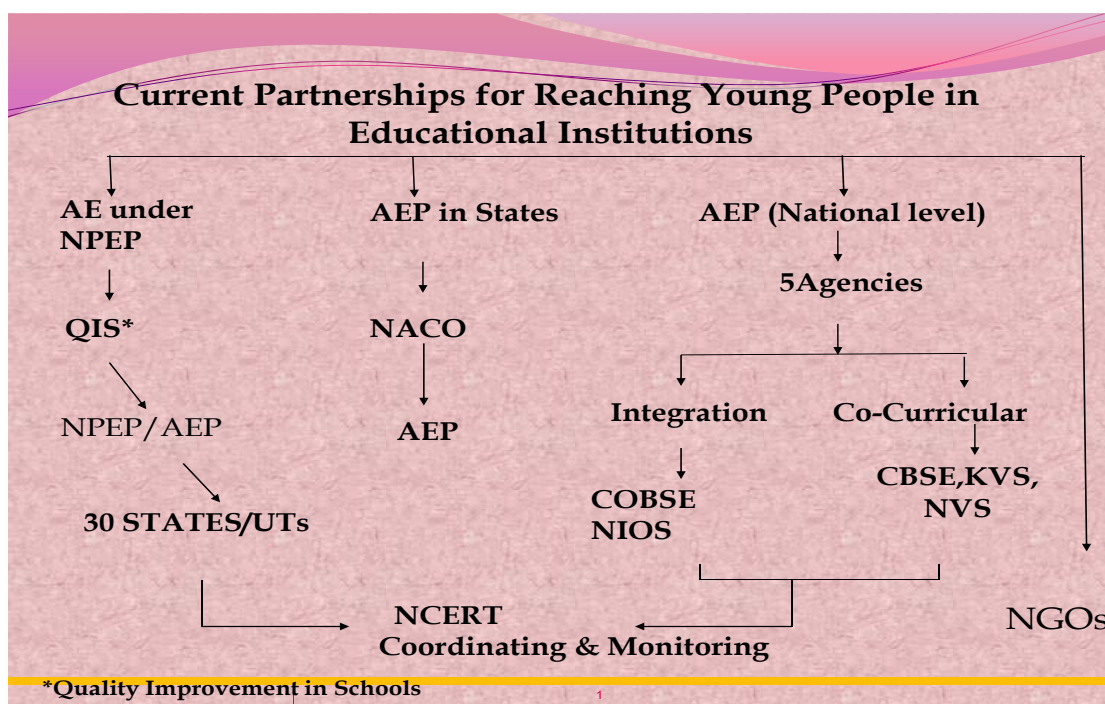
### **13. Strengthening and streamlining implementation of Adolescence Education Programme (AEP)**

Currently, AEP is reaching adolescents in secondary schools through the following institutional arrangements:

- i) NCERT co-ordinated National Population Education Project (NPEP) being implemented in the State board schools across 30 states and union territories
- ii) National AIDS Control Organization (NACO) co-ordinated AEP also being implemented in the state board schools across 35 states and union territories in partnership with State AIDS Control Societies (SACS)



- iii) NCERT co-ordinated AEP being implemented with national schooling systems, the Kendriya Vidyalaya Sangathan (KVS), Navodaya Vidyalaya Samiti (NVS) and private schools affiliated to the Central Board of Secondary Education (CBSE)



Recognizably, there is overlap between the three programmes particularly the NCERT co-ordinated NPEP and NACO co-ordinated AEP in the state board schools. Considering that these programmes are working towards achieving the same goal in terms of empowering adolescents with accurate, age appropriate and culturally relevant information, promoting healthy attitudes and developing skills to enable them to respond to real life situations effectively, the following are recommended:

- a) Harmonize the three parallel programmes under the Ministry of Human Resource Development (MHRD). NCERT should be identified as the nodal agency for the necessary co-ordination, implementation and monitoring of the programme.
- b) Revive national steering committee under the chairpersonship of MHRD convened by NCERT with the proposed membership of NACO, KVS, NVS, CBSE, representation from state governments<sup>3</sup> (including the states that are implementing as well as those that are not implementing AEP, on a rotational basis), representatives from civil society, PTAs, academic institutions, development partners. The Committee could have the following key functions:
  - i) Review and update content and minimum standards for the programme

<sup>3</sup> Forty percent membership from the state governments as education is a state subject and the voice as well as concerns of state governments should be heard.

- ii) Demarcate geographical areas as appropriate among relevant stakeholders (for example, NACO, NCERT, NGOs, academic institutions) for implementation of the programme. This function is recommended based on the assumption that the country is huge and effective coverage of all schools is likely to require more than one agency to implement the programme
  - iii) Review and approve monitoring protocols with clearly defined reporting channels
  - iv) Review and reward performance
  - v) Organising a high impact annual conference in collaboration with government departments, leading civil society organisations, Youth Development and Management and Social Work Institutes (*eg.* RGNIYD, TISS, IIM, XLRI) to capture best practices, learn from failed experiments and publish regular research and updates in the field. These updates could serve as raw material and reference data to feed into the 13th Five Year Plan.
  - vi) Advocacy with relevant stakeholders at the national level and with the state governments including the state boards of education
- c) State level steering committees may be formed under the chairperson ship of the State Department of Education with State Council of Educational Research and Training (SCERT) as the convenor and membership from State Boards of Education, NCERT, NACO, State AIDS Control Society, representatives from civil society, PTAs, academic institutions, development partners with the key function to ensure that the programme is well implemented and concerns that cannot be resolved at the state level or have wider implications are addressed at the national level.

**14. Curricular integration of life skills and adolescent concerns:** The National Curriculum Framework (NCF) 2005 that guides the school curriculum across the country recognizes Adolescence Education as an important area in school education. Furthermore, the framework also outlines that rather than a stand-alone programme, the AEP should become an integral part of school education. This is crucial to sustain the gains consolidated from AEP in the project mode. NCERT has initiated the process for development of a scheme of content under the AEP for all levels of school education.

In order to become a reality, there is need for commitment at all levels in the department of education so that adolescent concerns can be integrated at all levels of school education (primary, upper primary and secondary). There will have to be commitment and buy-in from all stakeholders, especially state school boards.

Sensitization of curriculum developers, lesson writers, senior educationists, evaluators through NCERT, SCERTs and state boards is an important ingredient to achieve curricular integration of themes covered under the AEP.

Under the guidance of MHRD, tools will have to be developed to assess the quality of integration so that the more sensitive issues related to sexual and reproductive health of adolescents are not diluted. It is also recommended that studies to assess quality of integration in school curriculum at both national and state levels are taken up.

Themes addressed in the programme should be a part of Comprehensive and Continuous Evaluation (CCE). This will facilitate adolescent concerns getting their due space in the curriculum.

The National Institute of Open Schooling (NIOS) has also taken the lead in integrating AEP concerns in selected subjects of its curriculum in a comprehensive manner. It is recommended that this process is continued for other courses in a comprehensive and holistic manner. It will also be advisable to continuously get feedback from learners.

**15. Inclusion of upper primary stage in the fold of AEP:** Adolescence Education Programme has so far focused only on secondary and higher secondary stages. But pedagogically and also according to the needs of adolescents, it is essential that the upper primary stage of formal and open schools is included in its fold. Adolescence Education to be effective has to begin at least from the upper primary stage, i.e. from class VI or VII onwards. It is recommended that it should be made a part of SSA and RMSA at upper primary and secondary stages of school education respectively.

**16. Universalisation of AEP in all government and aided schools:** During the 12<sup>th</sup> plan period, efforts should be made to cover all the 1,60,000 Secondary and Higher Secondary Government and Government aided schools under AEP. Life skills based activities like role plays, debates, competitions etc will be organized for which each school will be provided Rs.1000 per year. In addition each school should be provided 2 sets of AEP training and resource material kit at a cost of Rs. 550 each, as a one time non recurring cost.

### **17. Capacity building**

In-service training of teachers: Similar to other educational areas and as emphasized in NCF 2005; participatory learning approaches that build on the experiences of students and teachers are relevant for addressing the themes in the AEP.

Teachers of formal schools and tutors of open schools need orientation to both the content and participatory methodologies for transacting the themes covered in the programme effectively. It is proposed that two teachers per school for four sections in secondary school be oriented to AEP with provisions for a refresher training once every three years. Further, one additional teacher be oriented for every 2 additional sections in secondary schools.

Once the adolescent concerns are integrated in the curriculum, two teachers from upper primary classes/school should also be oriented to AEP.

Teachers would need to be sensitised and equipped to address the needs of all categories of adolescents, like first timers, drop-outs, first generation learners, ex-child workers, children of migrants, or adolescents who have never been to school, who are entering school for the first time. This assumes special significance since the majority of new entrants who will be getting enrolled in age appropriate classes, will be adolescents who missed the bus. Teachers would therefore need to be trained in adolescent psychology and learning styles. Community groups and experienced NGOs could assist this process.

Besides face-to-face training opportunities, the use of ICT enabled technologies should be explored particularly for refresher training programmes.

Pre-service training of teachers: If adolescent concerns are integrated in all teacher education courses at the elementary and secondary levels (eg. D.Ed, M.Ed, B. Ed., and Elementary Teacher Education (ETE) (which conducts pre-service teacher training for elementary level and are run by District Institute of Education and Training (DIET) in States) curriculum, it will be an extremely cost effective strategy that will pay huge dividends not only in better transaction of AEP, but also contribute towards improving the quality of school education. This should be done through Institute of Advanced Studies in Education, Department of Education of Universities, and SCERTs.

Capacity building of text-book/lesson writers of NCERT as well as NIOS: This is another category that could be sensitised and whose capacity built to include adolescent/gender issues in text books/lessons.

**18. Setting up of a Task Force for drafting new initiatives:** Since recommendations at sr. no: 3, 5, 7, 9,10,11 and 12 are somewhat different and / or new it will be necessary to develop details of schemes along with guidelines and norms for operationalising them. It is proposed that a Task Force, comprising of representatives from civil society especially those already working with out of school adolescents, NIOS and DSEL be set up for the same.

## CHAPTER IV

### PROPOSED FINANCIAL OUTLAY

#### **Sources of Finances:**

Government both central and state governments and their autonomous and semi-autonomous bodies could be the main sources of funding for the in-school component of the recommendations. Adequate budgetary provision is strongly recommended for this very crucial age-group of the population having their own unique needs and concerns.

Especially for out of school adolescents, multiple sources, both from within the country and external will have to be tapped. Some of these could be Indian and external funding agencies; local bodies; community contributions; private trusts and foundations, corporate sector and resources of the nodal ministries/department.

Advocacy with Indian and external funding agencies – corporate houses, charitable trusts, NGOs, multilateral and bilateral agencies could go a long way in generating interest among them to provide financial support for programmes for adolescents taken up by the Government as well as non-government agencies.

Panchayati Raj institutions and urban local bodies should be encouraged to allot money for adolescent development initiatives. As will be seen from the above recommendations, the sub-group envisages a very pro-active role for the community. Participation and financial and non-financial contribution from the community can be a distinct and precious resource, once they realize the value of such investments.

In keeping with the mantra of inclusive growth, adolescents of every region, caste, community and sex should be encouraged and facilitated to form their own organizations and become equal partners in their development and empowerment.

A rough estimation of funds required from the Government for the recommendations for the 12th Plan, for Adolescent Education is given in **Annexure**.

**Financial Implications of Recommendations for the Twelveth Five Year Plan**

**Sub-Group on Adolescent Education**

**(Rs. In lakhs)**

	<b>Recommendation</b>	<b>Explanation</b>	<b>Unit Cost</b>	<b>Total cost over 5 years</b>
1	Data system and initial survey.	Development of Data system on profile of adolescent and their needs and Concerns and conducting initial survey.	300	300
2	Active engagement of adolescents in planning, implementing and monitoring programs aimed at addressing adolescent concerns			
2a	Organizing seminars/ workshops in 35 states/UTs	2-day workshops for 50 adolescents are proposed in all 35 states/UTs to be organized twice in the plan period	1	70
2b	Organizing seminars/ workshops at national level	One workshop is proposed at the national level for 200 adolescents twice in the plan period	8	16
2c	Orientation of peer educators in 5% schools from the national schooling system and select state board schools	<p>There are approximately 14,000 secondary and senior secondary schools at the national level (1000 Kendriya Vidyalayas, 650 Navodaya Vidyalayas and 12350 private schools affiliated to CBSE. It is proposed that 3-days CB programs will be conducted in 700 schools (@4 Peer Educators/school) for 2800 peer educators in 56 batches of 50 peer educators each. And also 10 schools per State/UT</p> <p>Since the program is implemented in secondary and senior secondary schools, adoelscents will graduate from school and new peer educators will have to be oriented but @2/school for 1050 schools. Hence, 2100 peer educators in 42batches of 50 peer educators each.</p>	1	126

**Financial Implications of Recommendations for the Twelveth Five Year Plan**

**Sub-Group on Adolescent Education**

**(Rs. In lakhs)**

	<b>Recommendation</b>	<b>Explanation</b>	<b>Unit Cost</b>	<b>Total cost over 5 years</b>
3	Health Services including counseling services for adolescents in schools	Several different pilots are suggested in the recommendations and an overall estimate of Rs 3500 lakh per year is proposed	3500	17500
4a	Life Skills Camps for Adolescents	a) One 4 months camp per State per year is proposed	6	1050
4b	Life Skills Camps for Adolescents	b) 100, 7day camps per year are proosed	0.5	250
5	Community/Adolescent participation	Engagement of Community facilitators or friends of Adolescents , in 10,000 communities, @ Rs.48,000 per year/community	4800	24000
6	Strengthening and streamlining implementation of AEP			
6a	National Steering Committee	Approximately 25 members should meet once every quarter for 1 day. 50% (12) of members will be out-station participants and will be drawn from State Boards of Education/State Councils of Educational Research and Training/ civil society etc of 35 participating states on rotation basis.	3	30
6b	State level Steering Committees	Approximately 15 members should meet once every 6months for 1 day. 40-50% (6-7) of members will be out-station participants and will be drawn from different districts of the state. 35 States will implement this programme.	1	350
7	Curricular integration of life skills and adolescent concerns			

**Financial Implications of Recommendations for the Twelveth Five Year Plan**

**Sub-Group on Adolescent Education**

**(Rs. In lakhs)**

	<b>Recommendation</b>	<b>Explanation</b>	<b>Unit Cost</b>	<b>Total cost over 5 years</b>
7a	Sensitization workshops at national level	National sensitization seminars for 1 day for representatives of State Boards of Education/State Councils of Educational Research and Training/ academic institutions/individual experts etc of 35 States/UTs on the importance of curricular integration. One such national seminar per yaer is proposed	8	40
7b	Orientation workshops at state level	Two orientation workshops for 4 days each for 40 participants including curriculum developers, lesson writers, senior evaluators, educationists etc in each of the 20 selected states @Rs 400000/ workshop	4	160
7c	Development, standardization and pretesting of tools to assess quality of curricular integration	Four such workshops are proposed at state and national levels	4	16
8a	Universalization of AEP in all secondary and senior secondary government and government-aided schools	Life skills based activities will be organised in 1,60,000 secondary and senior secondary schools in the country @ Rs.1000 per school	1600	8000
8b		Non recurring cost of two kits of training and Resource materials @Rs 550/ kit (including transport) for 1,60,000 schools		1760
9	<b>Capacity Building</b>			
9a	In-service training	Five days orientation training for teachers in Upper primary, secondary and sr. secondary schools @ Rs 200 per day/per teacher (Details attached)		10883
9b		Development of long distance refresher training program for teachers (Details attached)		4350
9c	Sensitization of principals	One day sensitization of headmasters and principals of 5.2 Lakh schools in 10,400 batches of 50 participants in each.	1.6	16640



**Financial Implications of Recommendations for the Twelveth Five Year Plan****Sub-Group on Adolescent Education****(Rs. In lakhs)**

	<b>Recommendation</b>	<b>Explanation</b>	<b>Unit Cost</b>	<b>Total cost over 5 years</b>
9d	Pre-service training	2-days annual Interactive and Sharing Workshops for the faculty of B.Ed. Colleges in all states/UTs on the merit of curricular integration of life skills and adolescent concerns. Each workshop should have approximately 30 participants	2	600
		<b>TOTAL</b>		<b>86,141.00</b>

# SECTION – V

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## ADULT EDUCATION

### 1. Introduction

- 1.1 Inclusiveness concerns most those who are deprived of basic education. The Planning Commission's approach to the 12<sup>th</sup> Five Year Plan expects "inclusive growth" to "result in lower incidence of poverty, broad-based and significant improvement in health outcomes, and universal access for children to school... including skill development". However, it has not been recognised that adult literacy and education is a catalyst for this inclusive growth. The "much heightened awareness about inclusiveness and empowerment among people" that the Planning Commission sees, as a consequence of the focus during the 11th Plan, would translate into actuality more substantively only with universalisation of literacy .
- 1.2 Although the thrust of adult education in India has been on adult literacy, mainly due to the massive numbers of non literates, the achievement of 75 % of literacy in 2011 and the emergence of knowledge economy, challenges of globalization, tremendous expansion of information communication technology, and increasing lifespan of individuals calls for a major shift in the adult education policy and programmes. In the present technology driven knowledge based competitive economy, even the basic ability to read and write with understanding is not enough; adults need to learn to manage information and knowledge in a critical and reasonable manner, learn to search, identify, evaluate, select, and use information and knowledge wherever they are available: print, mass media, or the Internet.
- 1.3 Developing critical readers – "*of the word and of the world*", as Paulo Freire observed -- has been at the core of progressive adult literacy campaigns and programmes throughout the world. The focus of adult education needs to be on "*educating the minds of adults*" as stated by Mahatma Gandhi. Hence, India needs to move beyond the simple definition of literacy and reconceptualise it as "the ability to identify, understand, interpret, create, communicate and compute, using printed and written materials associated with varying contexts. Literacy involves a continuum of learning in enabling individuals to achieve their goals, to develop their knowledge and potential, and to participate fully in their community and wider society."(UNESCO, 2009). In other words, becoming literate can no longer be viewed as a specific and terminal period in the life of a person, whether children, youth or adults, but rather as a lifelong learning process in itself. In fact literacy is the entry point to basic education and a stepping stone to lifelong education.
- 1.4 In recent times, lifelong education has emerged as a significant strand of policy around the globe. Defined as "all learning activity undertaken throughout life-whether in formal, non formal and informal settings- with the aim of improving knowledge, skills and competence within personal, civic ,social and for

employment related perspective”, it is based on the premise that learning can happen anywhere and anytime and by recognizing such learning, the nations can expand the provisions for learning beyond formal educational institutions. This may be possible not only by identifying the provisions of learning in non educational set ups but also establishing links with them and also working out the mechanism for recognizing prior learning and accreditation.

1.5 In the contemporary world, lifelong education is regarded as the determinant of a literate society. The pathways progresses from a literate environment created through the basic literacy programmes to a learning society which provides multiple avenues for meeting the learning needs of all sections of society. Lifelong Education is today essential for survival and for enhancing people’s quality of life, as well as for national, human, social and economic development. If India has to compete globally and emerge as a developed nation, it has to improve the quality of its human resources through well defined lifelong education policies and programmes.

## **2. Review of Eleventh Five Year Plan**

### **2.1 Eleventh Plan Targets and Special Focus Areas**

During the Eleventh Plan, there was a renewed focus on education with equity and national targets were set as follows:

- i. Achieving 80% literacy rate
- ii. Reducing gender gap in literacy to 10% and
- iii. Minimising regional, social and gender disparities in literacy

Within these targets, the focus areas included women, scheduled castes, scheduled tribes, minorities, other disadvantaged groups and adolescents in rural areas in low literacy states.

### **2.2 Achievement of the Plan Targets**

#### **2.2.1 Achieving 80% Literacy Rate**

The provisional results of 2011 Census have revealed that despite an impressive decadal increase of 9.2 percent points in literacy, national literacy levels have risen to no more than 74.0 percent (from 64.8 percent in 2001). Only 15 States/Union Territories, namely Kerala, Lakshadweep, Mizoram, Tripura, Goa, Daman & Diu, Puducherry, Chandigarh, Delhi, Andaman & Nicobar Islands, Himachal Pradesh, Maharashtra, Sikkim, Tamil Nadu and Nagaland could achieve 80 percent or above literacy rate. At this rate, by the end of the Eleventh Plan, the national literacy rate may grow by another one percent to about 75% leaving a shortfall of nearly 5% in achieving the target of 80% literacy.

#### **2.2.2 Reducing Gender Gap in Literacy to 10%**

The 2011 Census has shown that female literacy has increased much more than male literacy. While male literacy rate increased by 6.86 percent

points from 75.26 percent in 2001 to 82.14 in 2011, the female literacy increased by 11.79 percent points from 53.67 to 65.46 percent during the same period. The gender gap which was 21.6 percent points in 2001 has receded to 16.7. Yet the gender gap still remains much above the targeted 10 percent points. Only eight States/Union Territories, namely Chandigarh, Nagaland, Mizoram, Tripura, Meghalaya, Lakshadweep, Kerala and Andaman & Nicobar Islands have been able to reduce the gender gap to ten percent or below.

### **2.2.3 Minimising Social and Regional Disparities**

1. As per 2001 census, there was a gap of 10 percentage points in the literacy rates of all castes and Scheduled Castes. This gap between the literacy rates of Scheduled Tribes and all castes was around 18 percentage points. The literacy rate of Muslims among minority groups was also low. It was about five percentage points lower than that of all religious groups. Data on literacy of Scheduled Castes, Scheduled Tribes and Minorities on the basis of Census 2011 has not yet become available. Going by the trends, the social disparities may not have reduced considerably.
2. Though there has been commendable overall improvement in literacy all over India, regional disparities continue to be high and widespread. Literacy rate in Manipur, Uttarakhand, Gujarat, Dadra & Nagar Haveli, West Bengal, Punjab, Haryana, Karnataka, Meghalaya, Odisha, Assam, Chhattisgarh and Madhya Pradesh ranges between 70 to 80 percent. Uttar Pradesh, Jammu & Kashmir, Andhra Pradesh, Jharkhand, Rajasthan, Arunachal Pradesh and Bihar are the low literacy states with literacy rate ranging from 63.82 percent in Bihar to 69.72 percent in Uttar Pradesh. Difference between States with the highest and the lowest literacy rate, namely Kerala (93.91%) and Bihar (63.82%) respectively, is over 30 percent points. District level disparities are far more conspicuous by their scale. They vary from the lowest literacy rate of 37.2% in Alirajpur district of Madhya Pradesh to the highest literacy rate of 98.5% in Aizwal district of Mizoram. During 2001 nine States, namely Uttar Pradesh, Bihar, Andhra Pradesh, West Bengal, Maharashtra, Rajasthan, Madhya Pradesh, Karnataka and Tamil Nadu accounted for 74.59% of the non-literate population. During 2011 the same States account for 75.44% of the non-literate population.

### **2.2.4 Overall Target Achievement**

Thus, by the end of the 11th Five Year Plan in 2012, the three Plan Targets would not have been achieved: overall literacy rate being short by five percent points, gender gap yet to be reduced by another 6.7 percent points and social and regional disparities still persisting.

## **2.3 Reasons for non-achievement of the Plan targets**

### **2.3.1 Low Priority to Adult education**

1. The overall literacy rates reflect levels of literacy of the population in the age group of seven years and over. Consistent increase in literacy can be achieved and sustained by
  - a. Imparting literacy to all non-literates who have passed the age of formal schooling (15 years and above)
  - b. Effectively averting further accretion into the pool of adult illiterate persons by ensuring hundred percent enrolment and zero dropout ratio at the elementary school level and prevention of relapse to illiteracy
2. Elementary School Education system is supposed to forestall accretion to the non-literate population by imparting literacy and basic education to children in the age group 6-14. Adult Education on the other hand is expected to make non literate adults literates and prevent relapse to illiteracy. The two systems of education, elementary school and adult education need to function in tandem as they are complementary to each other. Any disturbance in their equilibrium can trigger asymmetrical growth in literacy. This is true of India in more than one way, most discernable being investments in the two sectors. Outlay during ninth, tenth and eleventh Plans in Adult Education was Rs 630.4 crores, 1250 crores and 6000 crores respectively as against Rs 16369 crores, 28,750 crores and 1,25,380 crores respectively in elementary education. Outlays of Adult Education hover around 3% of the total budgetary outlays of the Department of School Education and Literacy. In terms of actual budgetary allocations, the percentage share of Adult Education dwindles much further.

### **2.3.2 Excessively High Targets**

First and foremost reason for non-achievement of eleventh plan target of 80% literacy was the unreasonably high target. Literacy rate in 2001 was 64.8%. It was to be raised to 75% by the end of the Tenth Five Plan period. But the NSSO Survey 2007-08 (64<sup>th</sup> round) had revealed that literacy rate in 2007 was only 71.7% and thus had fallen short of the plan target of 75% by over 3.3 percent points. Such a heavy spillover of the Tenth Plan target effectively meant raising the literacy rate by more than 8 percent points in a period of 5 years during eleventh plan. As per the NSSO Sample Survey (64<sup>th</sup> round), Male literacy rate in 2007 was 80.5% as compared to Female literacy rate of 62.3%. It implied that gender gap had merely reduced by 3% during the tenth plan. Reducing gender gap to ten percent meant that the gender gap, which was 18.2 percentage points in 2007 (21.5% in 2001), was to be reduced by another 8.2 percentage points during five years of the 11<sup>th</sup> Five Plan period. Both were very tall orders.

### **2.3.3 Heavy school dropout rate**

Enhanced investments in elementary education has certainly minimised further swell in the pool of adult illiterate. But further addition to this pool cannot be ruled out altogether as universalisation of elementary of education is yet to be achieved. Besides, the dropout rate at elementary level of education continues to be as high as 43 out of 100 enrolled in Class I (Statistics of School Education 2007-08). Such a high dropout rate leads to further aggregation in non-literate population.

### **2.3.4 Late start of Adult Education Programme**

To achieve the plan targets, Government launched two new schemes, namely, Saakshar Bharat and Scheme for Assistance to Voluntary agencies for Adult Education and Skill Development to promote literacy among the non-literate population in the age group of 15 years and beyond. The Total Literacy Campaigns and Post Literacy Campaigns under National Literacy Mission could not be continued during the eleventh plan as the Mission was subjected to impact evaluation. The administrative processes and rethinking on the mode, design and architecture of the new variant of the Mission took considerable time and Saakshar Bharat, the recast mission to promote adult literacy, could be launched only in the middle of the plan period (8 September, 2009). Thus in the first half of the eleventh Plan, for exactly two and half years, there was virtually no adult education programme functional in the country. For similar reasons, the Scheme for Assistance to Voluntary Agencies for Adult Education and Skill Development also became implementable with effect from 1.04.2009.

### **2.3.5 Long Gestation period for Saakshar Bharat**

- i. The intrinsic characteristic features of a mass based campaign approach is such that it takes at least eighteen months to produce tangible results in terms of literate adults- twelve months for preparatory activities and six months for transaction of teaching-learning. The preparatory activities involve environment building and mobilization, household survey, identification of beneficiaries and volunteer teachers, matching-batching, training of master trainers, volunteer teachers, production and distribution of primers, and other related activities. If learners are highly motivated, they can complete learning process in six months but normally it takes more than six months as the learners are not regular. It is followed by assessment and certification which itself takes twelve weeks. Saakshar Bharat mission came into effect from 1.10.2009. The outcome would normally have been known only towards the end of the plan period. But this outcome is further constrained by the following factors.

- ii. It takes twenty four months for a literacy campaign to produce measureable outcomes if all other administrative structures are in position. Though Saakshar Bharat is considered to be a programme in continuity with National Literacy Mission (NLM), but in practice there has been no continuity, neither in design nor in management. NLM was virtually non-existent during the Tenth Plan. Consequentially, the administrative structures had either been wound up or become moribund. When Saakshar Bharat was launched, it faced the uphill task of establishing the management structures where they were not and galvanizing them where they were in dilapidated condition. Constituting management committees, engagement of Preraks, coordinators and other functionaries from National to Village level, as per guidelines of Saakshar Bharat, was time consuming. The process was slowed down by litigation as in almost every State the functionaries under NLM challenged their exclusion on account of revised guidelines. Capacity building of the implementing agencies and literacy functionaries was an equally daunting task. Only after the management structures had been established and their capacities developed, they could commence implementation of the programme. The former itself has taken at least twelve months after sanction of the programme in a particular district.
- iii. Saakshar Bharat is anchored with Panchayati Raj Institutions for the first time. Capacity Building and Orientation of the PRIs continues to be a big challenge. Saakshar Bharat programme did take into account this requirement and no separate budgetary provision was made for this essential requirement. Though Ministry of Panchayati Raj did make a commitment to provide financial and institutional support for capacity building and orientation of PRI functionaries, yet it did not materialise in most of the States. Without methodical orientation, Panchayati Raj Institutions do not fully own the programme.
- iv. Saakshar Bharat provided for developing a fund flow system that enhanced transparency, accountability, and optimum utilization of funds. The innovative fund flow system designed for the Mission inter alia entailed negotiating a special customized package with banks and a supporting web based system. Developing the entire fund flow and banking system and the supporting web based system by C-DAC system took more than a year. It was followed by the training of the users of the system both in the banks as well as the implementing agencies.
- v. There was need for new primers in different languages with gender perspective for Saakshar Bharat. This involved publishing of large number of primers and procurement of teaching learning material. State Resource Centres, which were assigned the responsibility of preparing these primers completed their job in time and made the soft copy available to SLMAs for getting these printed according to their requirements. There is no regular arrangement with SLMAs, to get the

primers published. The process of finalizing printing arrangements, including tendering etc. in many cases took long time.

- vi. At the time of approval, a stipulation had been imposed that the mission will be implemented in a phased manner. Accordingly the districts are being sanctioned in a phased manner, beginning the last quarter of FY 2009-10. The implication is that the threshold period for different districts has commenced from different dates. For nearly half of the eligible districts even the threshold period has not completed as they were sanctioned in FY 2010-11 and some of them in FY 2011-12.
- vii. Non-availability of adequate number of voluntary teachers in the absence of honorarium and other incentives for them has proved to be the biggest impediment in the progress of the programme.

### **3. Proposed Framework of Adult Education for 12th Plan and Beyond**

#### **3.1 Scope**

- 3.1.1 Kothari Commission on Education accepts that the scope of adult education is as wide as life itself. The Commission notes that “one of the major planks in the strategy of a society which is determined to achieve economic development, social transformation and effective social security should be to educate its citizens to participate in its developmental programmes willingly, intelligently and efficiently.”
- 3.1.2 National Policy on Education (NPE), 1986 locates Adult Education in the mainstream of educational system. Highlighting the importance of Adult Education, the NPE observes, “Our ancient scriptures define education as that which liberates *i.e.*, provides the instruments for liberation from ignorance and oppression. In the modern world, it would naturally include the ability to read and write, since that is the main instrument of learning. Hence the crucial importance of adult education, including adult literacy.” [Para 4.10, NPE 1986]. NPE expects literacy (adult education) to facilitate accomplishment of the “national goals such as alleviation of poverty, national integration, environmental conservation, observance of the small family norm, promotion of women’s equality, universalisation of primary education, basic health-care, etc. It will also facilitate energisation of the cultural creativity of the people and their active participation in development processes.” [Para 4.12, NPE 1986]
- 3.1.3 The NPE further states that “comprehensive programmes of post-literacy and continuing education will be provided for neo-literates and youth, who have received primary education, with a view to enabling them to retain and upgrade their literacy skills, and to harness it for the improvement of their living and working condition.” These programmes, according to NPE would inter alia include:



- a. Establishment of continuing education centres of diverse kind to enable adults to continue their education of their choice;
  - b. Workers' education through the employers, trade unions and government;
  - c. Wider promotion of books, libraries and reading rooms;
  - d. Use of radio, TV and films – as mass as well as group learning media;
  - e. Creation of learners' groups and organizations; and
  - f. Programmes of distance learning
- 3.1.4 Last but not the least, NPE recognizes “that a critical development issue today is the continuous upgradation of skills so as to produce manpower resources of the kind and the number required by the society. Special emphasis will, therefore, be laid on organization of employment/self-employment oriented, and need and interest based vocational and skill training programmes.” [Para 4.13, NPE 1986]
- 3.1.5 Thus viewed, the revamped adult education system should provide opportunities to meet learning needs of any type including functional literacy, basic education, higher education, vocational education, physical and emotional development, arts, culture, sports and recreation. Such opportunities of learning will be for all adults, disadvantaged and advantaged, in the age group of 15 years and above who missed the opportunity of formal education as well as all adults who wish to learn outside the formal system of education. Adult Education will be seamlessly integrated with formal education system for horizontal and vertical migration by establishing equivalency frameworks to facilitate credit transfer among formal, non-formal and informal education.

### **3.2 Access and Equity**

- 3.2.1 To facilitate more equitable access to and participation in adult education, it would be essential to create appropriate infrastructure, specially in difficult, backward, tribal, and rural areas, and enhance culture of learning and education by eliminating barriers to participation through awareness, mobilization, environment building and well-designed and targeted guidance, information and motivation. At the Gram Panchayat level and at the equivalent levels in the urban areas, well equipped multi-purpose Adult Education Centers (AECs) need to be set up/strengthened to offer a range of adult learning and education programmes to meet local needs of the adults. On pilot basis, AECs exclusively for women may be set up with facilities that cater to gender-specific needs. For higher levels of adult education, secondary level institutions at the block and community colleges at the district level need to be set up.
- 3.2.2 Adult Education should be all-inclusive and brook no exclusion including exclusion arising from age, gender, caste, religion, region, rurality, language, disability, occupation, poverty, displacement or imprisonment. Special focus of Government's programmatic interventions should be on Rural areas, Urban slums, Low literacy

areas, Tribal areas, Scheduled Caste and Minority concentrated districts.

### **3.3 Improved Quality**

- 3.3.1 Quality in adult education, that could add intrinsic value to the learner and enjoys stake-holders' confidence, hinges on: learner-centred needs assessment; content relevant to the learner's needs; efficient delivery; acquisition of sustainable competencies and knowledge that enables the learner to meet better the challenges of the environment and competencies of educators and scientific assessment of learners. A curriculum framework needs to be developed for adult education that takes into account all these facets based on which precise quality indicators could be framed.
- 3.3.2 Development of quality curricula, learning materials and teaching methodologies in adult and lifelong education programmes is of foremost importance. This will be feasible only through active engagement of universities, industry, line departments, industry and other expert agencies. Teaching learning materials and processes must reflect the socio-cultural and ethnic diversity of the learners besides creating learning environments where learners can express their demands and preferences.
- 3.3.3 To attract talent in adult education, Literacy Educators ought to be paid at par with educators in the formal education system. Even voluntary teachers should be given financial incentives on performance basis.

### **3.4 Out of School Adolescents**

- 3.4.1 Adolescents aged 15—19 are a specific population group who need to be recognized as persons within their own rights and needs, requiring intervention strategies for the fulfillment of their creative potential as well as to prepare them for their future life. In order for change to be sustained over a long period of time, the life of adolescents needs to be seen as a continuum and the responses that are designed for them need to be holistic, keeping in view their present as well as their future life, rather than piecemeal, sporadic and sectoral. Adult Education will meet educational needs, including vocational training, of out-of-school adolescents (aged 15-19). The population of adolescents and young people in the age group of 15-19 years was 10.02 crores (100,215,890) as per Census 2001. Of the 10.02 crores, 5.4 crores (53,939,991) are males and 4.6 crores (46,275,899) females.
- 3.4.2 Education is perhaps the single most important factor that can positively influence overall development. The positive correlation between women's education and lower fertility, child mortality and other social development indicators is well established. However,

the educational attainment levels continue to be low in general, and particularly for females. In the age group 15-17, only 34% girls are currently in school at the secondary level. In the age group 11-14 years among boys, 80% are currently in school and 49% in the age group 15-17 years. In the age group of 15-19, 18% of girls and 22% of boys enrolled had completed 10-11 years of education (Statistics of school education 2008-2009).

- 3.4.3 Sexuality is an area of curiosity and priority for young people. Curiosity about their body, their feelings, sex related social roles and other's sexuality is natural, and informed by their life experiences as well as information from other sources. Among the 15-24 year olds, interviewed in the National Youth Survey (IIPS and Pop Council 2006-07), 78% females and 82% males perceived family life education/sex education to be important. Among young women, the most commonly cited preferred source for this information was parents (34%), followed by teachers (27%), health care providers and other professionals (15%) and friends (11%). Forty five percent of young men preferred teachers as the key source for such information followed by health care providers and other professionals (23%) and friends (21%). Only 15% youth reported that they had received family life or sex education in school or through special programs sponsored by Government or NGOs. More than two-fifths of the youth who perceived family life or sex education to be important for young people reported that such education should be provided between 15-17 years of age. Findings also suggest that young people who had undergone family life or sex education had better knowledge on sexual and reproductive health matters.
- 3.4.4 Entry into sexual life occurs at a young age for many. Despite laws prohibiting marriage of girls before the age 18 and boys before age 21, marriage continues to take place in adolescence for significant proportions of young women. While the age at marriage for women has undergone a secular increase, the reality is that almost half of all women aged 20-24 were married by 18 years as recently as in 2006 (IIPS and Macro International 2007). While marriage marks the onset of sexual activity among the large majority of young women, there is growing evidence of premarital onset of sexual activity in adolescence, particularly among young men. Evidence shows that 11% of young men and 5% of young women aged 15-24 had engaged in premarital sex in adolescence, i.e., before age 20 (IIPS and Population Council 2010). Differentials are apparent, with rural young women twice as likely (6% vs 3%) and rural young men almost three times as likely (14% vs 5%) to have experienced premarital sex in adolescence as their urban counterparts.
- 3.4.5 One of the major risks of irresponsible sexual relations is the spread of HIV/AIDS among adolescents and young people. Over 35% of all reported AIDS cases in India occur among young people in the

age group of 15-24 years and more than 50% of the new HIV infections occur also among young people (NACO, 2005). Data on HIV prevalence indicate that age-specific HIV rates are similar among young men and young women aged 15-24 (0.09 and 0.11 respectively) (Parsuraman et al., 2009). Findings from the Youth Study show that 72% of young women and 91% of young men aged 15-24 had heard of HIV/AIDS. However, only 28% of young women and 54% of young men had comprehensive knowledge about HIV/AIDS. Findings of considerable gender difference in comprehensive awareness about contraception and HIV/AIDS raise concerns about the vulnerability of young women.

- 3.4.6 It is paradoxical that on the one hand there is growing unemployment and lack of awareness about career options and on the other hand there are many new avenues and areas for employment. Adolescents are often led or driven into vocations and careers unrelated to their aptitude and suitability often under parental and societal pressure especially with regard to traditional careers like engineering, medicine, teaching etc. There is an enormous lack of career guidance to adolescents and their parents. Although a number of vocational training programs are available to youth through Government, non-government and private organizations, though findings from the Youth Study indicate that just one-fifth of young men and a quarter of young women had ever attended a vocational training program (IIPS and Population Council 2010). Rural youth were considerably less likely than their urban counterparts to have ever received training (16% vs 32% among young men; 17% vs 43% among young women).
- 3.4.7 Malnutrition characterizes the life of many youth, particularly young women - 11% and 17% of young men and women respectively were moderately or severely anaemic (Parasuraman et al. 2009). Adolescent girls and young women were equally likely to be anaemic, though adolescent boys were much more likely to be anaemic than young men. The Youth Study reports that significant proportion of youth had experienced symptoms of genital infection. 5% and 17% of young men and women respectively reported symptoms of genital infection in the 3 months preceding the interview, with the married somehow reported less genital infection than the unmarried (IIPS and Population Council 2010). Moreover, NFHS 3 data suggests that young women were more likely as adult women to report Sexually Transmitted Infections (STIs) or symptoms of Sexually Transmitted Infections (STIs) (IIPS and Macro International 2007).
- 3.4.8 Tobacco and alcohol use among young people is a matter of concern. The projected number of drug abusers in India is about 3 million, and most are in the age group 16-35 (UNODC 2003). Findings from NFHS 3 show that in the age group of 15-24, 40% young men and 5% young women had ever used tobacco, while

20% of young men and 1% of young women had ever consumed alcohol.

- 3.4.9 Traditionally, the mainstream culture in most parts of India considers marriage and sexual activity as concurrent and a subset of the other. However, findings from the IIPS Pop Council Study suggest that 4% of young women and 15% of young men had premarital sexual experiences. Only 3% women and 13% men reported consistent use of condoms during pre-marital sexual intercourse. Forced sex was experienced by 18% of the women and 3% of the men. Findings also indicate that although most youth preferred to marry after age 18, as many as 19% of young women aged 20-24 were married before 15 years of age, 49% before 18 years and 67% before 20 years. In contrast, just 7% of young men aged 20-24 years were married before 18 years of age and 16% before age 20 years.
- 3.4.10 Though knowledge of the legal minimum age at marriage was reported by large proportions of youth, three of ten young men and four of ten young women did not know that 18 years is the legal age at marriage for females. Furthermore, within marriage, only a quarter of young men and women reported ever use of contraceptive methods. At the time of the IIPS Pop Council Study interview, only 18% young men and women were practicing contraception. Data from 15-24 years old interviewed in the NFHS 3 Survey shows that while the knowledge on modern contraceptive methods is almost universal, their use in this age group is very low (ranging from 7% reported by married females in the age group of 15-19 and 26% reported by married females in the age group of 20-24). Among those who reported at least one pregnancy, the first had occurred within a year of marriage for three-fifths of young men (62%) and women (58%). Eighty two percent of young women aged 15-24 reported that they had experienced at least one pregnancy.
- 3.4.11 While no doubt the most ideal situation would be for all adolescents to be in school and this should be a non-negotiable, but the reality is to the contrary. One must realize that the present strategy of removing a adolescents child from work and putting them into an education institution has not worked because the social problems that pushed them into the labour market have not changed and remain a driving force both for the family and the young person. Education needs to serve several purposes. Adult and Vocational education should meet the educational needs of out of school adolescents.
- 3.4.12 Life Skills Camps for Adolescents, residential or non-residential or part residential and part non-residential, have proved to be effective for adolescent girls and boys, especially those out of school, to enable them to experience the act of participating fully and pro-actively in the learning experience, both within a class room and outside. These camps should have a strong component of life skills

education which ensures a comprehensive learning package with a fine balance with the following outcome oriented goals:

- Developing and practicing a sense of self in connection with the immediate community and the external world
- Technical knowledge with reference to sexual and reproductive health
- Asserting their rights and assuming their responsibilities.
- Practising life skills (which actually encompasses all of the above.!. at least in our definition of life skills)
- Exposure to career options and counseling

3.4.13 For out of school adolescents, the camps should be of a longer duration followed by well designed and thought out continuing learning opportunities. These need to be confined to 'education per se' but engaging them in governance processes, village and community development activities to enhance their leadership qualities. The issue of gender equality and empowerment need to be interwoven in each of the component of learning package. Experiences from programmes like 'Doosra Dashak' show that adolescents gain immensely from these experiences both in terms of their own personhood, and also gain knowledge and inputs about how to interact with others in the community in an empowered manner. Experience shows that for a group of 30 girls/boys, such a camp would cost Rs. 50,000 and can be carried out with the support of the State/Block Resource Centers (BRCs)/Cluster Resource Centers (CRCs) or local CBOs and NGOs. A 4 month camp would cost about Rs. 6 lakhs to organize. These agencies could be invited to send their proposals for a fixed cost programme (norms for other duration of camps need to be worked out) and the most appropriate agency may be selected based on their competences and their field presence. This initiative should be the main plank of work with out of school adolescents in the 12th Plan.

### **3.5 Management/Institutional Framework**

3.5.1 Systematic approach to adult education is the need of the hour. Systematic approach needs a system. The purposes of adult education and its clientele and the conditions for its modes of delivery and management are its own and cannot be served or replaced by the general formal education system. Management of adult education entails inter-sectoral and inter-ministerial cooperation, identification and meeting learning needs of individuals, groups, organizations and communities. Adult education mechanisms must provide for involvement of public authorities at all administrative levels, civil society, private sector, community and adult learners' and educators' organisations in the development, implementation and evaluation of adult learning and

education policies and programmes. Adult education will need a permanent system with nationwide and multilevel network of institutions and structures that conform to these parameters.

- 3.5.2 The mandate of existing structures, including National Literacy Mission Authority at the apex level, the State Literacy Mission Authorities at the State level and the Lok Shiksha Samitis at the District, Block and the Gram Panchayat, as well as the resource support bodies, need remodeling and strengthening in consonance with the new scope of adult education. They also need the required redesigning and reinforcement in functional autonomy, qualified manpower and infrastructure.
- 3.5.3 Needless to say that the envisaged Adult Education System cannot be managed without a dedicated professional cadre of educators and managers.

### **3.6 Decentralization**

- 3.6.1 In consonance with the 73rd and 74th Constitutional Amendments, Local Self-Government bodies and Panchayati Raj Institutions (PRIs) will be the harbinger of adult education at sub-State as well as sub-district level. But community and civil society will be proactively encouraged to be equal stakeholders.
- 3.6.2 Decentralisation is needed not only in institutional framework of adult education but the spirit of decentralisation should also pervade in development of curricula, adoption of approaches and management of the programme.

### **3.7 Assessment and certification**

- 3.7.1 Assessment and certification of literacy status of the population is the basis for mounting equivalency and skill development programmes outside the formal education system. Assessment of adult learners' competencies is a complex process. Scientific criteria to assess the learning outcomes of adults at various levels in adult literacy, skill development, prior learning and equivalency should be developed based on which third party assessment and certification should be undertaken.
- 3.7.2 The National Literacy Mission Authority should set up competency board and accredit assessment agencies who would assess the learners' competencies through prescribed procedures.
- 3.7.3 Besides, NLMA should also partner with accredited national and state level agencies like IGNOU, SOUs, NIOS, and SOSs for purposes of accreditation of prior learning, distance education and ODL for professional upgradation of in-service personnel in adult education. This holds equally good for face-to-face training of AE personnel on specific requirements of prior learning, literacy assessment, and assessment of learning levels of skills in vocational courses, etc.

### 3.8 Skill Development

- 3.8.1 Improved training and skill development is critical for providing decent employment opportunities to the growing youth population and necessary to sustain the high growth momentum. Government aims to increase the percentage of the workforce which has received formal skills through vocational education and training from 12 percent at present to 25 percent by the end of the Twelfth Plan. This would mean that about 70 million more people have to be imparted formal skills in the next five years. The National Mission on Skill Development, under the Chairmanship of Hon'ble Prime Minister of India has set a target of preparing 500 million skilled persons by 2022. On the other hand it is expected that approximately 75 to 80 million jobs will be created in India over the next 5 years; 75% of these new jobs will require vocational training to enhance the employability prospects. There is a pronounced 'skill gap' both in terms of quality and quantity; and current vocational education and training infrastructure is not geared to meet industry requirements (CII report on case for setting sector skill councils, 2009).
- 3.8.2 In his address to the nation on the Independence Day (2007) the Prime Minister stated "The vast majority of our youth seek skilled employment after schooling. Last year I spoke about the need for a Vocational Education Mission. Such a Mission is ready to be launched. We will soon launch a Mission on Vocational Education and Skill Development, through which we will open 1600 new industrial training institutes (ITIs) and polytechnics, 10,000 new vocational schools and 50,000 new Skill Development Centres. We will ensure that annually, over 100 lakh students get vocational training – which is a four-fold increase from today's level. We will seek the active help of the private sector in this initiative so that they not only assist in the training but also lend a hand in providing employment opportunities".
- 3.8.3 The approach paper of the Planning Commission accepts that while skill formation has to be mainstreamed in the formal education system right from class X onwards, skill creation outside the formal education needs coordinated action and innovative approach. It assumes all the more significance as at present only 2% of the workforce in the age group 15-29 has undergone formal vocational training and 8% have had non formal vocational training. 93% of the workforce is in the unorganised sector. Vocational education and training is provided in India by several educational institutions / organizations functioning under about 17 different Ministries of the Government of India. In spite of this, of the 12.8 million new entrants to the workforce every year, the existing skill development



capacity is only 3.1 million. Considering the magnitude of the challenge in terms of the skilling about 500 million by 2022, adult education will require special focus on skill development of the youth who are outside the ambit of formal education.

### **National Vocational Education Qualifications Framework (NVEQF)**

- 3.8.4 The NVEQF being developed by the MHRD will provide a common reference for linking various qualifications. It will set common principles and guidelines for a nationally recognized qualification system. The framework provides for recognition of prior learning and flexibility in programmes, delivery mode and training design, and diversity in range of courses and training options. The main feature of the framework would be competency based education and training system led by market, with active participation of industry at various levels including curriculum development and transaction and training of teachers and trainers. The NVEQF will act as a translation device to make qualifications more understandable to employers, students and institutions. It will promote transparency of qualifications and facilitate workers and learners' mobility, both horizontally and vertically between different qualifications. It will thus encourage lifelong learning. Skill development under Adult education will be fully compliant with NVEQF.

### **Assessment of Skill Needs**

- 3.8.5 Assessment of human resource needs is the first step towards planning for Human Resource Development. It helps in identifying the trend of emerging vocations, levels of competence required, duration for which the demand is likely to subsist, quantum of requirement and the extent to which education and training facilities are needed. It is a sophisticated exercise and requires a great deal of expertise. To have realistic national estimates of human resource needs on a long term and continued basis, bodies like Sector Skill Councils (SSCs) being set up by the National Skill Development Corporation (NSDC) in different sectors, e.g., Automobile, Health Care Services, Agriculture, Manufacturing, Health, Banking, Tourism, Electronics, Organized Retailing, Insurance, Food Processing, Information Technology, Textile, Entertainment, Construction, etc. are expected to carry out assessment surveys. Once the need is assessed by the expert agencies, skills will be imparted in such identified areas.

## **Curriculum**

- 3.8.6 Exemplar competency based curriculum developed by PSSCIVE will be adopted or adapted by the programmes run by adult education. Besides technical skills, emphasis will be given on development of life skills, including language skills (as per demand), communication skills, ICT skills, Team building skills, etc. For quality assurance and relevance, the vocational training packages will be reviewed and revised every 2-3 years or earlier as per the need. A component of 'on-the-job training' would be an integral part of the curriculum. National Open Schools , NIOS, IGNOU, State Resource Centers, Universities, NGOs and other institutions will be engaged to develop curriculum portfolio under adult education that meets national standards for competencies and other applicable norms set by the SSCs. The curriculum would include Classroom Instructional material – presentations, texts and other material; Teachers Kits - teaching Notes, worked example, detailed class-by-class-plans with time breakdown, key takeaways, pointers, etc ; Students Kits - student worksheets, brief notes, etc and a Teachers Training program which will cover domain, pedagogy, soft skills and other components of effective teaching.

## **Infrastructure**

- 3.8.7 The list of the tools and equipment required to impart training would be mentioned in the curriculum. In addition, the requirements for modern tools and equipment could also be assessed taking the help of employers, relevant organizations, and professionals in the field. Only such adult education institutions that have the recommended infrastructure for a particular skill will be accredited and recognized by NLMA. If own infrastructure is not available, based on the Coimbatore model, linkages may be developed with industry and other organizations for specialized technical training using their work floor, equipment and expertise. Collaboration with the local polytechnics/ITIs/ technical institutions for availing of already available infrastructure and faculty by the skill development institutions will also be actively encouraged.

## **Assessment and Certification**

- 3.8.8 Competency based assessment of students would be conducted by the recognized assessors appointed by the NLMA. In the context of practical skills, the assessment will measure the performance of the skill with respect to predetermined standards (performance criteria). A learner must demonstrate competence by successfully performing the practical skill. Since the vocational education is envisaged to be a multi entry and exit system, digital database of credits is being

envisaged. This is imperative for flawless credit accumulation and transfer of credits from one form of education to another.

- 3.8.9 Specific assessment procedures will be required to be developed to measure the level of skill vis-a-vis predetermined standards and competences. A learner must demonstrate competence by successfully performing the practical skill. It is important that standards are clearly laid down for the competencies required and that there should be an understanding regarding 'equivalence of certificate' issued by various State Governments, organizations within the Government by different Departments, etc. Skill development under adult education will be integrated with PSSCIVE and suitable mechanisms for accreditation and recognition of vocational courses. A Credit Accumulation and Transfer (CAT) system will enable learners to accumulate certain number of credits of learning from various modules with a view to convert the accumulated credits into a recognized qualification. On completion of specified number of modules, a certificate of attainment would be awarded to the candidate. Based on assessment, certificates for attainment of a skill will be awarded by the NLMA jointly with accredited agencies/institutions/ Skill Sector Council or reputed Industry Association.

#### **Production-cum-Training Centre**

- 3.8.10 Establishment of Production-cum-Training Centres (PTC) is visualised as a methodology of providing a learning experience linking teaching learning process with the world of work, so that students not only gain relevant skills and attitudes but also the necessary hands on experience to use skills in producing and marketing goods and services. The dichotomy between education and work could be reduced by establishing PTCs in Jan Shikshan Sansthan and its variants. The major objectives of PTCs would be to provide work experience relevant to market; enhance self-support capabilities ; forge institute-community linkages through need based products and services; inculcate the spirit of social accountability in skill development institutions and prepare learners for gainful self/wage employment.

#### **National Institute of Open Schooling (NIOS)**

- 3.8.11 The National Institute of Open Schooling (NIOS) provides opportunities to interested learners by making available the vocational courses through open and distance learning (ODL) mode. NIOS imparts vocational education through blended learning approach *i.e.* it combines the component of face to face training for the hands on skill development and the distance education. The vocational courses of NIOS are offered in the major areas of

Agriculture, Technology, Health and Paramedical, Home Science, Business & Commerce, Information Science and Technology and Teacher Training. The present courses relate to both urban and rural sectors. The NIOS, State Open Schools and other open distance learning institutions will be partnered to set up Adult Vocational Centers and Accredited Vocational Institutions in rural and urban areas.

### **Information and Communication Technology (ICT)**

- 3.8.12 There is increasingly rapid proliferation of ICT in India including rural areas. Mobile phone density and TV households is on the rise. Each village is being optic fibred and will get internet connectivity within the next five years. The National Knowledge Network is connecting all higher educational institutions.
- 3.8.13 Adult education must locate itself within this emerging ecosystem. Explicit demand for computer literacy, especially in rural areas, should be recognized and catered to. ICT, as a tool of transaction, can be effective for not only imparting literacy, education, information, knowledge, vocational and life skills of adults, but also for developing professional skills of adult educators and managers.
- 3.8.14 ICTs can be creatively used to close the digital divide – where computer proficiency is not just seen as a marketable skill but one that enables access to information and helps sustain literacy skills. ICT and complementary technologies, therefore, will have to be extensively infused in adult education system.

### **3.9 Good Governance**

- 3.9.1 Good governance entails efficiency and effectiveness in programme delivery, transparency and accountability in implementation designs and processes.
- 3.9.2 The old accounting systems under NLM did not permit effective monitoring of the flow of resources from the NLMA to the implementing agencies at the State and sub-State level. As a result, there was no online capability of tracking flow of funds through the State implementing agencies. Actual expenditure incurred in the field could not be tracked online and was only known on the basis of obscure “utilisation certificates” which take a great deal of time before they are submitted, sometimes not submitted. NLMA has introduced a state-of-the-art web enabled fund flow and banking system with an interface with banks. The system provides real time expenditure information on funds movement is tracked at each successive stage starting with the initial release from the Centre till the money actually reaches the ultimate beneficiaries.
- 3.9.3 The systems introduced during the 11<sup>th</sup> Plan period should be made fully operational during the 12<sup>th</sup> Plan. Not only the implementing agencies need to be oriented towards the importance of good

governance their capacities to use the new management systems also need to be developed through regular training.

### **3.10 Convergence and partnerships**

3.10.1 Adult education needs to be converged with other development strategies specially in education, rural development, health, child and women development, poverty alleviation, agriculture, Panchayati Raj and social welfare sectors. The Mission can take the unified energies of the Departments of School Education and Literacy and higher education down to the village level. Teachers should be encouraged to motivate non-literate parents of their students to enroll as learners and motivate senior students and educated youth in the village to volunteer as teachers for the campaign. Physical infrastructure created under Sarva Shiksha Abhiyan may be used for the literacy programme during non-school hours.

#### **Non-Government Organisations**

3.10.2 Alliance between GOs and NGOs should be further strengthened. NGOs that have demonstrated long-term commitment to issues of adult education and which have an established and unsullied track record of performance in this area should be drawn in as resource groups at all levels.

3.10.3 Voluntary Sector should be encouraged to take up activities under any programme of the Mission as well as innovative programmes aimed at achieving its objectives for which they may be provided grant-in-aid at the approved cost norms. Selection of the NGO should be the responsibility of the SLMA or the sub-state implementation agency as decided by the SLMA. However, NLMA may select any NGO to assist it in any aspect at the national level.

#### **Public Private Partnerships**

3.10.4 Adult education in India has always been predominantly a government responsibility with some degree of involvement of NGOs. In contrast to very prominent collaboration in the case of formal school system, the contribution of private and corporate sector in adult education has been miniscule. Private and corporate sector can play a momentous role in promoting objectives of the Mission. As in the case of NGOs, institutions in private sector that have the urge, inclination and commitment to adult education programmes, may be encouraged to undertake any activity for which they could be provided grant-in-aid at the approved cost norms.

3.10.5 Selection of such agencies will be the responsibility of the SLMA or the sub-state implementation agency as decided by the SLMA.

However, NLMA may select any agency to assist it in any aspect of the Mission.

- 3.10.6 NLMA should develop Public Private Partnerships and other models of partnership to generate funds and also to obtain donations. Alike in selection of NGOs as also institutions in the private sector, there would be total openness and transparency in the process. Fiscal incentives like income tax exemptions may be considered to encourage larger role of private sector in adult education.

### **International Partnerships**

- 3.10.7 To gain from international experiences, NLMA should strive to establish an international network and work closely with UNESCO, UNICEF, and other international bodies engaged in adult education and arrive at bilateral and multilateral arrangements for mutually beneficial partnerships.
- 3.10.8 International cooperation, South-South as well as North-South, needs to be promoted through projects and networks for sharing know-how and innovative practices.

### **3.11 Promoting Literate Environment**

- 3.11.1 Printed and visual materials in households, neighbourhoods, workplaces and the community encourage individuals to become literate and to integrate their literacy skills in the everyday lives. A significantly large number of adult learners live in impoverished literacy environments, lacking a bare minimum of written script in their homes or immediate surroundings, as even basic signage like milestones, bus routes, etc., may be missing. The growing learning needs of ever increasing number of neo-literates cannot be met unless a wide range of materials relating to their needs and interests are provided.
- 3.11.2 A wide range of newspapers (including a newspaper to be designed exclusively for the use of neo-literates by the SRCs or any other body in respective spoken languages of the area), broadsheets and interesting, informative reading material besides short stories, novels, plays, poetry, folk tales, fiction, humour and biographies would be commissioned. Such materials will be made available to all the adult education centers. Book reading campaigns (jan vachan andolans) will be further promoted as these have been found to promote readability skill among neo-literates.
- 3.11.3 Writing, for neo-literates, is a special skill. A large number of facilitators will be encouraged to train themselves through short-term courses in writing skills through Open Schools and Universities so that they could become resource persons to produce adequate amount of literature for the neo-literate.

- 3.11.4 Policies related to book publishing, the media – print as well as broadcast, and public libraries need to be aligned with the requirements of literacy promotion.
- 3.11.5 Collaboration with agencies like NBT, as well as private publishers, need to be pursued to promote literature for neo-literates. Library networks, central, state and others, will be approached to provide a neo-literate corner in the libraries especially in rural areas.

### **3.12 Resource Support**

- 3.12.1 In order to provide academic resource support to literacy and adult education programmes, State Resource Centres (SRCs) have been established throughout the country. Their capacities need to be enhanced so that they could extend adequate academic and technical resource support to adult and continuing education programme specially in the realm of development of teaching learning material and training of literacy practitioners and managers.
- 3.12.2 Performance of the SRCs should be regularly appraised and financial assistance should be linked to their performance outputs.
- 3.12.3 Besides SRCs, Resource Support Groups with due representation of educationists, social activists, experienced and committed volunteers/functionaries, representative of local training institutions etc., need to be constituted at national, state, district, block and Gram Panchayat level.

### **3.13 Research and Documentation**

- 3.13.1 Unlike formal education system, adult education lacks research support. There is a felt need for systematic interdisciplinary research in adult learning and education, complemented by knowledge management systems for the collection, analysis and dissemination of data and good practices. Database of learning possibilities should be developed. To get a more 'financed' lifelong learning landscape, use of both quantitative and qualitative research methods in the form of collection of good practices or monitoring and evaluation of existing practices, would be required. There should be an institutional arrangement for research and resource support at national level with linkages with Universities and other institutions of research. For this purpose, a consortium of reputed universities and research institutions need to be identified and engaged in research.
- 3.13.2 Applied research is as important to Total Quality Management as any other intervention. High priority needs to be accorded to promote research in basic and post literacy continuing education as also gender issues and documentation and dissemination of research findings. Research studies on relevant themes should be assigned to competent agencies. Further, universities and social science research institutes of repute and standing should be addressed to encourage the researchers to work in the field of different aspects of adult

education for the award of doctoral and post-doctoral degree. NLMA should also consider sponsorship of research, on topics selected by it, in reputed universities and invite interns and research scholars to work in adult education programmes and institutions.

- 3.13.3 Access to relevant information through an effective and strong documentation and information network further strengthens adult education programmes as it improves access to relevant and timely information on adult learning. Documentation is also a means of sharing the achievements of learners back to the field. Particularly with women, this effort will be effective in sustaining their enthusiasm for learning. Local newsletters can also be developed amongst women's groups as a means of documenting and sharing information across block or a cluster of gram panchayats.
- 3.13.4 The documentation capacity of SRCs should be upgraded. The software and procedures developed by UNESCO, that follows a uniform classification, could be used by national documentation center as it would facilitate networking with national and international organizations and would also be user friendly for easy retrieval and use. Necessary resources will be allocated for scientific documentation of important information. This could include a national database on adult education, indexing, abstracting, bibliographies, and translation service, sharing of effective literacy/adult education practices, directories of material/training tools and programmes, compilation of researches, providing reference service, and databases.

### **3.14 Financing**

- 3.14.1 Financing of Adult Education has been abysmally low. To augment funds for quality adult education, without exclusion, innovative financing models need to be considered, including:
- i. **Self-financing model** (individual pay from their own savings, current incomes or future earnings);
  - ii. **Drawing rights model** (this model recommends compulsory contribution of all individuals, the employer and the government, shared appropriately. Each individual has the right to draw from a personalized account);
  - iii. **Individual entitlements model** (this would provide a guaranteed sum of money from the Government for an individual which could be used for attending programmes of the individual's choice that satisfied the government established criteria);
  - iv. **Single-employer financing model** (this model requires all employers to pay for the qualified employee seeking education in areas of employers' interest);
  - v. **Para-fiscal funds model** (funds administered by agencies which are autonomous and intermediate between the



Government and the private organization/individual and the employers contribute a part of the expenditure to the Government for organizing programmes of lifelong learning).

3.14.2 However Government funding should remain the principal source of financing adult education of the disadvantaged.

### **3.15 Fund Sharing Pattern**

3.15.1 Under Saakshar Bharat the funding between the Center and the States has been in the ratio of 75:25 except in the case of North Eastern States where the ratio is 90:10. It is recommended that funding of the programme in other special category states, namely Jammu and Kashmir, Himachal Pradesh and Uttarakhand should also be in the ratio of 90:10. It is also recommended to introduce an innovative flexi pattern so as to incentivise the better performing or needy States .

### **3.16 Enabling legislation**

3.16.1 There is a felt need for enacting comprehensive legislation to formally recognize forms of education other than formal and for recognition, validation and accreditation of learning obtained through adult education. Several countries have already enacted such laws. For example, Thailand's Education Act 1999 institutionalizes credit transfer among formal, non-formal and informal education. To promote a systematic lifelong education, enabling legislative measures will be required to integrate formal, non-formal and informal learning. Legislative measures would also be required to provide framework for establishing specific structures of lifelong education.

## **4. Targets for Twelfth Five Year Plan**

During the Twelfth Plan Period, efforts should be made to provide basic literacy to 70 million non-literates, basic education to 3 million adults, and vocational skill development training to 20 million adults . It is difficult to quantify outcomes of continuing education in terms of numbers though it is key to creating a literate environment and prevention of relapse to illiteracy. Focus will be on women, SCs, STs, Minorities, other disadvantaged group adolescents, and youth in rural areas and clusters with low literacy in urban areas specially in districts covered under Saakshar Bharat during the eleventh Five Year Plan. The target of making 70 million non-literates literate over a period of five years has been taken keeping in view the feasibility aspect. Only 127 million adults could be made literate through National Literacy

Mission from 1988 to 2009 at an annual average of 5 to 6 million. Whereas during twelfth plan the target assumes imparting literacy at an annual average of 14 million adults. Besides physical targets, the targets for the twelfth Five Year Plan also reflect the paradigm shift in adult education, both in quantitative and qualitative terms. Saakshar Bharat, with necessary modifications, and supported by the scheme for Support to Voluntary Agencies for Adult education and skill development will be the main medium to achieve the objectives of adult education.

#### 4.1 Basic Literacy

- 4.1.1 The success rate in literacy under National Literacy Mission was 60%. It is aimed to enhance the success rate to 70%. Even at the enhanced success rate, 100 million adults will have to be covered under the programme to achieve the target of 70 million literate adults.
- 4.1.2 Mass campaign will be the main approach and method of imparting basic literacy. However, other approaches including resident instructor, residential camps, part-camp and part-volunteer approach will also be used for inclusive participation.
- 4.1.3 Special thrust would be given to the development of writing and literacy in various dialects by developing relevant programmes, methods and materials that recognize and value the sub cultures, knowledge and methodologies, while adequately developing the teaching of the second language of wider communication.
- 4.1.4 Environment building and mobilisation campaigns will be launched to overcome cultural-social barriers impeding access and equity and develop a literate environment.
- 4.1.5 Special focus would be on low literacy areas- rural and urban, tribal areas, SC model villages, minority concentrated districts, areas affected with left wing extremism, difficult areas and North Eastern Region.
- 4.1.6 Roughly, 10 million literacy centres will be set up through Volunteer teachers to cover the 100 million non-literate adults, and ensure at least 70 million literates.
- 4.1.7 In the urban areas innovative approach will be adopted to achieve the objective of adult literacy.
- 4.1.8 Well established NGOs, public and private sector, will also be engaged in the programme.

## 4.2 **Basic Education**

- 4.2.1 In line with the seamless transition from lower to higher levels of learning continuum towards a literate society, it is aimed to provide three million adults, who may have lost the opportunity of formal schooling, adult education equivalent to V, VIII, X Standard and beyond.
- 4.2.2 Adult and Vocational Education Center (AVEC) at Gram Panchayat, block and district level, besides NGOs and other institutions, will be the nodal center for providing basic education. These institutional set ups will tie up with NIOS, SOS, for providing equivalency, and equivalency level vocational courses.
- 4.2.3 The curriculum and content offered through the equivalency programmes would include subject matter adapted to adults' level, and life skills and vocational skills. Given the heterogeneity of the learners in the open distance education, there would need to be a great flexibility in curricular course and life skills and vocational courses, to enable learners to select courses of their choice depending on its relevance to their life and needs.

## 4.3 **Skill Development**

- 4.3.1 It is aimed to provide vocational skill development training to 20 million adults.
- 4.3.2 Providing skill development to this magnitude of clientele with such a heterogeneous profile would necessitate assessment of skill development needs and choice of vocational courses by institutions/agencies offering them, which would have market value and potential for increase in earning.
- 4.3.3 Vocational Skill development training would be provided through AVECs and other institutions in public, private and voluntary sector.
- 4.3.4 The entire programme will be aligned with National Vocational Curriculum Framework.
- 4.3.5 Standardization of Vocational Courses and Certification will be introduced in collaboration with National Skill Development Mission which has already worked out the norms. NLMA will arrange for assessment and certification of prior learning and provide facilities for gap-filling.

**4.4 Continuing Education** will entail providing opportunities to adults, specially the neo-literates, to pursue education in one form or the other so that they don't relapse to illiteracy and build on their acquired levels of literacy.

- 4.4.1 Short duration Certificate and diploma courses in Life Skills, Socio-cultural skills, etc that may or may not approximate to any level of formal education system will also be provided as part of continuing education. A national database of the certificate and diploma courses offered by different agencies in the country in different areas including information technology, engineering, electrical and mechanical fields, agriculture and allied sectors and social sector programmes would be designed and created by the Central Directorate of Adult Education. This would help to throw open up the scope of such courses both for the advantaged and the disadvantaged.
- 4.4.2 Adult and Vocational Education Centres would provide the institutional umbrella to facilitate continuing education in lifelong learning perspective not only to neo-literates but also to all adults who want to avail of such learning opportunities. At least one Adult and Vocational Education Center (AVEC) will be set up at Gram Panchayat, block and district level.
- 4.4.3 An AVEC will also act as an information center and will have the required infrastructure and human resource to discharge this mandate.
- 4.4.4 Existing JSSs will also be reformed and restructured as AVECs at district level with a mandate to provide not only skill training, but also basic literacy and variety of lifelong learning programmes to cater to the educational needs of all sections of local community.
- 4.4.5 In respect of new AVECs, specially at block and district level, different modalities of funding will be explored including Public Private Partnership. More of such AVECs will be opened in districts not already having a JSS, specially in North-Eastern region, minority concentrated districts, tribal areas and districts affected with naxalism and difficult areas.
- 4.4.6 AVECs will be encouraged to have tie up with Universities, NIOS, SOS, IGNOU, SOUs and other reputed institutions to the extent that they become their study centers for offering educational, life skills and vocational courses for those interested among literate and educated, and generate their own resources. However, programme funds would be deployed to sponsor education of the government beneficiaries.

#### **4.5 Resource Support**

- 4.5.1 It is aimed to transform 40 State Resource Centres (SRCs) into SIAE and become the fountainheads of knowledge in adult and lifelong education, combining theory and practice of adult and lifelong education.

- 4.5.2 The transformation of SRCs into fountainheads of knowledge on adult education could be facilitated by forging strong linkage with university Departments of Lifelong Education and Extension and Departments of Education.
- 4.5.3 It is also aimed to significantly enhance technical capacities of the SIAE so that they become the principal expert agency in capacity building to the district level institute of adult education and training.

#### **4.6 Dedicated Management Structures**

- 4.6.1 It is aimed to put in position a dedicated adult education management structure with its own personnel at the National, State, District, Block and GP level as the backbone of adult education system.
- 4.6.2 The management bodies will be set up with the spirit of the recommendations of the Administrative Reforms Commission and will have a clear mandate and due functional and financial autonomy and human resource to discharge the mandate.

#### **4.7 Policy and Legislation**

- 4.7.1 In the 12<sup>th</sup> Plan a comprehensive policy will be formulated to guide systematic promotion of Adult and Lifelong education; creation of structures and mechanisms for the recognition, validation, accreditation and certification, and credit transfer system of prior learning for the purpose of approximation with formal education system; and frameworks for setting up of specific structures of lifelong education.
- 4.7.2 It will also be aimed to introduce measures that induce and support literate environment.

#### **4.8 Professionalisation**

- 4.8.1 Recognizing the critical importance of training in adult education, the new perspective for 12<sup>th</sup> Plan outlined creation of specialized academic and administrative cadre for adult education and laid stress on their systematic induction and mid-programme training and capacity building of other stakeholders.
- 4.8.2 Institutional collaboration with premier institutions for a long-term system of capacity building of Adult Education personnel as well as the academic and technical personnel of SRCs, SLMAs, etc will be strengthened.

- 4.8.3 To augment the management skills, the literacy administrators will be regularly trained at premier administrative training institutions like NIRD, ATIs *etc.*
- 4.8.4 Given the scale of Preraks, Distance Education and Open Distance Learning (ODL) method could be adopted for refresher training and professional upgradation of the Preraks. Such kind of professional upgradation would also be necessary for SRC faculty.

#### **4.9 Good Governance**

- 4.9.1 The credibility and integrity of the entire adult education system should be enhanced by ensuring transparency and responsibility by augmenting its relevance and value.
- 4.9.2 Management Information Systems will be further strengthened to foster good governance.
- 4.9.3 Extensive measures will be taken to build capacities of all agencies engaged in management and promotion of adult education in partnership with expert agencies.

#### **4.10 Information and Communication Technology (ICT)**

- 4.10.1 ICT as a medium of instruction, will be extensively applied to train and develop professional skills of literacy educators and managers.
- 4.10.2 ICTs will also be creatively used to close the digital divide. Explicit demand for computer literacy, especially in rural areas, will be recognized and catered to by incorporating computer literacy in the curriculum of functional literacy especially for the young adults.
- 4.10.3 To facilitate increased ICT enabled adult education, it is aimed to provide ICT infrastructure including computers with internet facility at AVECs.

#### **4.11 Convergence and Partnerships:**

- 4.11.1 Forging purposeful Public-Private Partnerships in the field of capacity building, T-L materials development, use of ICT, resource generation, environment building and setting up model AECs, Basic Literacy, Equivalency, Skill Development and CE programmes will be an important objective.
- 4.11.2 For a meaningful international cooperation it is aimed to set up a Centre for Policy Research and Training in Adult Education to promote adult education in E-9 and SAARC countries.

## 5. Funding

- 5.1 An adult education programme structured on the vision envisaged by the sub-group would require funding to the tune of Rs. 75266.46 crs. Details of the estimates is appended as Annexure 1. The financial projection for Adult Education is Rs. 75266.46 crores against the total outlay of Rs. 6000.00 crore earmarked for Adult Education Programme in 11<sup>th</sup> plan. The quantum increase is on account of proposed expansion of Saakshar Bharat programme and revision of financial norms.
- 5.2 During 11<sup>th</sup> plan the programme was confined to rural areas in select number of districts (410). It is now proposed to be extended to all 640 districts and also in low literacy pockets in the urban areas. This has resulted in increased cost on account of management cost, mass mobilization & environment building from approximately Rs. 300 crores to Rs. 5000 crores. Keeping in view the improved success rate of 70%, 10 crore persons will have to be imparted literacy and assessed against 7 crore in 11<sup>th</sup> plan. There is a net increase of 3 crore compared to the previous plan. The target under skill development is 20 million against 5 lakhs in previous plan, for which a provision of Rs. 5000 crore has been made. The proposed number of AECs to be set up in this plan is 3 lakhs as against 1.70 lakhs AECs proposed in 11<sup>th</sup> plan. Further, Adult Education Centres at District and Block levels have also been added with a provision for capital expenditure for these AECs of about Rs. 100 crores. In the 11<sup>th</sup> plan, no separate structure at State and sub-State levels had been created as Secretariats for implementation of the programme. However, in this plan, creation of permanent structures & posts at State and sub-State levels (up to block level) have been proposed for a better implementation of Adult Education Programme, with a financial projection of about Rs. 8000 crores. A provision of around Rs. 15000 crores has been proposed for innovative projects under Saakshar Bharat programme. There was no financial incentive given to the volunteer teachers during the previous plan. It is now proposed to give them an incentive of Rs. 500 per adult made literate. Unlike in the previous plan, there is a provision in this plan for untied funds to the extent of 20% of the overall projection for the scheme.
- 5.3 Financial norms have been revised as the per learner cost has been increased from Rs. 230 to Rs. 630 per learner resulting in additional fund requirements of about 5000 crores to cover 10 crore learners. Emoluments to preraks have also been enhanced in continuing education component to Rs. 5000 per month per prerak against Rs. 2000 per month per prerak. This has resulted in additional financial requirement of about Rs. 850 crores. The total recurring and non-recurring cost, therefore, for continuing education component has increased to Rs. 28000 crores approximately on account of extension of coverage to 640 districts in the 12<sup>th</sup> plan as compared to 410 districts in the 11<sup>th</sup> plan & general inflation. Hence, the proposed enhancement in the 12<sup>th</sup> Plan budget is very much reasonable on account of increased level of activities and addition of new components in the Adult Education Programme.
- 5.4 Any reduction in the budget estimate would imply proportionate reduction in targets, physical and financial.

5.5 It is recommended that besides North Eastern States, funding of the programme in other special category states, namely Jammu and Kashmir, Himachal Pradesh and Uttarakhand should also be in the ratio of 90:10, while in the remaining States/UTs it can be ratio of 75:25 (Annexure 2). It is also recommended to introduce an innovative flexi pattern so as to incentivise the better performing or needy States.



**Annexure 1****Physical Targets for 12<sup>th</sup> Plan (2012-17)**

<b>S.No</b>	<b>Specifications</b>	<b>Coverage</b>	<b>Remarks</b>
1	States/UTs	35	a. Rural areas in all districts that were eligible for coverage under Saakshar Bharat as per its eligibility criteria in the 11 <sup>th</sup> Plan. b. Rural areas in all districts not covered under (a). c. Other areas on case-to-case basis.
2	Districts	All 640 districts enumerated during Census 2011 and additional districts that may be created.	
3	Blocks	6313	
4	Gram Panchayats	2,50,630	
5	AECs	3,00,000	@ 1 AEC per GP and additional AEC for a GP having population of more than 5,000
6	Target Beneficiaries for Basic Literacy	10 crore	To make 7 crore learners literate from 10 crore learners as the success rate under Saakshar Bharat is around 70% (against 60% achieved during NLM).
7	Assessment	10 crore	
8	Certification	7 crore	
9	Mass Campaign	8.65 crore	Coverage under different approaches is not a fixed target but a provision.
	Resident Instructor approach	0.25 crore	
	Camp Based Literacy Approach	0.10 crore	
	Urban areas/ alternative/innovative approach	1 crore	
10	Target beneficiaries for Basic Education		Programme proposed to be implemented also in other states/districts/urban areas in addition to states/districts covered under Saakshar Bharat.
	Level A	0.05 cr.	
	Level B	0.05 cr.	
	Level C	0.10 cr.	
	Level O	0.10 cr.	
11	Skill Development Programme	2 crore	Coverage of Saakshar Bharat beneficiaries at Adult Education Centres (AECs) through Jan Shikshan Sansthan, NGOs, PPP, other agencies.
12	Block Adult and Vocational Education Centre	6313	Block Adult Education Centres will run as institutes of lifelong learning at block level, where

			adults can access library facility, skill development, certified & diploma courses etc.
13	District Adult and Vocational Education Centre	640	District Adult Education Centres will run as institutes of lifelong learning at district level where adults can access library facility, skill development, certified & diploma courses etc.

**FINANCIAL PROJECTION FOR 12<sup>TH</sup> PLAN (2012-17)**

- 11<sup>th</sup> Plan Outlay: `6000 cr.
- 12<sup>th</sup> Plan Financial Projection: `75,266.46 cr. (increase = `69,266.46 cr. i.e. 12.5 times)

**Major areas of increase and reasons thereof**

**(Rs. in crore)**

<b>Scheme/Component</b>	<b>11th Plan Outlay</b>	<b>12th Plan Projection</b>	<b>Increase</b>	<b>Remarks</b>
DAE	50.00	<b>100.00</b>	50.00 (100%)	A higher provision have been proposed due to anticipated increase in activities of DAE, a subordinate office of MHRD to cope with enhanced plan proposed by AE bureau.
NLMA	20.00	<b>95.40</b>  (other activities: 80.40  International Conferences: 5.00, International Centre for Policy, Research & Training: 10.00)	75.40 (375%)	New component of International Cooperation (International Conferences and setting-up of an International Centre for Policy, Research & Training) added under NLMA with budget provision of `15 cr. Provision under NLMA has been enhanced from `20 cr. to `80.40 cr. for activities commensurate with increased coverage and activities under Saakshar Bharat programme during the 12 <sup>th</sup> Plan.
Support to NGOs	673.00	<b>906.00</b>  (206.00 for SRCs & Rs. 700 for setting up Adult and Vocational Education Centre at district and block level)	233.00 (35%)	The number of SRCs proposed to be increased from 28 to 40 to extend their coverage to all States/UTs, proportionate to the number of Districts of that State/UT as may be covered under Saakshar Bharat programme during the 12 <sup>th</sup> Plan.  Pending finalisation of transfer of the components of 'Jan Shikshan Sansthan'

				<p>and 'Assistance to Innovative Projects in Adult Education' under the scheme to States (Umbrella ACA), a provision for the same has been made and also to set up Adult and Vocational Education Centre at district and block level</p> <p>Further, the grant for each JSS has also been increased in view of increased programme activities to be carried out by the institutions commensurate with the programme of Saakshar Bharat as well as in view of general inflation that would affect components like office expenses, emoluments etc.</p>
Adult Education Skill Development (Saakshar Bharat)				
(a) Basic Literacy	2520.54	11261.25	8740.71 (347%)	The per learner cost has been increased from `230 per learner to `630 per learner for covering 10 cr. learners. Honorarium for Voluntary Teachers has been included @`500 per learner for covering 7 crore learners with the additional budget provision of `3500 cr.
(b) Continuing Education	2629.57	31034.50	28404.93 (1080%)	The budget has been increased on account of covering all 640 districts as compared to 410 districts in the 11th Plan. The recurring and non-recurring cost is also enhanced in view of general inflation that would affect components like office expenses, emoluments (`5000 per month per prerak against `2000 per month per prerak etc.)
(c) Basic Education	895.20	800.00	- 98.20	The per learner cost has been reduced based on the feedback received from NIOS/State Open Schools.
(d) Skill Development	0.00	5000.00	5000.00	Additional requirement to cover 2 cr. learners @2500 per person.
(e) Capacity Building /Training	77.53	531.56	454.03 (585%)	On account of additional functionaries, Resource Persons, Master Trainers, Voluntary Teachers due to expansion of

				the coverage of Districts.
(f) Mass Mobilization & Environment Building	42.50	1014.97	972.47 (2314%)	On account of expansion of coverage of the Districts.
(g) Capital Expenditure	0.00	6000.00	6000.00	Additional components for creating infrastructure for Adult Education programmes.
(h) Salary to Core Staff & Office Expenses (SLMA to Blocks)	0.00	17643.64	17643.64	Additional components for payment of emoluments for cadre posts from SLMA to Blocks.
(i) Untied fund for Innovative programmes /coverage of urban areas under SB etc.	0.00	14698.38	14698.38	ditional components to cater to the need of coverage of urban areas under Saakshar Bharat programme, innovative projects etc.
(j) Management, Monitoring & Evaluation	242.42	4409.50	4167.08 (1719%)	On account of expansion of coverage of the Districts in the programme.
<b>TOTAL</b>	6407.76	92393.83	85986.07 (1342%)	
<b>CENTRAL SHARE</b>	<b>5178.50</b> <b>@81%</b>	<b>73915.06</b> <b>@80%</b>		
(k) Expenditure on National Resource Support including salary to core staff, capacity building and capital expenditure.	78.50	250.00	171.90 (219%)	Additional components for payment of emoluments for cadre posts from NLMA and to strengthen the National inputs in promoting the Saakshar Bharat programme
<b>Central share from (a) to (k)</b>	<b>5257.00</b>	<b>74165.06</b>	<b>68908.46</b> <b>(1310%)</b>	
<b>GRAND TOTAL</b>	<b>6000.00</b>	<b>75266.46</b>	<b>69266.46</b> <b>(1154%)</b>	

**Annexure 2**

**Saakshar Bharat - Proposed Sharing of funds between Centre and States**

<b>S.No.</b>	<b>Category of the states/ UTs</b>	<b>Name of the states</b>	<b>Centre and state ratio</b>
1.	Difficult States/UTs	North Eastern Region, Jammu & Kashmir, Himachal Pradesh and Uttrakhand	90 : 10
2.	Low literacy states/UTs(having literacy rate below national average 74.04% as per 2011 census)	Bihar, Rajasthan, Jharkhand, Andhra Pradesh, Uttar Pradesh, Madhya Pradesh, Chhattisgarh & Orissa	90 : 10
3.	Normal states/UTs (having literacy rate between 74.04% to 85% as per 2011 census)	Karnataka, Haryana, Punjab, West Bengal, Dadra & Nagar Haveli, Gujarat, Tamil Nadu & Maharashtra	75 : 25
4.	Other states/UTs (having literacy rate 85% and above as per 2011 census)	A& N Islands, NCT of Delhi, Chandigarh, Puducherry, Daman & Diu, Goa, Lakshadweep and Kerala	65 : 35
	<b>Average Sharing</b>		<b>80:20</b>