WORKING GROUP REPORT
ON
ELEMENTARY AND ADULT EDUCATION
TENTH FIVE YEAR PLAN

2002-2007

Department of Elementary Education and Literacy
MINISTRY OF HUMAN RESOURCE DEVELOPMENT
Government of India, New Delhi
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Foreword

The field of basic education stands at a very momentous juncture today. The decade of the nineties has seen a paradigm shift in this sector. For the first time since independence, the absolute number of illiterates has come down, in spite of the increasing population. Most states have shown record increase in the literacy rate. In the field of elementary education, we are close to the figure of 100% enrolment. This time is ripe to make a concerted effort to achieve the goals of Education For All before the end of the present decade.

Many of the tools required for achieving the same are now in place or are being put in place. Government has decided to make free and compulsory elementary education, a fundamental right. Two programmes—Sarva Shiksha Abhiyan and National Literacy Mission—are in place to help achieve the twin goals of Universalization of Elementary Education and Full Literacy, respectively. The challenge before us is to translate these goals into actual achievements on the ground over the next five-year period.

This requires a focussed approach and clear identification of the problems. Further, specific strategies need to be devised to target each of the identified problems. This must be backed by adequate funds to translate these strategies into action in the field. This involves co-operation of all stakeholders, viz., the Centre, States, local self-government bodies, teachers, parents, non-governmental organisations, academic institutions and the children themselves. Capacity needs to be built up at different levels to make the programmes self-sustainable in the long run.

The Working Group has prepared this document taking all the above factors into consideration. Extensive discussions, both at the sub-group levels and in the meetings of the whole group, took place and attempts were made to incorporate most of the concerns of the members of the Group. The total outlay has been arrived at keeping in mind the overall objective and the strategies designed to achieve them. The outlay proposed in this Plan is required because of the strong thrust needed in the final lap to achieve Universalization of Elementary Education and to attain full literacy.

I hope the Report will assist the Planning Commission in determining the strategies and resource allocation for the Tenth Plan.

(B.K. Chaturvedi)

September 27, 2001

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SECTION I

Introduction

1.1 WHY EDUCATION?

1.   The Constitution of India has made a commitment to provide free and compulsory education for all children upto the age of fourteen. The task of providing basic education for all, with concrete plans of action, gained greater momentum after the National Policy of Education (NPE), which was announced in 1986 and revised in 1992. The Government of India, in partnership with the State Governments, has made a number of attempts to fulfil this Constitutional obligation and has launched a variety of programmes towards this end. Though significant improvements are seen in various indicators, the ultimate goal of providing universal quality education for all still remains to be achieved. With the advent of the first Plan of the 21st century, there is a greater urgency today to strive for Universalisation of Elementary Education and for providing life skills to adults who did not get the benefit of elementary education during their childhood.

2.   Following the Jomtien Conference in 1990, basic education has been the focus of international attention. The Delhi Declaration of the nine high-population (E-9) countries had recognized in 1993 that the aspirations and development goals of the countries could be fulfilled only by assuring education to the entire population. The Dakar Conference of World Education Forum in April 2000 reviewed the progress made to achieve the goals of Education For All (EFA) and set a further framework for action towards EFA. This Dakar Framework for Action covered all facets of basic education such as early childhood care and education, elementary education, education for adolescent, adult education, gender equality and quality improvement. India is committed to the goals of EFA, which was reiterated in the Ministerial Review meeting of E-9 countries held at Beijing in August 2001.

3.   Social justice and equity are by themselves strong arguments for providing basic education for all. The strong linkage that basic education has with improvement in levels of human well-being, especially with regard to life expectancy, infant mortality, nutritional status of children etc., adds to the case for universal basic education. In recent years, studies on the performance of developed and developing countries have clearly demonstrated that development of human capital through universal basic education has contributed significantly to economic progress. The return on investments in basic education is one of the highest and, therefore, even from the economic perspective, a country cannot 'afford' illiteracy. Apart from its direct effect, the impact of education on poverty is even wider through its influence on fulfillment of basic needs like better utilisation of health facilities, water, sanitation and shelter and also on labour participation, family size etc., which in turn enhance the productivity of people and yield higher wages and reduce inequality in earnings.

4.   In the earlier stages of planning, it was expected that economic growth was the primary means of reducing poverty and improving the quality of life. Rapid economic growth was, therefore, visualised as the main instrument in achieving this objective. This strategy did not, however, yield the expected results. Although economic advancement took pace, it did not automatically lead to economic well-being of all the segments of the population. Attention had to be shifted to direct provision of health, nutrition and educational services, as an initiative of public policy. Thus were designed a number of anti-poverty and income and employment generation programmes such as IRDP, NREP, RLEGP, JRY (JGSY), EAS, etc. The

primary goal of these programmes was to reduce poverty through income generating strategies. Even these programmes could not fully succeed in reducing the level of poverty. This led the planners and policy makers to recognise that one of the key elements in enhancing human capabilities is literacy and education.

5.   Literacy and education have a direct role in human development and are instrumental in facilitating other achievements. Investments in social sectors in developing countries led to higher literacy rates and higher rates of participation in education, particularly basic education. Hence, efforts to reduce and ultimately eliminate illiteracy led to poverty reduction and human development. In India too, literacy programmes have made their impact towards empowerment of women, health and hygiene. It has led to gender equity, improvement of status of women within families and their evolution into entrepreneurs through better appreciation of savings and access to micro-credit.

6.   While the importance of education in economic and social upliftment is recognized, a great change, witnessed in the nineties is the increasing demand for Elementary Education amongst the people. As an effect of a number of education programmes like Adult Literacy Programme, Mahila Samakhya (MS), Operation Blackboard (OBB), District Primary Education Programme (DPEP), Non-formal Education (NFE), etc, which involve community mobilisation, an awareness has been created amongst the populace about the relevance of education. As a result of this, there is a greater pressure on the Government to provide for quality education even in the remotest area. It is a challenge to the Government to meet these aspirations

1.2   WHERE DO WE STAND?

7.   The decade of the nineties could be called the watershed decade as far as basic education is concerned. Provisional results of the Census 2001 show the highest jump of 13.17% in the literacy rate since 1951, with the rate going up from 52.21% in 1991 to 65.38% in 2001. More significantly, for the first time the absolute figures of illiterates has gone down by 3.19 crores, inspite of increasing population, while the number of literates went up by a phenomenal 20.36 crores. Presently, nearly three-fourth of the male population and more than half of the female population is literate. All states, without exception, have shown increase in literacy rate during this decade with the male literacy being over 60% in all of them. Another, significant feature of the nineties is the narrowing gender gap. While the male literacy went up by only 11.72% in the nineties, the female literacy rate went up by 14.87% in the same period. This has led to the male-female gap decreasing to 21.70% in 2001 against the gap of 24.84% in 1991.

8.   In the field of elementary education too, the progress towards universalisation of elementary education has been significant. Concerted efforts towards UEE have resulted in many-fold increase in institutions, teachers and students. During the period 1950-51 to 1999-2000, the number of primary schools has increased by more than 3 times from 2.10 lakhs in 1950-51 to 6.42 lakhs in 1999-2000 whereas the number of upper primary schools increased 15 times from 13,600 in 1950-51 to 1,98,000 in 1999-2000. In 1950-51, the ratio of upper primary school to primary schools was 1:15, which has come down to 1:3.2 in 1999-2000. As per the Sixth All India Educational Survey, 94 per cent of total rural population was served by primary schools in 1993. In terms of habitations, 83 per cent of habitations were served and 17 per cent habitations remained to be provided with primary schools/sections within the habitations. Since 1993, the situation with regard to access in primary stage has improved considerably because of the interventions of centrally sponsored schemes like OBB, DPEP, NFE and EGS and the efforts of state governments. However, there are still many small and inaccessible habitations without adequate schooling facilities.

9.   Total enrolment at primary stage has increased by 5.91 times between 1950-51 and 1999-2000, and for girls the increase was 9.16 times. The increase at the upper primary level was more than 13 times, with the girls showing an increase of about 33 times. Over the years, the participation of girls at all levels of school

education has increased substantially. The relative share of girls' enrolment in total enrolment at primary level has increased from 28.1 per cent in 1950-51 to 43.6 per cent in 1999-2000. Similarly, at the upper primary level, the relative share of girls' enrolment to total enrolment has gone up to 40.4 per cent in 1999-2000 from 16.1% in 1950-51. The Gross Enrolment Ratio (GER) in primary has increased from 42.6% in 1950-51 to 94.90% in 1999-2000. Similarly, for upper primary, the GER has gone up from 12.7% in 1950-51 to 58.79% in 1999-2000. However, large disparities exist between the states in terms of enrolment and educationally backward states have lower GER than the all-India average. As far as dropout rate is concerned, it has been decreasing year after year in primary classes from 65 per cent in 1960-61 to 40.25 per cent in 1999-2000. Similarly, in upper primary classes the dropout rate has decreased from 78 per cent in 1960-61 to 54.53 per cent in 1999-2000.

10. A substantial increase in the number of teachers has been registered since 1950-51. Total number of teachers increased from 6.24 lakhs in 1950-51 to 32.17 lakhs in 1999-2000, i.e. registering an increase of more than five times, while the number of female teachers increased from 0.95 lakhs in 1950-51 to 11.52 lakhs in 1999-2000, an increase of twelve times. Most teachers of elementary schools are trained, except in some northeastern states. During 1950-51, the Teacher-Pupil Ratio (TPR) was 1:24 in primary schools and 1:20 in middle schools. In 1999-2000, this ratio has now improved to 1:43 in primary schools and 1:38 in upper primary schools. Thus, over the years, teacher-pupil ratio has worsened since the increase in teacher recruitment has not been able to keep pace with the increased enrolment.

11. Thus, it is seen that though considerable progress is visible both on the Literacy and Elementary Education fronts since independence, we are still at a considerable distance from the goals of Education For All. While a broad framework to achieve these goals is in place, there are a lot of gaps which need to be filled. This calls for detailed grassroot level planning for the near medium term. The Tenth Five Year Plan recommendations are going to be key instruments for achieving this.

1.3 WORKING GROUP FOR TENTH PLAN AND TERMS OF REFERENCE

12. In the context of formulation of the Tenth Five Year Plan (2002-2007), the Planning Commission through its Order No. M.12015/7/2000 Edn. Dated 7/12/2000 (Annex 1.1) set up a Working Group on Elementary and Adult Education under the Department of Elementary Education & Literacy, Ministry of Human Resources Development. The Terms of Reference of the Working Group are as follows:

➢ To review the existing plans and programmes under Elementary Education and Adult Education Programmes.

➢ To suggest mechanism for effective implementation of different schemes/programmes merged into Sarva Shiksha Abhiyan.

➢ To decide future course of action to be taken for externally aided programmes under Elementary Education.

➢ To suggest ways and means to achieve the aim of UEE and to work out financial projections for the same.

➢ To suggest measures to create effective linkages of adult education programmes with Sarva Shiksha Abhiyan.

➢ To achieve universal adult literacy in age group 15-35 in a specific time period.

➢ To review educational indicators like definition of literacy, enrolment ratio, teacher pupil ratio, dropout rate, teachers' appointment and training.

➢ To suggest modifications in educational indicators keeping the quality of education in view.

13. The Working Group in its first meeting dated 16/2/2001 constituted four sub-groups on Elementary Education, Mid-day Meal Scheme, Teacher's Education and Adult Education. The constitution of sub-groups is given in Annex 1.2. The reports of the sub-groups were considered in the meetings of the Working Group on 12/6/2001 and 28/8/2001. This report has been prepared based on the report of the sub-groups and the discussions held in the meetings of the Working Group.

1.4 STRUCTURE OF THE REPORT

14. The Working Group report is divided into the following major parts:

   (*i*) Strategies for UEE and Adult Literacy

   (*ii*) Elementary Education

   (*iii*) Teacher Education

   (*iv*) Adult Education

   (*v*) Financial Outlays

   (*vi*) Annexes

15. Each chapter on the individual areas gives a brief review of the past performance in the sector, identifying the strengths and weaknesses of the various programmes under implementation. This is followed by an outline on strategies sought to be adopted in the Tenth Plan. The strategies suggested and financial outlays are given in separate chapters for easy reference.

16. It is hoped that the increase requested in the Financial Outlay would be considered positively by the Planning Commission, especially in the light of a time-bound commitment of Government to provide Basic Education to all. The increase suggested here is in line with the increase seen during previous plans. The urgency on this front has become greater because of the steps being taken to make Elementary Education a Fundamental Right. Internationally too, India has made a commitment to meet the EFA goals and it cannot be seen lagging behind in achieving the same. Because of these reasons it becomes incumbent on us to provide sufficient funds both at Central and State levels to achieve the challenging tasks of Universalisation of Elementary Education and achievement of full adult literacy.

SECTION II

Strategies for UEE and Adult Education

1.   The goals enunciated in the National Policy of Education, 1986, still remain relevant and valid as far as the field of basic education is concerned. The two components of basic education - elementary education and adult literacy - need a focussed approach and dedicated programmes for achieving the goals.

2.1 GOALS

2.   Presently, the Government of India has two major programmes in place having clear focus and definite medium term goals, as follows:

(*i*)   **Elementary Education:** Sarva Shiksha Abhiyan (SSA), which was launched towards the end of the Ninth Five Year Plan, is the key programme through which goals of elementary education sector are going to be met. This is the first programme for UEE covering the entire country. It is a significant step towards achieving the long cherished goal of Universalization of Elementary Education (UEE) through a time bound integrated approach to be implemented in Mission mode in partnership with states. The specific objectives of SSA are:

  ➢ All children in school, Education Guarantee Centre, Alternate School, 'Back-to-School' camp by 2003;

  ➢ All children complete five years of primary schooling by 2007;

  ➢ All children complete eight years of elementary schooling by 2010;

  ➢ Focus on elementary education of satisfactory quality with emphasis on education for life;

  ➢ Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010; and

  ➢ Universal retention by 2010.

(*ii*) **Adult Literacy:** National Literacy Mission (NLM) is engaged in the task of imparting functional literacy to the 15-35 age group and has set itself the following medium term goal:

  ➢ To attain full literacy, i.e., a sustainable threshold level of 75%, by 2005

2.2 TARGETS FOR THE TENTH FIVE YEAR PLAN

3.   The targets for the Tenth Plan have been fixed - both for the Elementary Education sector and the Adult Literacy sector - so as to achieve the goals enumerated for the medium term, which have a time-frame till 2010.

2.2.1 Elementary Education

4.   The targets for the elementary education sector are as follows:

(*i*) *Universal Access*

  (*a*) All children (age groups 6-11 and 11-14) should have access to primary schools, upper primary schools or their alternatives within the walking distance of one kilometer and three kilometers respectively;

(*b*)   Universal access to early childhood care and education centres for all children of 3-6 years of age;

(*c*)   Need-based expansion of upper primary education facilities, particularly for disadvantaged section. There should be one upper primary school for every two primary schools;

(*d*)   All schools should have buildings, toilets, drinking water, electrification, playground, blackboards and other basic facilities; and

(*e*)   Provision of one classroom for every teacher at elementary stage.

(*ii*) *Universal Enrolment*

(*a*)   Enrolment of all children in schools or other alternatives by 2003; and

(*b*)   All children complete five years of primary schooling by 2007.

(*iii*) *Universal Retention*

(*a*)   Universal retention in primary cycle by 2007; and

(*b*)   Dropout rate to be reduced to less than 10 per cent for grades VI-VIII by 2007.

(*iv*) *Universal Achievement*

Improve all aspects of quality of education (content and process) to ensure reasonable learning outcomes at elementary level, especially in literacy, numeracy and in life skills.

(*v*)   *Equity*

(*a*)   Bridge all gender and social gaps in enrollment, retention and learning achievement in primary cycle by 2007. In upper primary it should be reduced to less than 5% by 2007.

(*b*)   Special interventions and strategies to include girls, SC/ST children, working children, children with special needs, urban deprived children, children from minority groups, children below poverty line, migrating children and children in hardest to reach groups.

2.2.2   Adult Literacy

5. The targets for the adult education sector are as follows:

(*i*)   To achieve full literacy, i.e. a sustainable threshold level of 75%, by the year 2005.

(*ii*)   To cover all left over districts by the year 2003-2004.

(*iii*) To remove residual illiteracy in the existing districts by 2004-05.

(*iv*)   To complete Post Literacy Campaign in all pending districts.

(*v*)   To launch Continuing Education Programmes in 486 districts by the end of the Plan.

2.3   STRATEGIES FOR THE TENTH PLAN: ELEMENTARY EDUCATION

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

(*i*)   Universal access and enrolment;

(*ii*)   Universal retention of children upto 14 years of age; and

(*iii*) A substantial improvement in the quality of education to enable all children to achieve essential levels of learning.

The policy further emphasized the need of child-centred approach and building up of educational

infrastructure by providing all essential facilities in primary schools. Non-formal education was regarded as an important component for targeting dropouts, children from habitations without schools, working children and girls, etc.

7.   Following the NPE, the Eighth and the Ninth Five Year Plans set their targets and devised the strategies to meet the national goals. Inspite of the ambitious targets set and the use of multi-pronged approach through a number of programmes, success achieved in the field was far from that envisaged at the time of launching of the plans. The problems of access and low universal enrolment remain while the problems of drop-outs still remain undented, especially for the difficult to reach groups such as girls, working children, tribal children, urban deprived children, children with special needs, etc. The learning achievement of students also are not of the desired levels. Further, the gender, social and regional disparities remain to be bridged.

8.   Thus, the Tenth Plan calls for a newer approach to achieve the goal of Universalisation of Elementary Education. Till now most of the programmes targeting the field of elementary education were disjointed in nature. They either targeted specific regions such as Lok Jumbish, or specific facets of elementary education such as Operation Blackboard, which targeted only the school infrastructure. Some programmes like District Elementary Education Programme, while being comprehensive in nature, targeted only primary education, neglecting the upper primary sections totally. Further, it covered less than half of the country, leaving out major pockets like North-East (except Assam), Punjab and Jammu & Kashmir. The need now is to have an all-comprehensive programme having a holistic and convergent approach, covering the entire country. SSA, which was launched in the year 2000-2001, is such a programme and will be the main vehicle for achieving the goals of UEE.

9.   Another change, which has been witnessed in the nineties, is the tremendous success of the literacy movement, which has led to the absolute number of illiterates declining for the first time since independence. This movement has also led to increasing aspiration amongst the masses for education. This aspiration is sought to be tapped in the Tenth Plan by increasing involvement of the community in implementation of the programmes for UEE. This involvement of the community is going to be further systemized by involving the Panchayati Raj Institutions and urban local bodies brought into place in most states after the enactment of 73rd and 74th Amendment Acts. Further, at the local level Village Education Committees (VECs), Mother Teacher Association (MTA) and Parent Teacher Association (PTA) would have a formal role in the management and running of schools in the village, ensuring a greater say of the community in promotion of elementary education.

10.   Further, the emphasis in the Plan has been to identify the problem areas and have separate strategy for each such problem area, under the overall umbrella of SSA. Special focus would be given on children who have never enrolled or those who have dropped out without completing eight years of elementary schooling. Specific strategies would be devised for difficult to reach groups so that the reasons for their staying away from school system are identified and steps taken to provide them quality elementary education.

2.3.1   Sarva Shiksha Abhiyan

11.   SSA, the key programme for translating the above strategies into action on the ground, focuses on decentralized, participative and consultative planning. Community-ownership of the school system is a key element in SSA and has a major role in planning, implementation and monitoring. The programme calls for community ownership of school-based interventions through effective decentralisation. Habitation plans, prepared after household survey, micro-planning, school mapping and diagnostic studies, form the

basis for the District Elementary Education Plans (DEEP). The programme also focuses on capacity building among the Panchayati Raj Institutions, members of Village Education Committees, School Management Committees, Parents' Teacher Associations, etc. The programme is to be implemented in a mission mode. The National Mission for SSA with Prime Minister as Chairman and the Minister for HRD as Vice Chairman is to monitor the implementation of the programme across the country, while similar Missions headed by the respective chief ministers will guide and monitor the programme at the state level.

12. SSA will totally subsume in the Tenth Five Year Plan all existing programmes within its overall framework, except the Mid-day Meal scheme and Mahila Samakhya. All legal agreements regarding externally assisted projects, such as DPEP, Lok Jumbish, Shiksha Karmi, etc., will continue to apply unless specific modifications have been agreed to, in consultation with the funding agencies. To make the approach holistic and convergent, efforts would be made to dovetail programme implementation at the district level with all other departments. This would include programmes for children in the 0-6 age group under the department of Women and Child Development, sports-related interventions of the Department of Sports and Youth Affairs, establishment of Public Libraries under the Department of Culture and programmes of the Ministry of Health with regard to nutrition and school health.

2.3.2 Strategies under SSA for groups requiring special focus

13. Out of the population of approximately 20 crores in the age group of 6-14 in 2000, the number of children not attending school is 4.2 crores, which need special focus in the Tenth Plan. Those outside the school system are mostly girls, SC/ST children, working children, urban deprived children, disabled children and children in difficult circumstances. Providing access and motivation to these difficult to reach groups, without compromising on the quality of the education, would be the challenge, which SSA would tackle in the Tenth Five Year Plan. Some of the specific strategies, which would be tried for these difficult to reach groups, would be as follows:

2.3.2.1 *Education of Girls and Adolescent Girls*

14. Over the years, several commissions and committees had been set up and countless strategies adopted for participation of girls. Education is free for girls in the elementary stage and there are several incentive schemes for mid-day meal, free uniforms and textbooks, attendance scholarships etc. to meet the private expenditure on girls' education. In the Tenth Plan two-pronged approach would be followed as far as bridging the gender disparity is concerned:

(a) Gender mainstreaming under SSA:

15. A strong gender focus would be built into the UEE flagship programme, SSA. Some of the steps which would be taken are:

> ➤ A comprehensive well-designed package to make girls education totally free to take care of both direct and indirect cost of education.

> ➤ Curricular reforms to ensure that education is more meaningful and relevant besides continuing the thrust on gender sensitive and gender inclusive curriculum and its transaction.

> ➤ Encouraging contextual, need based and flexible learning systems for adolescent girls who have been denied access to formal education.

> ➤ Further gender inputs into pre-service and in-service training of teachers and to teacher educators, textbook writers, textbook production boards etc. Gender sensitization and training to planners, teachers and educational managers to ensure that girls' education remains an area of focus.

➢ Upgrading of primary schools to upper primary schools, subject to norms, to ensure transition of girls from primary to upper primary school.

➢ 50% of new teacher recruitment to be women.

➢ Conducting special camps and bridge courses for mainstreaming girls and adolescent girls, setting up alternative schools exclusively for girls, providing formal schooling facilities in centres of religious instruction viz., Maktabs and Madarsas, boarding schools and ashram schools for girls in extreme circumstances and Balika Vidya Peeths in every block with provision for general and vocational education with residential facilities. Open school distance education systems and other innovative programmes to reach out to girls would be tried out.

➢ Opening ECCE centres and crèches to relieve girls from sibling care responsibility.

➢ For improving retention, following up of dropped out girls to bring them back to school either through camps or bridge courses, monitoring the attendance and mobilising parents for regular attendance of children especially girls.

➢ For ensuring learning achievement special coaching classes and remedial classes for SC girls and girls in difficult groups, creation of congenial learning environment for girls in the classroom where they are given the opportunity to learn and special programmes for strengthening science and mathematics teaching in all girls' schools to meet shortage of science and mathematics teacher in girls' schools.

➢ Encouraging greater participation of women in structures like VECs, PTAs. etc.

➢ Provision of girls' toilets in all upper primary schools.

➢ Coordinating efforts, with other Departments/ Ministries, to provide the necessary support services to rural girls, who are doubly disadvantaged by non-availability of educational facilities and by the work they have to do related with fuel, fodder, water, sibling care and paid and unpaid work. This would enhance their participation and performance. Provision of support services and child care facilities would be seen as a necessary and integral adjunct of UEE.

➢ Using the electronic, print and traditional media would be used to create a climate for equal opportunities for women and girls. It will play a complementary and supportive role in awareness generation, dissemination of information and communication.

(b) *Gender Specific Programmes:*

16. The Tenth Plan would also rely on some of the specific programmes which have women as their focus such as Mahila Samakhya (MS), Kasturba Gandhi Swatantra Vidyalaya (KGSV) and the National Programme for the Education of Girls at the Elementary Level (NPEGEL). Some of the steps, which would be taken, are:

➢ MS will be upscaled geographically and in terms of interventions like the Mahila Shikshan Kendras, while retaining its objectives, autonomy and non-negotiable principles.

➢ The new scheme of NPEGEL would be implemented in specific areas with low female literacy and will focus on intensive implementation and monitoring.

➢ KGSV will enable the opening of special schools for the girl child belonging to SCs, STs, Other Backward Classes and minorities in the low female literacy districts.

2.3.2.2 *Scheduled Castes and Scheduled Tribes*

17. Realising that SCs and STs population are not homogeneous in all respects, endeavour of the Tenth Five Year Plan would be to refine the identification of target groups even among the SCs and STs and

identify particular sub-groups which are seriously handicapped and require greater attention. Some of the interventions, which would be tried, are:

> Improving access by setting up appropriate schooling facilities in unserved habitations, especially for STs living in difficult terrain and forests.

> Improving quality of education for SC/ST and ensuring equity.

> Ensuring ownership and management of schools by SC/ST communities by greater representation of SCs/STs in VECs/PTAs.

> Suitably adapt the curriculum and make available locally relevant Teaching-Learning materials to tribal students. If need be, local language and dialects among the tribals may be used for teaching especially in lower class; Successful micro level models in this area would be up-scaled.

> Considering the geographical and communication problems in tribal areas, it is crucial to restructure and decentralize the monitoring system. VECs will require to be given training in academic supervision and monitoring.

> Convergence between the tribal welfare department, tribal development authorities and education department would be further strengthened.

> Ashram schools or residential schools would be set up if SC/ST habitations are small and scattered.

2.3.2.3 Working Children

18. Educating children who are compelled to join the work-force prematurely instead of attending primary schools is a major problem, which has defied effective solution for a long time. The Department would closely work with the Ministry of Labour towards elimination of child labour itself. However, till the problem of child labour remains, attempts would be made to provide effective quality education to these children. Successful strategies and innovations tried out in the country would be upscaled, e.g., Back to School Camps, Summer Schools, Bridge Courses. In addition attempts would be made to mobilize community at large. Once children are brought to school, continuous academic and emotional support would be given through community teachers, orientation of primary school teachers inside the schools and through remedial teaching outside the school.

2.3.2.4 Children from Minority Groups

19. It is recommended that special attention be given to minority children in the Tenth Five Year Plan. In the case of Muslims, the effort to promote education among girls and adult literacy among adult women would be of particular importance. The curriculum and other programmes of madrassas and maktabs and similar institutions, catering to educational needs of minorities, would be given support for modernization and teaching of science and mathematics. Specific arrangements for orientation training of teachers in those institutions to transact mainstream curriculum would be made. These models have been successfully tried out in Assam, Uttar Pradesh and Rajasthan.

2.3.2.5 Education of the Urban Deprived Children (UDC)

20. Considering the uniqueness of the needs of the UDC, the following interventions and strategies are proposed in the Tenth Five Year Plan:

> Convergence between government departments of education, social welfare, health, police, railways, labour, urban development, and the municipal corporation, including rationalisation of management structures/agencies involved in the education of urban poor children.

> Formation of educational plans for all children of urban areas. Grass-root level and community

based organisations like Mahila Mandal, Youth Clubs, PRIs etc. to be involved in the plan formulation and implementation.

➤ Opening of new schools and Education Guarantee schools based on the need of the area in cities.

➤ Relocation of government and local body schools near to colonies and settlements rather than maintaining them in areas where government schools are not required.

➤ Improving quality and the infrastructure of government schools in urban areas.

➤ Strategies like bridge courses, transition classes, camp schools etc. to be adopted for making provision for education of children living in more difficult circumstances. These courses can be organised with the help of private sector educational institutions and NGOs working in the area.

➤ The formal schools system to undergo a process of preparation to accept children who are first generation learners and, therefore, lack the parental support in academics. In certain cases, remedial classes will be required for such children.

➤ Greater involvement of the private sector in the education of UDC. All support to be provided to initiatives by some of the private schools in big cities for the UDC.

➤ Improvement in coverage by early childhood care and pre-schooling facilities, especially in slums where both the parents are working.

2.3.2.6 Children Below Poverty Line

21. Children who are at risk of non-enrolment, non-achievement or dropping out are those in the low-income category. Incentive schemes for all children below poverty line would be evolved to meet the cost of education for children in this group. The incentive delivery system would be revamped so that the benefits of the incentives reach the poor.

2.3.2.7 Other Hard to Reach Groups

22. The Education Guarantee Scheme and Alternative and Innovative Education scheme would be given importance in the Tenth Five Year Plan in order to address to the educational needs of these children. The focus would be on the following:

➤ Evolve a mechanism to set up seasonal schools at the site of work of migrants such as sugar schools, brick kiln schools etc.

➤ Provide identity card to children of migrant families to facilitate their entry into schools at different work sites.

➤ Organize bridge courses, seasonal hostels and mobile schools based on the local needs.

➤ Open permanent Community Based Schools, Residential Camps and Multi-grade centres for very small unserved habitations.

2.3.2.8 Education of Children with Special Needs

23. The following approaches and interventions would be adopted in the Tenth Five Year Plan for this group:

➤ A zero rejection policy so that no child is left out of the education system.

➤ A comprehensive component to provide education to children with special needs to be evolved and implemented under SSA, covering the provisions of the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995.

> The strategy for including disabled children to be based on wide range of options including regular schools, special schools, open learning system, open schools, non-formal and alternative schools, home based education, itinerant teacher model, remedial teaching, part time classes and community rehabilitation.

2.3.3 Strategy for Dropouts

24. As per the National Family Health Survey - II conducted in 1998-99, the main reasons for students dropping out after enrolling are : their not being interested in studies, the private cost of education being too high and the need for them to work - both in their own farms/business/households or outside for remuneration. These reasons constitute almost 75% of the cases of dropouts. So, in the Tenth Plan specific strategies have been identified to tackle each of the above reasons, apart from the general strategy of providing easy access to all.

25. Regarding the reason of the students not being interested in studies, emphasis would be given on improving the quality of education, the details of which are given in another section. The focus would be on pedagogic improvement and adoption of child-centred methods which have been developed in programmes like DPEP. Positive environment building would also include more attractive classroom designs, local contextual curriculum and more friendly evaluation techniques.

26. SSA has taken a number of steps to reduce the private cost of education. There is a provision of free textbooks to the weaker groups like girls and SC/ST students. Many of the states give free uniforms and other states would also be encouraged to do so. The Mid-day Meal scheme is another programme aiming to increase attendance of students. In the Tenth Plan, the aim would be to ensure that all states give cooked meal which would have direct impact on attendance as compared to giving mere foodgrains. Further, in the Tenth Plan an incentive scheme has been suggested for girls, SC/ST and poor children, which would be linked to the attendance of children.

27. Where the children are dropping out of the school system for reasons of their being pre-occupied with work, emphasis would be on involving the community in motivating the parents and children to bring their children back to school so that they are in a position to complete eight years of elementary education. For those children who have already dropped out suitable alternative education systems would be provided such as bridge courses, remedial teaching, back to school camps, etc., so that they can be mainstreamed into the formal system. Some of the steps which could be tried out for involving the community for preventing dropouts and bringing back the children, who have already dropped out, are:

> Monitoring attendance by the community where micro initiatives for girls' education have been taken up.

> Regular micro planning exercise to be undertaken by the states to identify the number as well as the reasons of dropouts. Community to be involved in the micro planning exercise; this would help mobilize parents for regular attendance of their children.

> Follow up of dropout boys and girls to bring them back to school either through camps or bridge courses.

> Organising retention drives to put pressure on parents and the school system to ensure retention of girls. These drives should not be one time drive but should be organised at regular intervals to sustain pressure and take up corrective measures as may be necessary.

> In pockets identified for intensive activities, attendance of each child to be monitored to prevent dropouts.

2.3.4 Strategy for Early Childhood Care and Education (ECCE)

28. Early Childhood Development is globally acknowledged as a significant input for lifelong development and successful completion of primary education. Research and field experiences in India have shown that ECCE has critical linkages with enrolment, retention and learning outcome of children as it provides psycho-social stimulation, physical readiness for schooling, nutrition and health care, the factors which impact on active learning and retention of children in school. ECCE also helps in group socialization, stimulation of creative learning and enhancing scope for overall personality development. In the poorer sections of the society, ECCE is essential for countering the physical, intellectual and emotional deprivations of an inadequately stimulating family environment. It also helps to improve enrolment and retention of girls in primary schools by taking over the sibling care responsibility.

29. The Tenth Plan acknowledges ECCE as the first step in the education ladder. The major provider of ECCE is the Integrated Child Development Services (ICDS) scheme which covers 158 lakh children (which is 17.8% of the child population of 3-6 years) through about 5.20 lakh Anganwadis in 35 states and UTs. Early Childhood Education or Pre-School Education, as it is termed, is only one of the 6 components of the ICDS scheme. This remains one of the weakest components in ICDS. Realizing the importance of pre-school learning, SSA aims to support (*i*) strengthening pre-school component in ICDS by need-based training of Aanganwadi Sevika, provision of learning materials etc, (*ii*) setting up balwadis as pre-school centres in uncovered areas, (*iii*) building advocacy for importance of early child development, (*iv*) organizing training programmes for community leaders (*v*) providing for intensive planning for ECCE, (*vi*) development of materials and (*vii*) promoting convergence between the school system and the ECCE.

30. Some of the specific strategies which would be followed, as far as ECCE is concerned, are:

> Universal access to ECCE to all children in 0-6 age group. While new centres should be opened in non-ICDS areas, the pre-education component of ECCE centres in ICDS areas to be strengthened.

> The linkages between ECCE programme with primary education to be further strengthened. It may include co-locating ECCE/ICDS centres with schools, synchronizing timings, training functionaries, extending timing of centres, providing part-time teachers in ICDS centres, paying extra honorarium to Anganwadis workers for extended work, providing play material and kits and improving quality aspects of pre-primary schooling.

> The continuity in curriculum from the pre-school stage to the primary stage to be ensured.

> Innovative and alternative models to ICDS would be experimented with., taking into account local context and needs.

> Efforts to be made to achieve greater convergence of ECCE programmes implemented by various Government Departments as well as voluntary agencies by involving urban local bodies and gram panchayats.

> ECCE to follow holistic approach aimed at fostering health, psycho-social, nutritional and educational development of the child.

2.3.5 Synergetic Partnership with the Private Sector

31. A synergetic public-private partnership would be built up during the Tenth Plan to achieve the objective of UEE. Specifically, the following would be encouraged:

> More collaborative efforts with the private sector and expansion of the role of private initiatives.

> Improve functioning of Government schools in partnership with willing private sector partners, within the broad parameters of the state policy.

> ➢ Support to initiatives introduced by private schools for deprived children.
> ➢ Encourage opening of private schools, without compromising on quality.
> ➢ Provide computer education to children utilizing the expertise and resources of the private sector.

2.3.6 Computer Education and ICT for Elementary Education

32. Realizing the importance of computers and the new Information and Communication Technology (ICT), special emphasis has been given both on computer education and use of ICT in elementary education. Some of the measures to be adopted are:

> ➢ Computer education at elementary education level (particularly upper primary level) would be emphasized in the Tenth Five Year Plan to make students familiar with computers. This would also enable effective use of computers in the Teaching-Learning process. For this, to begin with one school in every cluster would have facilities for computer based learning that could be used by children in the adjoining schools.
>
> ➢ Innovations and successful practices in computer learning at elementary stage would be replicated and upscaled.
>
> ➢ Some of the recent initiatives for enrichment of basic education programmes though use of ICT and distance mode would be continued with. The Government would also collaborate with private corporate sector and IT institutes for facilitating use of ICT in basic education.
>
> ➢ Extensive use would be made of ICT in teacher education, especially in clearing the backlog in training the untrained teachers.

2.3.7 Media, Advocacy and Communication

33. Communication and media strategy during the Tenth Plan would be designed to sensitize, mobilize and motivate the stakeholders, community, opinion leaders and the public for achieving the goals of UEE. A multimedia campaign approach with strong media advocacy, employing a wide range of vehicles of communication from folk and traditional media to electronic media, outdoor publicity and print media should be adopted. At grassroot level, the emphasis would be on effective use of folk, traditional media and local art forms to spread the message of education. Effective means would be made of radio, which has reach even in the remotest corners of the country. The media and communication strategy for the Tenth Plan would be designed to address the following objectives:

> ➢ Sharing and disseminating information about the programme on education for increasing public awareness.
>
> ➢ Using the media as a platform for advocacy and developing media packages in support of education.
>
> ➢ Encourage and support effective participation of all in achieving the goal of UEE.
>
> ➢ Increase visibility of the programme and highlight issues and challenges in the area.
>
> ➢ Mobilize opinion makers, legislators and policy makers.
>
> ➢ Motivate the Community, NGOs, local bodies, implementing agencies and all stakeholders.
>
> ➢ Capacity building at all levels in effective use of media.

2.3.8 Quality Improvement

34. Quality issues in elementary education revolve around the quality of infrastructure and support services, opportunity time, teacher characteristics and teacher motivation, pre-service and in-service

education of teachers, curriculum and teaching-learning materials, classroom processes, textbooks, pupil evaluation, monitoring and supervision etc. SSA takes a holistic and comprehensive approach to the issue of quality. Initiatives for quality improvement in elementary education will revolve around:

(*a*) Improving quality of school infrastructure, facilities, equipment, support services and human resources (adequate number of trained teachers and non teaching staff). Classroom and school environment are also important factors which impact on enrolment and retention, besides quality aspects.

(*b*) Renewal of curriculum, textbook and teaching learning material to make them relevant, interesting and child friendly.

(*c*) Increased focus on specification and measurement of learner achievement levels.

(*d*) Improving quality of teaching learning processes and classroom interactions making them child centred, activity based, attractive, interesting and joyful. Teaching-learning processes would encourage two-way interaction between teacher and child; promote self, peer group, cooperative and group learning; bias free in terms of gender, ethnic, social and cultural aspects; avoid information over load; related to children's context of learning and living; and contextualise to the local conditions. Teaching learning process should adopt to the multi-grade teaching, prevalent in about 80-90% of the schools in the country.

(*e*) Capacity building of teacher, teacher development and teacher empowerment through pre-service and in-service teacher education and teacher motivation. These efforts are to be supplemented by academic support and supervision. In view of the importance of Teacher Education, a detailed strategy has been evolved for this, which is given below.

2.4 TEACHER EDUCATION

35. As mentioned above, quality education would be one of the important objectives in the Tenth Plan. Apart from the quality issues being targeted by SSA as part of its programme, there would be a major emphasis on teacher education in the Plan. Some of the broad strategies, which would be followed, are:

(*i*) Continued Central Funding for Teacher Education to be based on certain principles, which include formulation of plans as per need, states putting in place basic policy formulation including those on teacher recruitment and role of Teacher Education Institute and adoption of innovative practices in Teacher Education.

(*ii*) Development and strengthening of Teacher Education institutes. This includes an enabling policy environment, assessing institutions in terms of their functioning, capacity building and encouragement of institutional initiative.

(*iii*) Training of teachers, pre-service as well as in-service, including para teachers and qualitative improvement of in-service training.

(*iv*) Block Resource Centres (BRC) and Cluster Resource Centres (CRC) would play a major role in providing academic support to the teachers locally, depending on context-specific needs. DIETs would have close linkage with BRCs and CRCs, whose personnel would get academic support from DIETs.

(*v*) Professional development of practitioners, i.e. teacher educators, managers and others.

(*vi*) Systematic learner evaluation needed to begin so as to orient teacher education towards quality improvement in schools.

36. Specifically, the following focus areas have been identified for special emphasis in the Plan:

I.   Institutional Development

37. In the Tenth Plan, the focus of Teacher Education would be on development of institutions like DIETS, CTEs, IASEs and SCERTs. The following initiatives are planned:

> (a) *District Institutes of Education and Training (DIETs):* Certain basic enabling conditions need to be put in place by the State Governments for these institutions to be funded. Further, each State would be encouraged to rethink the structure of its DIETs as per needs of the district and effectiveness of the institution. Each DIET would be encouraged to make an institution development plan for itself, defining its role in its context and setting goals for itself. Special attention will be paid to development of libraries in DIETs, as well as providing computer facilities so that the faculty can access a wide range of information. A significant initiative for faculty development in the DIETs would be taken up through faculty training including computer literacy, exposure visits, networking and sharing among DIETs and other academic institutions on professional issues and establishment of district resource groups. Setting up of new DIETs would be linked to the number of teachers. Further, new DIETs would be set up only in those States where the existing ones are functional and the states take steps to improve the sub-standard DIETs.

> (b) *Colleges of Teacher Education (C.T.Es) and Institutes of Advanced Studies in Education (IASEs: Secondary Education):* The need for CTEs and IASEs in each State would be ascertained in terms of the needs for secondary teacher education, and identified institutions would be strengthened. The identified CTEs/IASEs would need to prepare their individual plan of development, mentioning the areas in which they need to be strengthened, make a need assessment survey in the areas of their jurisdiction, develop schedules and materials of in-service teacher training to cover the secondary teachers and implement the NCTE project on imparting IT literacy to the teachers. IASEs would be encouraged to play a greater role in elementary education.

> (c) *State Councils for Educational Research and Training (SCERTs):* Strengthening of SCERTs is identified as a key area for teacher education in the Tenth Plan. The State Governments need to fulfil some essential conditions for being eligible for funding for strengthening of SCERTs, such as recruitment of appropriate faculty, linkage to DIETs, resources centres and schools, autonomy of SCERTs and proper maintenance of buildings, etc. On fulfilling of the above conditions, the Central Government would fund the areas like capacity building and training of SCERT faculty, development of infrastructure, particularly availability of computers and hostel for residential training programme, establishment of cell for computer education. SCERTs should be equipped to plan for computer education curricula, teacher training etc. at the school level, strengthening of cells for teaching of English language at the elementary level, strengthening of pre-service education, etc.

II. Professional Development of Teachers

38. The focus in the area of Professional Development of Teachers in the Tenth Plan would be on the following:

> (a) Ensuring pre-service training to all elementary school teachers so that all untrained teachers can be trained within a period of 3 years, including through use of distance mode.

> (b) Enhancing pre-service training facilities in selected districts where the present capacity is not enough to fulfil the regular pre-service needs.

> (c) Improving the quality of elementary teachers' preparation.

(d) Extending the provision of pre-primary teacher training by strengthening existing institutions that provide or are willing to provide pre-service education for the pre-primary stage.

(e) Developing 2 months to a year's specialized correspondence courses for elementary teachers with the collaboration of open universities, higher education institutions, good IASEs, non-government organisations with experiences in quality education, and other professional organisations.

III. Professional Development of Teacher Educators

39.   New courses for Teacher Educators and Curriculum Developers would be developed and tried out in the Tenth Plan on a pilot basis. Another major focus area would be networking of Teacher Education Institutions and strengthening of Teacher Education by expanding access to digital resources. The networked institutions would then be able to use the ICT for online sharing of resources and for breaking the isolation of institutions.

IV   Learner Evaluation

40.   A mechanism for regular learner assessment will be put in place to evaluate the impact and efficacy of the measures taken for improvement in school quality.

2.5 MID-DAY MEAL SCHEME

41.   Based on the feedback of evaluation studies, experiences and the outcomes of the current programme in the States and opinion of experts and practitioners, the following modifications are to be done in the National Programme for Nutritional Support to Primary Education (Mid-day Meals Scheme) during the Tenth Five Year Plan:

(i) Expanding the programme to cover the children of Alternative Education Scheme and also, subject to availability of requisite funds, to the children of upper primary classes. Pacing with the goals of Sarva Shiksha Abhiyan for Universal Primary Education by 2007, the programme would be expanded from the current coverage to include children who are enrolled in the alternative schools (for example, EGS centres, etc.).

(ii) Provision of hot cooked meals/ready-to-eat food based on sound nutritional principles.

(iii) Allow adequate flexibility in running the programme by the local bodies/community (VECs/ SMCs/PTAs, etc.). In addition to the current support of free of cost food-grains and admissible transportation charges, the Central Government to provide additional support towards the conversion cost to the States.

(iv) Decentralizing the management of the programme to enable reduction in leakages, misutilisations, etc.

(v) For transportation of food-grains, funds to be provided in advance to the implementing agencies through their State Nodal Officer.

(vi) Stronger community participation in implementation of the programme. Wherever possible, participation of credible NGOs to be encouraged.

(vii) Teachers' involvement in the programme to be limited to supervision activities.

(viii) Extensive use of CMIS net for monitoring purposes. External agencies to be involved in monitoring and supervision to ensure greater accountability. Elected representatives also to be involved in the supervision work.

(ix) Linkage with poverty alleviation programmes in rural and urban areas, adequate support of the

Central Health Ministry and the State Health Departments for a school health programme and support from Women and Child Development Department for nutrition education are envisaged.

(*x*) A Memorandum of Understanding be entered with the key stakeholders (State Govt., local bodies) on the key parameters of the programme.

2.6 STRATEGIES FOR ADULT LITERACY

42.   The National Policy of Education (1986) and the Programme of Action (1992) have given an unqualified priority to Adult Literacy with the aim of making all non-literate persons in 15-35 age group literate. The goal of the National Literacy Mission (NLM) is to attain full literacy, i.e., a sustainable threshold level of 75% by the year 2005. The Mission seeks to achieve this goal by imparting functional literacy to the non-literates in the targeted age group. Functional literacy also includes imbibing values of national integration, conservation of environment, women's equality, observance of small family norms, etc. Literacy, as enunciated in NLM, is not an end in itself but has to be an active and potent instrument of change ensuring achievement of these social objectives and creation of a learning society.

43.   An important feature of NLM is the primacy of local initiative in planning and implementation of the programme. It is run through an inter-sectoral committee at the District level, called the Zilla Shaksharta Samiti, and includes the representatives of administration, voluntary agencies, opinion leaders, professionals and the community representatives. Environment building and identification of learners and volunteers are the important components of the programme and women have played a major role in this.

44.   The programme was revamped in 1999 in view of some lacunae found in the working of the scheme. While increasing the scope, the parameters and norms of financial assistance of schemes under NLM were substantially enhanced. The main features of the revised scheme were:

➤ An integrated 'Literacy Campaign' amalgamating all the features of earlier Total Literacy and Post literacy phases.

➤ Full freedom given to District Literary Societies to synergise their strength with those of local youth clubs, Mahila Mandals, voluntary agencies, Panchayati Raj institutions, small scale industries, cooperative societies, etc.

➤ Schemes of Continuing Education encompassing removal of residual illiteracy, individual interest programmes, skill development, rural libraries, etc would allow for opening of Continuing Education Centres in every major village.

➤ Major role for NGOs

➤ Strengthening of State Resource Centres.

➤ Enlarging the activities of Jan Shikshan Sansthan to enable them to function as district repository of vocational/technical skills both in urban and rural areas.

45.   In the Tenth Plan, the objective of NLM is to attain sustainable threshold level of 75% literacy by the year 2005. The focus now would shift to residual illiteracy and difficult segments of population. Thus, in the Tenth Plan all the left over districts would be covered so that the goal of full literacy is achieved. Further, in the districts which have already been covered, the left over harder to reach groups would be targeted specifically. Also, fresh survey would be carried out in the older districts to identify the new entrants in the 15-35 age group who do not have functional literacy. This group would be targeted for removal of illiteracy. Further, continuing education would be of special importance to ensure that the neo-literates do not lapse back into illiteracy.

4l6. Some of the specific initiatives which would be tried are:

> To tackle residual illiteracy in districts, which have entered the post-literacy and continuing education phase, basic literacy programmes would be taken up simultaneously with CE. Convergence of TL/PL/CE would be attempted.

> Flexibility would be built in the operation of the scheme and specific requirements of tribal pockets, low female literacy pockets and other low literacy pockets would be tackled with innovative programmes/projects.

> Exchange visits between different districts for sharing of experiences and educating the voluntary instructors of new districts would be encouraged.

> Cooperation would be sought from all sections like educational, social, cultural, religious and other institutions to make the programme self-reliant in terms of finance, implementation and monitoring.

> Institutional linkages with other Departments such as Youth Affairs and Sports, Rural Development, Health and Family Welfare would be developed so that infrastructural and manpower requirements are complemented. Such linkages would be done at the ground level. Other sectors of education such as Elementary, School, Vocational, Higher and Technical would play a vital role in promoting the objectives of NLM.

> NLM would integrate literacy with vocational and technical skills alongwith income generation and quality of life improvement programmes, which has a greater impact on demand for literacy. This also has a greater impact on awareness and self-confidence amongst women and weaker sections of society. To achieve this, strategic plans would be drawn up in time-bound manner so that the requirements of the target group in terms of their tradition, ethnic culture and trade & handicrafts are not only not disturbed but nurtured too. For development of innovative programmes help would be taken of NGOs, State Resource Centres, Jan Shikshan Sansthans, Panchayati Raj institutions and other local bodies.

> There would be a greater decentralization of administrative and managerial activities of NLM to SLMAs. The latter would be given greater powers and they would have to frame policy guidelines based on district-specific requirements. The decentralization would permeate down to the Panchayats and action plan would be prepared based on demand of requirement coming from the people themselves.

SECTION III

Elementary Education

3.1 REVIEW OF PAST PERFORMANCE

1. Universalisation of Elementary Education (UEE) has been a national goal since Independence. The Directive Principles of the Constitution of India envisage provision of free and compulsory elementary education to all children upto the age of 14 years. In pursuance of the Directive, the need for a literate population and provision of elementary education as a crucial input for nation building, the National Policy on Education (NPE-1986) as revised in 1992, states that free and compulsory education of satisfactory quality should be provided to all children upto 14 years of age before the commencement of the 21st century. The targets for the IX Five-Year Plan were set keeping in view this objective. Though considerable progress has been made towards achieving the targets, yet more vigorous and sustained efforts are required to achieve UEE.

3.1.1 Growth Since 1950

TABLE 1: Progress in Education Since 1950

Indicators	1950-51	1999-2000
Primary Schools	2,10,000	6,42,000
Upper Primary Schools	13,600	1,98,000
Teachers in Primary	5,38,000	19,19,000
Teacher in Upper Primary	86,000	12,98,000
Enrolment in Primary	19.2 million	113.61 million
Enrolment in Upper Primary	3 million	42 million
Public Expenditure on Education (% of GDP)	0.68%	3.77% (1998)
Literacy	16.6%	65.40%

2. The progress towards universalisation of elementary education has not been insignificant in India. Concerted efforts towards UEE have resulted in many-fold increase in institutions, teachers and students. During the period 1950-51 to 1999-2000, the number of primary schools has increased by more than 3 times from 2.10 lakh in 1950-51 to 6.42 lakh in 1999-2000 whereas the number of upper primary schools increased 15 times from 13,600 in 1950-51 to 1,98,000 in 1999-2000 (see Table 2). The average annual growth rates of primary and upper primary schools during the 1990s were 1.51% and 3.02% respectively. In the beginning of the plan period in 1950-51, the ratio of upper primary school to primary schools was 1:15, which came down to 1:3.2 in 1999-2000.

3.1.2   Growth of Educational Institutions

TABLE 2 : Growth of Recognised Educational Institutions, 1950-51 to 1999-2000

Years	Primary	Upper Primary	Ratio of Primary to Upper Primary School
1950-51	209671	13596	15.4
1960-61	330399	49663	6.7
1970-71	408378	90621	4.5
1980-81	494503	118555	4.2
1990-91	560935	151456	3.7
1993-94	572923	155707	3.7
1994-95	581305	163605	3.5
1995-96*	590421	171216	3.4
1996-97	598354	176772	3.4
1997-98	610763	185506	3.3
1998-99*	626737	190166	3.3
1999-2000*	641695	198004	3.2
Rate of Growth (%) 1990-2000	**1.51**	**3.02**	

Source: *Estimated growth rates and ratios from Selected Educational Statistics, 1999-2000, MHRD, GOI.*
     * Provisional.

3.1.3   Growth of Enrolment, 1950-51 to 1999-2000

3.   Table 3 presents data on enrolment at primary and upper primary levels from 1950-51 to 1999-2000. Total enrolment at primary stage has increased by 5.91 times between 1950-51 and 1999-2000, and for girls the increase was 9.16 times. At the upper primary level, the increase in enrolment during this period was more than 13 times, and in the case of girls the increase was about 33 times, which is quite appreciable. The average annual growth rates of enrolment at primary and upper primary levels were 1.73 per cent and 2.54 per cent respectively during the period 1950-51 and 1999-2000. During this period the growth rate of girls' enrolment at elementary level was much higher compared to that of the boys. At the primary level the average annual growth rate of girls' enrolment was 2.29 per cent whereas it was 3.46 per cent at the upper primary level.

TABLE 3 : Sex-wise Enrolment by Stages, 1950-51 to 1999-2000

(In million)

Year	Primary (Grades I-V)			Middle/Upper Primary (Grades VI-VIII)		
	Boys	Girls	Total	Boys	Girls	Total
1950-51	13.8	5.4	19.2	2.6	0.5	3.1
1960-61	23.6	11.4	35.0	5.1	1.6	6.7
1965-66	32.2	18.3	50.5	7.7	2.8	10.5
1970-71	35.7	21.3	57.0	9.4	3.9	13.3
1980-81	45.3	28.5	73.8	13.9	6.8	20.7
1990-91	57.0	40.4	97.4	21.5	12.5	34.0
1993-94	55.1	41.9	97.0	20.6	13.5	34.1

Year	Primary (Grades I-V)			Middle/Upper Primary (Grades VI-VIII)		
	Boys	Girls	Total	Boys	Girls	Total
1994-95*	62.3	46.8	109.1	24.5	15.8	40.3
1995-96*	62.4	47.4	109.8	25.0	16.0	41.0
1996-97*	62.5	47.9	110.4	24.7	16.3	41.0
1997-98*	61.2	47.5	108.7	23.7	15.8	39.5
1998-99*	62.7	48.2	110.9	24.0	16.3	40.3
1999-2000*	64.1	49.5	113.6	25.1	17.0	42.1
Growth Rate (%) (1999-2000)	1.3	2.29	1.73	1.73	3.46	2.54

Source: Estimated average growth rates annual from Selected Educational Statistics, 1999-2000, M/HRD, GOI.
    * Provisional

3.1.4 Girls' Enrolment

4.   Over the years, the participation of girls at all levels of school education has increased substantially. It can be seen in Table 4 that the relative share of girls' enrolment in total enrolment at primary level was only 28.1 per cent in 1950-51, which has increased to 43.6 per cent in 1999-2000. Similarly, at the upper primary level, the relative share of girls' enrolment to total enrolment was as low as 16.1 per cent in 1950-51, which has gone upto 40.4 per cent in 1999-2000.

TABLE 4 : Percentage of Girls' Enrolment to Total Enrolment by Stages

Year	Primary (Grades I-V)	Upper Primary (Grades VI-VIII)
1950-51	28.1	16.1
1960-61	32.6	23.9
1970-71	37.4	29.3
1980-81	38.6	32.9
1990-91	41.5	36.7
1993-94	42.7	39.1
1994-95*	42.8	38.9
1995-96*	43.2	39.0
1996-97*	43.4	39.8
1997-98*	43.6	40.1
1998-99*	43.5	40.5
1999-2000*	43.6	40.4

*Source :*Ibid.
    * Provisional

3.1.5 Difference in Data

5.   However, there exists a large difference in data on enrolment at elementary level between the Sixth All India Educational Survey, 1993, NCERT and the Selected Educational Statistics, 1993-94, M/HRD, Government of India, which are given in Table 5.

TABLE 5 : Difference in Enrolment between 6th AIES, (1993) & MHRD Statistics

Grades	Boys	Girls	Total
Primary (Grades I-V)	6656260 (10.77)	4515044 (9.73)	11171304 (10.32)
Upper Primary (Grades VI-VIII)	3641191 (15.04)	2202333 (14.03)	5843524 (14.64)

Note: Figures in parentheses refer to difference of enrolment in percentage to total enrolment.

3.1.6 Gross Enrolment Ratio (GER)

6. Gross Enrolment Ratio (GER) at primary and upper primary levels improved significantly between 1950-51 and 1999-2000. The boys/girls differential in GER at the primary and upper primary levels declined significantly from 28.5 and 29.6 percentage points in 1990-91 to 22 and 18 percentage points in 1999-2000 (see Table 6).

7. The Net Enrolment Ratio (NER), which is obtained by disaggregating underage and overage children enrolled in grades I-V and VI-VIII, were lower than GER both in case of boys and girls in 1997-98. The NER for boys and girls was 78 per cent and 64 per cent respectively at primary level in 1997-98. The overall NER at the primary level was 71 per cent, which suggests that at least 29 per cent of children of the specific age group 6-10 were out of school in 1997-98 (India Country Paper, EFA 2000 Assessment). Large disparities exist between the states in terms of GER and NER and educationally backward states have lower NER than the all-India average of 71 per cent.

Table 6 : Gross Enrolment Ratios at Primary and Upper Primary Levels,
1950-51 to 1999-2000

Year	Primary (Grades I-V)			Upper Primary (Grades VI-VIII)			Elementary (Grades I-VIII)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1950-51	60.6	24.8	42.6	20.6	4.6	12.7	46.4	17.7	32.1
1960-61	82.6	41.4	62.4	33.2	11.3	22.5	65.2	30.9	48.7
1970-71	95.5	60.5	78.6	46.5	20.8	33.4	75.5	44.4	61.9
1980-81	95.8	64.1	80.5	54.3	28.6	41.9	82.2	52.1	67.5
1990-91	114.0	85.5	100.1	76.6	47.0	62.1	100.0	70.8	86.0
1993-94	90.04	73.1	81.9	62.1	45.4	54.2	80.23	63.7	72.3
1994-95*	114.8	92.6	104.0	79.0	55.0	67.2	101.8	78.8	90.7
1995-96*	114.5	93.3	104.3	79.5	55.0	67.6	101.8	79.3	90.9
1996-97*	98.7	81.9	90.6	70.9	52.8	62.4	88.85	71.8	80.7
1997-98*	97.7	81.2	89.7	66.5	49.5	58.5	86.40	70.0	78.6
1998-99*	100.86	82.85	92.14	65.27	49.08	57.58	87.63	70.56	79.43
1999-2000*	104.08	85.18	94.90	67.15	49.66	58.79	90.14	72.02	81.32

Source : Ibid.

  * Provisional

3.1.7 Drop-out Rates

8.   Drop-out rate is defined as percentage of the number of children to total enrolment dropping out of the school education system. There are a number of methods for estimating these rates. The drop-out rates are indicated below in Table 7.

TABLE 7 : Drop-out Rates at Primary and Upper Primary Levels, 1960-61 to 1999-2000

	1960-61	1970-71	1980-81	1990-91	1992-93	1998-99*	1999-2000*
Classes I-V							
Boys	61.7	64.5	56.2	40.1	43.83	38.62	38.67
Girls	70.9	70.9	62.5	46.0	46.67	41.22	42.28
Total	**64.9**	**67.0**	**58.7**	**42.6**	**45.01**	**39.74**	**40.25**
Classes I-VIII							
Bovs	75.0	74.6	68.0	59.1	58.23	54.4	51.96
Girls	85.0	83.4	79.4	65,1	65.21	60.09	58.00
Total	**78.3**	**77.9**	**72.7**	**60.9**	**61.10**	**56.82**	**54.53**

Source : Ibid.

     * Provisional

9.   It can be observed in Table 7 that drop-out rate in primary classes has been decreasing year after year from 65 per cent in 1960-61 to 40.25 per cent in 1999-2000. Similarly, in upper primary classes the drop-out rate has decreased from 78 per cent in 1960-61 to 54.53 per cent in 1999-2000. There is a need for follow-up studies of children who drop out from the system. Some studies have indicated that repetition of grades by large number of children is a serious problem. Since the main reason for repetition is educational in nature, it can be addressed through educational interventions. However, premature withdrawal of students, because of poverty, is an issue which is more difficult to deal and hence requires an intensive effort at poverty alleviation.

3.1.8 Teachers

10.   It can be seen from Table 8 that, in absolute terms, a substantial increase in the number of teachers has been registered from 1950-51 at elementary level. Total number of teachers increased from 6.24 lakh in

TABLE 8 : Distribution of Teachers by Type of Schools Since 1951

(In '000)

Year	Primary			Upper Primary		
	Male	*Female*	*Total*	*Male*	*Female*	*Total*
1950-51	456	82	538	73	13	86
1960-61	615	127	742	262	83	345
1970-71	835	225	1060	463	175	638
1980-81	1021	342	1363	598	253	851
1990-91	1143	473	1616	717	356	1073
1993-94	1110	513	1623	723	406	1124
1994-95*	1181	533	1714	732	390	1122
1995-96*	1187	553	1740	756	409	1165
1996-97	1205	585	1790	768	428	1196
1997-98	1229	643	1872	775	437	1212
1998-99*	1246	658	1904	814	464	1278
1999-2000*	1236	683	1919	829	469	1298

Source : Ibid.

     * Provisional

1950-51 to 32.17 lakh in 1999-2000, i.e. registering increase of more than five times, while the number of female teachers increased from 0.95 lakh in 1950-51 to 11.52 lakh in 1999-2000, an increase of twelve times. Most teachers of elementary schools are trained except in some northeastern states.

11. The percentage of female teachers to total teachers was 35.62 in primary schools and 36.14 in upper primary schools in 1999-2000. In 1950-51 the relative share of female teachers in total teachers at primary level was only 15.2 per cent and at upper primary level 15.1 per cent.

3.1.9 Pupil-Teacher Ratio (PTR)

12. At the time of independence, there was a widespread dearth of educational institutions in the country and utilisation of institutions was not optimum. During 1950-51, the Teacher-Pupil Ratio (TPR) in primary schools was 1:24, and in middle schools it was 1:20 (see Table 9). In 1999-2000, this ratio has now increased to 1:43 in primary schools and 1:38 in upper primary schools.

**TABLE 9 : Teacher-Pupil Ratio at Primary and Upper Primary Levels,
1950-51 to 1999-2000**

Year	Primary	Upper Primary
1950-51	1:24	1:20
1960-61	1:36	1:31
1970-71	1:39	1:32
1980-81	1:38	1:33
1990-91	1:43	1:37
1995-96	1:47	1:38
1996-97	1:45	1:38
1997-98	1:42	1:37
1998-99*	1:42	1:37
1999-2000*	1.43	1.38

Source : Ibid.
* Provisional

13. Over the years, teacher-pupil ratio has worsened. The all-India ratios hide the disparity among and within states. Considering that a child entering primary classes is required to adjust to the more formal atmosphere of the school and its expected tasks - compared to the informal atmosphere prevailing at home - there is a case for a smaller number of children being placed in charge of a teacher. Children of deprived segments with their cognitive, linguistic and other handicaps require more individual attention.

3.1.10 Schooling Facilities

14. There has been substantial increase in the number of primary and upper primary schools in the country over the last five decades (see Section 2.1.1). This increase, however, does not indicate whether the entire population and habitations in India have been adequately covered/served by elementary schooling facilities within a reasonable walking distance prescribed for the children of the relevant age groups. The norms of schooling facilities prescribed by the Government of India are as follows:

  ➢ Provision of primary schools in all habitations having a population of 300 or more persons within a reasonable walking distance of 1 Km. for children of age group 6-11 years. Further relaxations have often been made in case of difficult/hilly terrain.

> Provision of upper primary schools in all habitations having a population of 500 or more persons within a walking distance of 3 Kms. for children of 11-14 years.

15.   The distance and population norms for opening primary and upper primary schools and their alternatives vary from state to state in the country. However, for assessing the grassroot situation, the Ministry of Human Resource Development periodically conducts educational surveys through the National Council for Educational Research and Training (NCERT), New Delhi. The data and information on availability of educational facilities as found in the last five educational surveys are given in Table 10.

TABLE 10 : Availability of Schooling Facilities (habitation-wise/ population-wise)

Particulars	2nd Survey 1965	3rd Survey 1973	4th Survey 1978	5th Survey 1986	6th Survey 1993
Rural Population	396580123	465367369	509163428	593560310	659691045
Rural Habitations	982251	953734	964664	981864	1060612
Habitations having primary schools/sections within 1 Km.	673643	720809	773998	823117	884089
% age	68.58	75.58	80.23	83.83	83.36
Population served by primary school/sections up to 1 Km.	342361376 (0.5 mile)	420427143	472613716	560622974	618543482
% age	86.33	90.34	92.82	94.45	93.76
Habitations served by Upper primary school/sections within 3 Kms.	545138 (2 miles)	542226	674971	726594	807656
% age	55.50	56.85	69.97	74.00	76.15
Rural population served by upper primary school/sections within 3 Kms.	270641514 (2.0 miles)	320181397	401355603	498447378	560769559
% age	68.24	68.80	78.83	83.98	85.00

Source : VI AIES 1993, Vol. I - Educational Facilities in Rural and Urban Areas, NCERT, New Delhi.

16.   It can be seen in Table 10 that 94 per cent of total rural population was served by primary schools in 1993. In terms of habitations, 83 per cent of habitations were served and 17 per cent habitations remained to be provided with primary schools/sections within the habitations. Since 1993, the position on access in primary stage would have certainly improved because of the interventions of schemes like DPEP, NFE and EGS and efforts of state governments. DPEP alone has opened 10,000 new primary schools and over 56,000 alternative schools. Clearly, access in primary stage is not a major problem now. However, there may still be many small and inaccessible habitations without schooling facilities. It needs to be recognized that access, in terms of schooling facilities within reasonable walking distance, is an enabling factor; it does not automatically ensure participation of children. In a strategy to universalise elementary education, it would be necessary to analyse factors which prevent children's participation even when the facilities are available, and address them through policy and programme initiatives.

3.1.11 Infrastructure Facilities

17.   Barring a few institutions, those established and managed by private organisations, schools in India suffer from chronic shortages of space, teaching equipment, learning materials and so on. The only information available on school infrastructure facilities is from the NCERT's Fifth and Sixth All India Education Surveys. Table 11 indicates the deficiencies of schools in respect of some such items. Although there has been some marginal improvement between 1986 and 1993, schools continue to suffer from severe

deficiencies in infrastr' .cture facilities. Most of the primary and upper primary schools being co-educational, the absence of sep?,ate urinals and lavatories for girls, particularly in upper primary schools, can be a major hurdle in the participation of girls.

18.   Lack of infrastructure facilities will adversely affect the quality of schooling. School environment characterized by large-scale deprivations of various kinds is not likely to be attractive and conducive to effective performance of roles either by teachers or students who need to be active participants in the process of learning. Research has shown that achievement of students is substantially affected by school environment and its expectations of students and the support that teachers can provide to students' effort and motivation. It seems that while there is insistence on, and advocacy for minimum levels of learning, there is not much concern about the provision of minimum conditions of teaching.

TABLE 11 : Infrastructure Facilities at Primary and Upper Primary Levels, All-India, 1993

(In percentage)

Particulars	Primary Schools		Upper Primary Schools	
	1986	*1993*	*1986*	*1993*
(a) Buildings				
Open Space	7.5	3.8	2.1	1.8
Tents	0.5	0.4	0.2	0.1
Thatched Huts	5.5	3.0	1.6	
Kuchcha	13.9	9.1	18.4	7.2
Partly Pucca	16.3	18.7	18.4	20.8
Pucca	56.3	65.1	69.4	68.5
(b) Classrooms				
% of schools with adequate number of classrooms	18.7%	37.6%	20.7%	35.2%
(c) Drinking Water/Toilets				
Drinking Water	47.4	44.2	67,1	63.5
Urinals	15.5	18.9	41.5	48.4
Separate Urinals for Girls	5.2	8.7	21.7	31.5
Lavatories	6.3	10.9	21.7	29.9
Separate Lavatories for Girls	2.8	5.1	11.2	17.2

Source: Ibid.

19.   The Sixth All-India Educational Survey has also provided data on deficiencies which have a direct bearing on teaching and learning. These include, among others, the following:

➤   60 per cent of primary schools had no libraries.

➤   35 per cent of primary sections and 17 per cent of upper primary sections had no blackboards.

➤   35 per cent of primary sections and 33 per cent of upper primary sections had no mats/furniture for students while 47% of sections in primary and 29% sections in upper primary had no furniture for teachers.

➤   40 per cent of primary sections and 25 per cent in upper primary sections had inadequate supply of chalk.

➤   About 9,85,000 additional classrooms are required in primary and 3,54,000 additional classrooms in upper primary.

20. The extent of these deprivations is much larger in the case of primary schools and institutions located in rural areas. The effort to remedy some of the above deficiencies through Central government's intervention - for instance, Operation Blackboard Scheme, District Primary Education Programme, Education Projects in UP and Bihar etc., do not seem to have resulted in an unqualified success.

3.1.12 Expenditure on Education

21. The percentage of educational expenditure to GDP that was 0.68 in 1951 steadily rose to 1.22 in 1955 but declined to 1.15 in 1956. After steadily increasing since 1956, it again declined in 1963. Thereafter it consistently rose (except during 1966 when it came to 1.80) to reach 2.49 in 1972. In 1973 it decreased to 2.30. From 1974 it increased and touched 3.16 in 1980. In 1981 it slid down to 3. The period between 1982 and 1992 saw the peaking and in 1989 it touched 4.39. Thereafter, it has again been irregular. Currently (1998) it is 3.77 (see Table 12).

TABLE 12 : Expenditure on Education

(Rs. in crore)

Years	Total Expr. on education and trg. (Reg)	Total expr. on all sectors (Rev)	GDP	% of edul. expr. to all sectors exp.	% of edul. Expr. to GDP.
1951	64	814.13	9445	7.92	0.68
1961	260	2225.40	15999	11.70	1.63
1971	1011	10610.89	41957	9.53	2.41
1981	4435	33667.31	143256	10.30	3.00
1991	22349	170370.38	589273	13.14	3.79
1996	43896	329389.92	1243546	13.33	3.52
1997	51931	380728.45	1390042	13.64	3.73
1998	60857	441622.45	16160033	13.78	3.77

Source: .From 1951 through 1998: Budgetary Resource from Education 1951-52 to 1993-94 Ministry of Human Resource Development 1995, New Delhi. From 1989 through 1998: (*i*) Analysis of Budgeted Expr. On Education, Ministry of Human Resource Development (*ii*) Economic Survey 1999-2000, Ministry of Finance.

22. The public expenditure on education increased from Rs. 1.1 billion in 1950-51 to Rs. 412 billion in 1997-98 (budget estimates), indicating a staggering increase of 360 times. The expenditure per pupil increased by 62 times during the same period (see Table 12A).

TABLE 12A : Public Expenditure on Education in India

Year	At Current Prices			At Constant Prices		
	Total (Rs. in crore)	Per Capita (Rs.)	Per Pupil (Rs.)	Total (Rs. in crore)	Per capita (Rs.)	Per pupil (Rs.)
1950-51	114.4	3.2	35.6	558.7	15.6	173.9
1960-61	334.4	7.9	53.7	1446.9	33.2	225.6
1970-71	1118.3	20.7	141.7	2626.2	48.6	332.8
1980-81	3649.6	53.2	319.7	3640.6	53.2	319.7
1990-91	17193.7	203.2	1071.6	7714.0	91.1	480.0
1997-98(BE)	41246.0	419.6	2223.8	10260.2	104.4	553.2

Source: India Country Paper for E-9 Ministerial Review Meeting, Beijing, August, 2001.

23. The Education Commission (1966) had recommended a target of investing 6 per cent of national income in education from the public exchequer by 1986. This goal has not been realized so far. Presently, 3.6 per cent of GNP is invested in education (1997-98). This, however, marks a very significant progress, compared to 1.2 per cent of GNP invested in education in 1950-51.

3.1.13 Expenditure on Education in the Five Year Plans

24. Plan Expenditure on Education has shown a rapid growth since the First Five Year Plan. Since the First Five Year Plan, the absolute provision of outlays for education multiplied by more than 50 times. The First Five Year Plan invested Rs. 1.5 billion in education, which increased to Rs. 254 billion in the Eighth Five Year Plan. Although in absolute terms, the plan allocation for education increased substantially from plan to plan, the share of education shows a declining trend from 7.9 per cent in the First Five Year Plan to 2.7 per cent in the Sixth Five Year Plan. In the seventh and eighth five year, however, this declining trend was reversed. Elementary Education received a more favourable treatment in the Eighth and Ninth Five Year Plans (see Table 13).

TABLE 13 : Outlay and Expenditure on Education in Five Year Plans (Centre+State)

(Rs. in crore)

Five Year Plans	Period	Outlays	At Current Prices	% of Total Plan Outlay
First	1951-56	170	153	7.86
Second	1956-61	277	273	5.83
Third	1961-66'	560	589	6.87
Fourth	1966-74	822	786	5.17
Fifth	1974-79	1285	912	3.27
Sixth	1980-85	2524	2619	2.70
Seventh	1985-90	5457	7633	3.50
Eighth	1992-97	19600	25414	4.50

Source: India Country Paper for E-9 Ministerial Review Meeting, Beijing, August, 2001.

The expenditure at elementary education was Rs. 85 crore in first plan, Rs. 95 crore (2nd plan), Rs. 201 crore (3rd plan), Rs. 374 crore (4th plan), Rs. 591 crore (5th plan), Rs. 841 crore (6th plan), Rs. 2866 crore (7th plan) and Rs. 12424 crore in the 8th plan.

3.2 REVIEW OF THE IX FIVE YEAR PLAN

25. The IX Five Year Plan regarded education as the most crucial investment in human development. Prime Minister's Special Action Plan (SAP) gave emphasis to total eradication of illiteracy, equal access to and opportunity of education upto the school leaving stage, improvement in the quality of education at all levels from primary schools to universities, and the need for expansion and improvement of infrastructure facilities for education. The thrust areas for educational development in the IX Plan included UEE, achievement of full adult literacy, raising the quality of education at all levels, improving learner achievement, upliftment of the educational status of disadvantaged groups including SC/ST, girls and disabled children, removal of regional disparities, vocationalisation of education, renewal of curriculum to meet emerging challenges in information technology and support for development of centres of excellence at the tertiary level.

26. Elementary education was given the highest priority in sub-sectoral allocations within the education

sector, indicating a strong reiteration of the country's resolve to achieve the goal of Education for All (EFA) during the plan period. The goal was sought to be achieved through several measures, which included the following:

> ➢ Amendment of the Constitution to make elementary education a fundamental right;

> ➢ Decentralisation of planning, supervision and management of education through local bodies at district, block and village levels;

> ➢ Social mobilisation of local communities for adult literacy through campaigns and for promotion of primary education;

> ➢ Convergence of different schemes for UEE;

> ➢ Stronger partnership with NGOs and voluntary organizations;

> ➢ Advocacy and media campaign for UEE; and

> ➢ Provision of opportunities for non-formal and alternative education for out-of-school children in the most backward areas and for un-reached segments of the population in response to local needs and demands articulated at the grass-root level.

27. The IX Five Year Plan also emphasized universal participation and retention rather than universal enrolment. The goal of UEE was enlarged to include provision of education of a satisfactory quality to all children.

3.2.1 Targets, Intervention Strategies and Achievements

3.2.1.1 Targets

28. Broadly, the targets in the elementary education sector during the IX Five Year Plan were as follows:

(i) *Universal Access*

   (a) Universal enrolment of all children including girls, disabled children and children belonging to SCs and STs in primary classes and provision of upper primary education for them;

   (b) Provision of NFE for school dropouts, working children and girls who cannot attend formal schools; and

   (c) Provision of early childhood care and education to children of 3-6 years of age.

(ii) *Universal Retention*

Reduction of dropout rates between classes I-V and classes I-VIII from the existing rate of 36.3 per cent and 56.5 per cent to 20 per cent and 40 per cent respectively.

(iii) *Universal Achievement*

   (a) Expansion of Minimum Levels of Learning (MLL) to all primary schools and extension of this concept to the upper primary stage;

   (b) Substantial improvement in school infrastructure, teacher education and availability of quality teaching-learning materials; and

   (c) Promotion and extension of national curriculum framework at the elementary stage which envisages a common core with adequate flexibility to relate education to environment and the needs and interests of learners.

3.2.1.2 *Intervention Strategies*

29.   The interventions in the programmes of elementary education aim at providing schooling facilities within a walking distance of one km. for children of primary school ages and three kms. for children of upper primary school and strengthening of the alternative mode of education, viz. non-formal education for school dropouts, working children and girls. This package has to be combined with the qualitative aspect of minimum levels of learning at primary and upper primary stages so as to achieve universal elementary education.

3.2.1.3 *Achievements*

30.   As per the Mid Term Appraisal of the Ninth Five Year Plan, concerted efforts have been made during the IX Five-Year Plan to expand access, increase retention and to improve learning achievements of children in primary and upper primary schools. In terms of access, 94 per cent of the rural population living in 10.61 lakh habitations have now a primary school/section within a walking distance of one km. and 85 per cent of this population have now an upper primary school/section within a walking distance of 3 kms. (6th All-India Educational Survey, NCERT, 1993). These figures relate to 1993. Since then the position is likely to have improved.

31   In the first three years (during 1997-2000) of the Ninth Five Year Plan, over 43,000 new schools were opened and 1,29,000 new teachers were added in the primary stage, as against more than 21,000 new schools and 1,02,000 new teachers in the upper primary stage. Additional enrolment during the period was 3.21 million in primary and 1.06 million in upper primary. Gross Enrolment Ratio (GER) in primary level increased from 90.6% in 1996-97 to 94.9% in 1999-2000 while in upper primary it declined from 62.4% to 58.79% during the period. Drop-out rate at primary declined from 42.39% in 1998-1999 to 40.25% in 1999-2000 while in elementary stage it reduced from 56.82% in 1998-1999 to 54.53% in 1999-2000. Despite the increase in the number of teachers, PTR in primary increased from 1:45 in 1996-97 to 1:43 in 1999-2000. In upper primary it remained as 1:38. The worsening PTR suggests that while the demand for elementary education has increased, state has not been able to meet it in terms of more schools and teachers.

32.   The data on educational indicators is available only for the first three years of the Ninth Plan. Also it does not include information on Alternative Schools and unrecognized schools. The achievement so far in the Ninth Plan is far short of the target. The Ninth plan had envisaged additional enrolment of 250 lakh in primary and 160 lakh in upper primary besides construction of 75,000 school buildings/ additional classrooms at the elementary stage. The plan also targets appointment 236,000 teachers at primary level and 175,000 teachers at upper primary level.

3.2.1.4 *Present Status and Gaps in Elementary Education*

33.   Most recent surveys (NFHS-II-1999) indicate that nearly 79 per cent of the 6-14 age group are attending school. This means that out of the population of 20 crore in the age group of 6-14 in 2000, number of children attending is 15.8 crore. Those outside the school system are mostly SC/ST girls, working children, children of poor families, disabled children and children in difficult groups. The drop-out rate is still very high—40 per cent in primary and 54% in upper elementary. Then there are problems relating to unsatisfactory levels of learning, poor school infrastructure, teacher vacancy and teacher absenteeism and poor quality of government schools.

34.   As has been demonstrated by the experience of Kerala, Tamil Nadu, Maharashtra, Punjab, Haryana, Gujarat, Karnataka, Himachal Pradesh, Mizoram and Nagaland, basic education is a major instrument for removal of poverty and disease and for promotion of social justice. It is the poorest of the poor, belonging

to Scheduled Caste/Scheduled Tribe communities and other deprived sections in the most resource poor regions of the country, who are likely to benefit the most by universal basic education.

3.2.2   Centrally Sponsored Schemes in the IX Five Year Plan

3.2.2.1   *Mid-Day Meal (MDM)*

35.   The National Programme of Nutritional Support to Primary Education commonly known as Mid-Day Meals Scheme was launched in 1995. It aims to give a boost to Universalization of Primary Education by increasing enrolment, retention and attendance and simultaneously impacting upon nutritional status of students in primary classes. The scheme envisages serving cooked meals with calorie value equivalent to 100 gms. of wheat or rice per student per school day. The number of children covered under the programme has risen from 3.34 crore in about 3.22 lakh schools in 1995-96 to 10.51 crore in about 7.92 lakh schools spread over 576 districts in the country in 2000-2001. It is targeted to cover 10.72 crore children in 578 districts during 2001-02. Over 15 lakh tonnes of food-grains were lifted during 2000-01 compared to 14 lakh tonnes in the previous year.

36.   The initial impact of the scheme on enrolment and participation of children, especially on girls' enrolment has been favourable. Evaluation studies conducted in four states, i.e. Orissa, Tamil Nadu, Himachal Pradesh and Uttar Pradesh by the Planning Commission reveal that average attendance rate has increased and dropout rate has decreased in the post mid-day meal period compared to the pre-mid-day meal period. These studies have suggested that: (*a*) the teachers should be involved in the supervision and monitoring of mid-day meal programme and (*b*) basic infrastructure facilities like spacious kitchens are required in all the schools. Another evaluation conducted by Operation Research Group in 10 states shows that in Assam, Madhya Pradesh, Uttar Pradesh and West Bengal, the programme has given a boost to the enrolment while in other States, it has made positive impact on attendance and retention.

3.2.2.2   *Non-Formal Education (NFE) and EGS & AIE*

37.   The scheme of Non-Formal Education (NFE), introduced in 1977-78 on a pilot basis and expanded in subsequent years, targets out-of-school children in the age group of 6-14 years who have remained outside the formal system due to socio-economic or cultural reasons. The prime focus of this programme is in ten educationally backward states but it also covers urban slums, hilly, tribal and desert areas. There were 7.3 million learners in 2,92,000 NFE centres spread over 25 States and Union Territories during 1999-2000. The programme was implemented through States/UTs and NGOs with a funding pattern of 60:40 for co-education centres and 90:10 for girls' centres. In the case of NGOs 100% assistance is provided for opening NFE centres. Under the programme, NFE centres were to run for two hours daily at a time suitable to the learners. But most of these centres ran at night to cater to working children. The programme was fraught with many lacunae - poor quality, lack of enthusiasm of teachers, poor quality of training, ambiguity in curriculum and textbooks, lack of community participation, weak management system, insufficient outlay, non emphasis on mainstreaming etc. Moreover, most of the NFE centres were in habitations already served by formal schools.

38.   The programme was revised under the name "Education Guarantee Scheme and Alternative and Innovative Education" (EGS&AIE) in 2000 to improve access in education, with flexibility to cater to diverse needs of out-of- school children. The new scheme provides for opening Education Guarantee Scheme schools in unserved habitations where there are no schools within a radius of 1 km. EGS&AIE will support diversified strategies for out-of-school children including bridge courses, back to school camps, seasonal hostels, summer camps, mobile teachers and remedial coaching. The investment cost per child

per year has been increased from Rs. 375 to Rs. 845 at the primary level centre and from Rs. 580 to Rs. 1200 at upper primary level. Other salient features of EGS&AIE are: (*i*) The quality of non-formal education will be upgraded to a level matching the formal education system; (*ii*) The community will be involved in the implementation of the scheme; (*iii*) Instructors will be paid enhanced honorarium; (*iv*) An elaborate school mapping exercise will be undertaken; and (*v*) The scheme will be part of the large, more holistic programme for the universalization of elementary education, namely, the Sarva Shiksha Abhiyan.

3.2.2.3 *Operation Blackboard (OB)*

39.   The scheme of Operation Blackboard was launched in 1987-88 for improving human and physical resources in primary schools of the country. The scheme aims to provide additional teacher in single teacher primary schools, at least two classrooms in all primary schools and teaching learning equipment in all schools. The scheme was extended in 1993-94 to provide a third teacher and a third room to primary schools wherever enrolment exceeds 100 and to cover upper primary schools through provision of additional teachers and teaching learning equipment. The scheme was intended to improve school environment, enhance retention and learning achievement of children by providing minimum essential facilities in all primary schools. It seeks to bring about both quantitative and qualitative improvement in primary education.

40.   Under the scheme 1,49,146 posts of additional teachers for single teacher primary schools, 75,504 posts of additional teachers for upper primary schools and 83,045 posts of third teacher to primary schools with enrolment exceeding 100 children have been sanctioned. Teaching learning equipment has been provided in 5,22,902 primary schools and 1,27,257 upper primary schools so far. So far, 1.82 lakh classrooms have been constructed under the scheme.

3.2.2.4 *Teacher Education*

41.   The scheme of Restructuring and Reorganization of Teacher Education was taken up in 1987 to create a viable institutional infrastructure, academic and technical resource base for orientation training and continuous up-gradation of knowledge, competence and pedagogical skills of school teachers in the country. The scheme envisages setting up District Institutes of Education and Training (DIETs) in each district to provide academic and resource support to elementary education teachers and non-formal and adult education instructors; establishment of Colleges of Teacher Education (CTEs) and Institutes of Advanced Studies in Education (IASEs), to organize pre-service and in-service training for secondary teachers; strengthening State Council of Educational Research and Training (SCERT) in states; orienting teachers in use of Operation Blackboard material; and implementation of Minimum Learning Level (MLL) strategy. Under this scheme 461 DIETs, 85 CTEs, 37 IASEs have been sanctioned so far. More than 14.23 lakh teachers have been given training under the Special Orientation Programme of Primary Teacher (SOPT) in the use of OB material and implementation of MLL strategy.

42.   The scheme has now been revamped with greater thrust on improving quality of teacher training institutions in partnership with States. The revised scheme provides for more assistance to states; MOU with states to improve efficiency of key resource institutes; widening the scope of Special Orientation Programme for school teachers; and enhancing capacities of existing personnel for management of teacher education programmes.

3.2.2.5 *District Primary Education Programme (DPEP)*

43.   The District Primary Education Programme (DPEP), launched in 1994, is a major initiative to revitalize the primary education system and to achieve universalization of primary education. The programme aims at providing access to primary education for all children, reducing primary drop-out rates to less than 10

per cent, increasing learning achievement of primary school students by at least 25 per cent, and reducing the gap among gender and social groups to less than 5 per cent.

44.   DPEP is based on the principle or additionally, and it is structured to fill in the existing gaps by providing inputs over and above the provisions made under Central and State Sector schemes of primary education. The programme components include construction of classrooms and new schools; opening of Non-Formal/Alternative Schooling centres; appointment of new teachers; setting up Early Childhood Education Centres; strengthening key resource institutions; imparting in-service teacher training; developing teaching learning material; special interventions for education of disadvantaged groups, SC/ST and integrated education of disabled; and distance education for teacher training. The additional investment per district is limited to Rs. 40 crore for a project period of 5-7 years. DPEP is an externally aided project. At present external assistance of about Rs. 6716 crore comprising Rs. 4951 crore as credit from IDA and Rs. 1765 crore as grant from EC/DFID/UNICEF/Netherlands has been tied up. The total project outlay is Rs. 7776 crore.

45.   DPEP has opened 10000 new formal schools and over 56000 alternative schools covering 20 lakh children besides conducting 20000 bridge courses. It has set up over 10000 ECE centres and strengthened more than 50000 pre-primary centres of Anganwadis. DPEP has provided training to over 3 million community members and about 1 million teachers. About 26,300 school buildings, 34,200 classrooms and 11,100 resource centres have been completed or are in progress in DPEP districts. In phase-I, enrolment has increased by 2 million between 1995-96 and 1999-00, registering an overall increase of 24% with annual compound growth rate of 5.5%. In phase-II and III districts, overall enrolment including EGS/AS increased from 17 million in 1997-98 to 19.82 million 1999-00. Overall GER in phase-I districts increased from 83.9% in 1995-96 to 95.1% in 1999-00. After including enrolment in AS, the GER increased to 101.7%. GER in phase-II and III is 85% for the past 3 years with some states even showing a decline. Gender gap against the percentage of girls population has declined substantially - reduced to less than 5% in project states except Bihar, Gujarat and Uttar Pradesh. Index of Social Equity (ISE) for SC children is more than 100 in all phase-I districts and in most of the phase II/III districts. However, the ISE for ST children remained less than 75 in 2 out of 22 phase-I districts. As per MAS 2000 covering 59 districts in 9 states, learning achievements crossed 60% in 44 districts in language and 51 districts in mathematics in class-I. Performance at penultimate stage is less encouraging with only 8 districts in language and 4 districts in mathematics crossing 60% marks. Gender disparities in learning achievements have almost closed. The programme now covers about 50 per cent of the children in primary stage in the country spread over 271 districts in 18 states.

3.2.2.6   *Shiksha Karmi and Lok Jumbish (SKP & LJP)*

46.   Two of the other externally aided projects for basic education are the Shiksha Karmi and Lok Jumbish in Rajasthan. These innovative projects aim at universalization of elementary education together with qualitative improvement in remote and socially backward villages with primary focus on removal of gender disparity. The projects address some of the major obstacles in achieving UEE, namely, teacher absenteeism, high rate of dropout, non-participation of working children, uninteresting teaching-learning methods, lack of contextual learning materials, low motivation and low competencies of teachers, centralized and inflexible approach, etc. There is a special emphasis on community participation in these projects.

47.   The Lok Jumbish project which stresses on decentralization of education down to the block level, uses micro planning and school mapping techniques for involving parents, teachers and the community to ensure that all children attends school. Phase-I of the project commenced in July, 1992 and completed in

June, 1994 at the cost of Rs. 14.03 crore while Phase-II ended in December, 1999. Phase-III of the project has been approved for Rs. 400.00 crore from July, 1999 to June, 2004 with the assistance of DFID, GOI and GOR. Lok Jumbish covers Ajmer, Banswara, Barmer, Bikaner, Chittorgarh, Dungarpur, Jaisalmer, Jalore, Jodhpur, Pali, Udaipur, Baran and Rajasamand district in Rajasthan. Lok Jumbish Project (LJP) has been able to set up innovative management structures incorporating the principles of decentralization and delegation of authority as well as building partnerships with local communities and the voluntary sector. LJP has also made a positive contribution to quality improvement through the development of improved MLL based textbooks from Classes I-IV, which are also being used in all schools in Rajasthan. LJP has conducted school mapping in 8921 villages, opened 2560 Sahaj Shiksha Centres covering 47,000 children and started 529 new primary schools and 268 upper primary schools. The programme also strengthened 239 pre-school centres of Anganwadis and formed over 7600 Mahila Groups.

48. Shiksha Karmi Project (SKP) aims at the universalization and qualitative improvement of primary education in remote, arid and socio-economically backward villages of Rajasthan with primary attention given to girls. The first phase of the project was completed in June, 1994 with project expenditure of Rs. 21.12 crore while the second phase (July, 1994-June, 1998) was completed with total expenditure of Rs.72.21 crore. The government has now launched the third phase with outlay of Rs. 240 crore which will continue upto June, 2003. Non Government Organizations (NGOs) and the community play a pivotal role in the implementation of the SKP. The Village Education Committees (VECs) have contributed to the improvement of school environment, augmentation of infrastructure and facilities, larger enrolment of children through school mapping and micro-planning in the Shiksha Karmi Schools. There has been a seven-fold increase in the enrolment of children in the schools taken over by the project. SKP covers 2708 villages in 147 blocks spread over 31 districts. There are 2708 day centres and 4729 Prehar Pathshalas with an enrolment of 2.28 lakh children.

3.2.2.7 *Mahila Samakhya (MS)*

49. Mahila Samakhya (MS) was started in 1989 to translate goals of National Policy on Education into a concrete programme for the education and empowerment of women in rural areas, particularly women in socially and economically marginalized groups. A programme for women's education and empowerment, Mahila Samakhya endeavors to create a learning environment where women can collectively affirm their potential, gain and strength to demand information and knowledge, and move forward to change and take charge of their lives. Mahila Samakhya initiated several interventions in adult education, non-formal education, early childhood care and education support facilities which are managed by women's groups.

50. The programme has enabled Sanghas or women's collectives to address the larger socio-cultural issues that have traditionally inhibited the participation of women and girls in the education system. MS has reached the poor and marginal women who have been able to overcome social barriers and are addressing social issues such as child marriage, child labour, and violence against women. The assumption that empowering women will lead to a growing demand for education is confirmed by the fact that in all districts women have come up with requests for literacy and the education for their daughters and grand daughters. MS has evolved educational institutions which cater exclusively to marginalized girls like the Balika/Mahila Shikshan Kendras, the Jagjagis, Kishori Sanghas and the Bal Mitra Kendras, which address the educational needs of drop out girls, adolescent girls, working girls etc. A pool of aware women has been created through the Mahila Shikshan Kendra. This has had social implications in terms of delaying marriage of girls. Through the MS process, a gender sensitive pedagogy and teaching learning materials have been developed and gender/girl child sensitive environment in learning has been created. The programme is currently implemented in over 9000 villages in 53 districts spread over 10 states.

3.2.2.8 *Janshala (GOI-UN) Programme*

51. Janshala (GOI-UN) programme is a collaborative efforts of the government of India and five UN agencies - UNDP, UNICEF, UNESCO, ILO, and UNFPA - to provide programme support to the on-going efforts towards achieving UEE. Janshala, a community based primary education programme, aims to make primary education more accessible and effective, especially for girls and children in deprived communities, marginalized groups, SC/ST minorities, working children and children with special needs. A unique feature of the Janshala is that it is a block-based programme with emphasis on community participation and decentralized. UNDP, UNICEF and UNFPA have committed to contribution of $20 million for the programme while UNESCO and ILO have offered technical know-how. This is the first-ever programme in the world where five UN agencies have collaborated and pooled resources to support in initiative in education. The programme covers 129 blocks in nine states - Andhra Pradesh, Jharkhand (formally Bihar), Karnataka, Madhya Pradesh, Chattisgarh, Maharashtra, Orissa, Rajasthan and Uttar Pradesh - with total project outlay of Rs. 98.29 crore. Janshala programme is to run for five years, from 1998-2002. At the state level, the programme is implemented through existing structures of educational administration.

52. All States have carried out community mobilization activities and intensive micro-planning exercises with community participation. Village Education Committees, PTAs and other grassroot level structures have been set up in Janshala blocks and they are actively working on school improvement, enrolment and retention of children in primary schools and alternative schools. Janshala has started a large number of alternative schools in small and remote habitations in the programme areas, besides evolving strategies and setting up schools in urban slums of Jaipur, Hyderabad, Ajmer, Bharatpur, Puri and Lucknow with community mobilization. Other major areas of achievement are in teacher training, multi-grade teaching, intervention for education of the disabled, setting up of block and cluster resources centres and strengthening capacities at State, district and block level.

3.2.2.9 *Sarva Shiksha Abhiyan (SSA)*

53. Sarva Shiksha Abhiyan is a significant step towards achieving the long cherished goal of universalization of elementary education (UEE) through a time-bound integrated approach, in partnership with states. The SSA, which promises to change the face of elementary education, aims to provide useful and quality elementary education to all children in the 6-14 age group by 2010. The SSA is an effort to improve the performance of the school system and provide community owned quality elementary education in the mission mode. It also envisages bridging of gender and social disparities of elementary level of education. SSA has special focus on educational needs of girls, Scheduled castes and scheduled tribes and other children in difficult circumstances. SSA is expected to cover all districts by the end of Ninth Plan.

54. The objectives of SSA are: (*i*) all children in schools, Education Guarantee Centres, Alternate Schools, 'Back to School' Camps by 2003; (*ii*) all children complete five years of primary schooling by 2007; (*iii*) all children complete eight years of schooling by 2010; (*iv*) focus on elementary education of satisfactory quality with emphasis on education for life; (*v*) bridge all gender and social disparities at primary stage by 2007 and at elementary education level by 2010; and (*vi*) universal retention by 2010.

55. The planning in SSA will be decentralized, participative and consultative. Habitation plans prepared after micro-planning, household survey, school mapping and diagnostic studies will form the basis for the District Elementary Education Plans (DEEP). Funds released to States would be channelized to registered societies at State level. Sarva Shiksha Abhiyan shall accord the highest priority to community monitoring, transparency in programme planning and implementation of capacity building at all levels as also to the adoption of a mission approach by the mainstream Education Department functionaries, to achieve UEE in a given time frame. A National Mission for Sarva Shiksha Abhiyan with Prime Minister as a Chairman and the Minister for HRD as Vice Chairman has been approved.

56. Sarva Shiksha Abhiyan will totally subsume all existing programmes including externally aided programmes within its overall framework with district as the unit of programme implementation. To make the approach totally holistic and convergent, efforts would be made to dovetail programme implementation at the district level with all other departments. This would include, programmes for children in the 0-6 age group under the department of Women and Child Development, sports-related interventions of the Department of Sports and Youth Affairs, establishment of Public Libraries under the Department of Culture and programmes of the Ministry of Health with regard to nutrition and school health.

3.2.2.10 Expenditure on Centrally Sponsored Scheme in Ninth Plan

TABLE 14 : Expenditure on Centrally Sponsored Scheme in the Ninth Plan

(Rs. in crore)

S. No.	Name of the Scheme	9th Plan allocation	Expenditure				
			1997-98	*1998-99*	*1999-00*	*2000-01*	*2001-02*
1	Operation Blackboard	1955.04	275.62	227.83	311.73	438.12	520.00
2	Teacher Education	954.59	89.50	158.34	149.86	192.37	220.00
3	NFE	1865.42	182.59	160.00	153.72	157.02	400.00
4	NCTE	38.34	4.96	3.09	5.12	4.00	6.00
5	National Bal Bhavan	35.14	2.44	2.97	3.46	2.72	4.00
6	Mid-Day Meal	6689.27	1070.01	1600.15	1500.00	1299.05	930.00
7	Shiksha Karmi	31.91	13.85	5.20	19.28	24.46	30.00
8	Lok Jumbish	72.16	32.66	37.50	20.00	56.10	59.00
9	Free Education for Girls	544.08	0.00	0.00	0.00	0.00	10.00
10	SSA	0.00	0.00	0.00	0.00	76.52	500.00
11	EE a Fundamental Right	375.04	0.00	0.00	0.00	0.00	0.00
12	Res. Primary Schools	130.60	0.00	0.00	0.00	0.00	0.00
13	Mahila Samakhya	35.00	3.73	5.00	6.00	8.73	11.00
14	DPEP	3643.00	559.58	549.75	682.80	858.29	1100.00
15	GOI-UN (Janshala)	0.00	0.00	0.00	0.00	0.00	10.00
	Total	**16369.59**	**2234.94**	**2749.83**	**2851.97**	**3117.38**	**3800.00***

*BE - 2001-2002

3.3 ELEMENTARY EDUCATION IN THE TENTH FIVE YEAR PLAN

57. Approaches to achieve the goal of universal elementary education in the years to come have to measure the magnitude and complexity of the task which has so far remained incomplete. Efforts to pursue this goal are guided by three broad concerns:

➢ The national resolve, as stipulated in the National Policy on Education 1986, to provide free and compulsory education of satisfactory quality to all children up to the age of 14 years;

➢ The political commitment to make the right to elementary education a Fundamental Right and enforcing it through necessary statutory measures; and

➢ Enactment of 73rd and 74th Constitutional Amendments which have set the stage for greater decentralization and a significantly enhanced role for local bodies, community organizations as well as voluntary agencies in the efforts towards UEE.

58. Although the task of achieving UEE is stupendous in a country as diverse and large as India, there are also positive signals and opportunities that have emerged in the recent years. The Supreme Court in Unnikrishnan case (1993) has held that education is a fundamental right of all children upto 14 years. There is now tremendous demand for education from the parents and community all over the country. There is also a sense of urgency and political will in the central and state governments to provide education for all.

59. Further, recognizing the importance of the primary education sector, the Central Government has been working with State Governments on a principle of shared responsibility for achieving the goal of UEE. This becomes even more important in the context of the commitment to make 'right to elementary education' a fundamental one. With the magnitude of the unfinished task, the Government of India will continue supporting the initiatives in primary education while promoting the capacities of the State Governments to meet the challenges effectively. Mobilizing additional resources to reach the critical mark of six per cent of the GDP for education is a goal towards which the country will continue to strive.

3.3.1 Targets for the Tenth Five Year Plan

60. Broadly, the targets for the Tenth Five Year Plan period are as follows:

(*i*) *Universal Access*

   (*a*) All children (age groups 6-11 and 11-14) should have access to primary schools, upper primary schools or their alternatives within the walking distance of one kilometer and three kilometers respectively;

   (*b*) Universal access to early childhood care and education centres for all children of 3-6 years of age;

   (*c*) Need based expansion of upper primary education facilities, particularly for disadvantaged section. There should be one upper primary school for every two primary schools;

   (*d*) All schools should have buildings, toilets, drinking water, electrification, playground, blackboards and other basic facilities; and

   (*e*) Provision of one classroom for every teacher at elementary stage.

(*ii*) *Universal Enrolment*

   (*a*) Enrolment of all children in schools or other alternatives by 2003; and

   (*b*) All children complete five years of primary schooling by 2007.

(*iii*) *Universal Retention*

   (*a*) Universal retention in primary cycle by 2007; and

   (*b*) Dropout rate to be reduced to less than 10 per cent for grades VI-VIII by 2007.

(*iv*) *Universal Achievement*

   Improve all aspects of quality of education (content and process) to ensure reasonable learning outcomes at elementary level, especially in literacy, numeracy and in life skills.

(*v*) *Equity*

   (*a*) Bridge all gender and social gaps in enrollment, retention and learning achievement in primary cycle by 2007. In upper primary it should be reduced to less than 5% by 2007.

   (*b*) Special interventions and strategies to include girls, SC/ST children, working children, children

with special needs, urban deprived children, children from minority groups, children below poverty line, migrating children and children in hardest to reach groups.

3.3.2 Expansion of Elementary Education in the Tenth Five Year Plan

61. Before suggesting the broad strategies to be adopted to achieve Universal Elementary Education (UEE), particularly the UPE by 2007 as envisaged in the newly launched programme of Sarva Shiksha Abhiyan (SSA), it is necessary to estimate the backlog of non-enrolled children in the age group of 6-11 and 11-14 at the primary and upper primary levels respectively at the beginning of the plan period and also the target child population during the plan period. This section deals with the target setting exercise relating to the estimation of enrolment during the plan period.

62. In India, multiple sources of educational statistics exist, which use varying concepts and definitions of educational variables. Some of the important sources of educational statistics are Census of India, M/HRD, NCERT, NSSO, National Family Health Survey, IIPS, Mumbai, etc. Large differences are often seen in data and information reported by these agencies/sources, which affect the reliability of educational statistics. For example, there is 10.3 per cent difference in enrolment data at primary level as reported by 6th All-India Educational Survey, NCERT, 1993 and the Selected Educational Statistics, 1993-94, M/HRD, Government of India. Data and information on many important variables are not even available from any of the available sources. To name a few, age-specific enrolment data are not available and data on infrastructure facilities at the primary level of education are available only up to 1993. The latest year for which enrolment data is available is for 1999-2000, which is also provisional.

63. In this section, for the enrolment projection exercise, the group has taken 1999-2000 as the base year. The relevant age-group population has been used after adjusting for over and underage children to arrive as the enrolment at the elementary level in the target year. Four alternative scenario for arriving the enrolment in the elementary level in the target year have been projected.

64. Scenario I makes use of the enrolment data at the primary and upper primary levels for 1999-2000 as reported in the Selected Educational Statistics, 1999-2000, M/HRD as base year enrolment. To obtain the enrolment data at the primary level in the target year - i.e. 2006-07 - the relevant age group population (i.e. 6-11) in the target year has been inflated by 10 per cent to take into account the share of over and underage children in total enrolment (for details see **Annex 3.1**). In scenario II, the method is the same, except the adjustment made in the base year enrolment i.e. 1999-2000, by taking into consideration the difference in enrolment data as reported in Selected Educational Statistics, MHRD, 1993-94 and 6th All India Educational Survey, 1993, NCERT. The enrolment data reported by the MHRD have been deflated by 10 per cent at primary level and by 14 per cent at upper primary level (for details see Annex 3.2). In scenario III, the adjusted enrolment data for 1999-2000 have been taken as the base year enrolment (as in scenario-II) and the target year child population in the relevant age group has been taken as the enrolment in the target year. Consequently, the enrolment data have been estimated on the basis of the share of the child population (6-11 and 11-14 years) to total population in the target year (as estimated by the Expert Committee on Population Projections). The difference here is that the population in the target year have been estimated on the basis of the average annual growth rate between the year 1991 and 2001, for which population figures are now available. In scenario IV, the enrolment data at primary and upper primary levels for the year 1999-2000 as reported in the Selected Educational Statistics, 1999-2000, MHRD as the base year enrolment. The target year enrolments at primary and upper primary levels remain the same as estimated in scenario III.

65. The methodology of target setting exercise and the projected enrolments at primary and upper primary levels in the three different scenarios during the Tenth Five Year Plan have been elaborated in the Annexes 3.1 to 3.5.

3.3.3 Recommendation

66. Scenario-III is recommended as the best alternative scenario for expansion of elementary education during the Tenth Plan, due to the following reasons:

(*i*) It makes use of 2001 census data (Provisional Results, 31st March, 2001, Registrar General of India) in making population and enrolment projections.

(*ii*) It takes into account the over and underage children (based on the data available for the latest years and the targets to be achieved during the Tenth Plan).

(*iii*) In this scenario, adequate adjustment has been made to account for over reporting of enrolment data at primary and upper primary levels in Selected Educational Statistics, 1999-2000, MHRD, Government of India.

Alternative Scenario - III

67. In scenario III, the adjusted enrolment data for 1999-2000 have been taken as the base year enrolment and the target year child population in the relevant age group have been taken as the enrolment in the target year. Consequently, the enrolment data have been estimated on the basis of the share of the child population (6-11 and 11-14 years) to total population in the target year (as estimated by the Expert Committee on Population Projections). The difference here is that the population in the target year have been estimated on the basis of the average annual growth rate between the year 1991 and 2001, for which population figures are now available.

68. The projected population on the basis of average annual growth rate between 1991 and 2001 upto the target year, i.e. 2006 (which the terminal year of Tenth Five Year Plan) is given in **Table 15**.

TABLE 15 : Projected Population from 2006 to 2010

Year	Male	Female	Total
1991 (Actual)	439231000	407072000	846303000
2001 (Actual)*	531277078	495738169	1027015247
2006	584298977	547070028	1131369005
2007	595522172	557957391	1153479563
2008	606960942	569061426	1176022368
2009	618619427	580386444	1199005871
2010	630501848	591936845	1222438693
Average Annual Growth rate (1991-00)	**1.92**	**1.99**	**1.95**

* Provisional Population Results, Census of India, 2001, Registrar General and
   Census Commissioner, New Delhi, March, 2001.

69. The share of child population (6-11) to total population in 2006-07 was estimated to be 9.71 per cent for boys and 9.83 per cent for girls (9.77 per cent for total) (Expert Group on Population Projections, Registrar General of India, 1996). Similarly the share of 11-14 age-group population was estimated to be 5.90 per cent for boys and 5.97 for girls (5.93 per cent for total) to total population (Expert Group on Population Projections, Registrar General of India, 1996). In this scenario, the 6-11 and 11-14 age-group population have been estimated by taking the same share as projected by the Expert Group on Population Projection to the total population as estimated in Table 17 (by taking 1991 Census Data and 2001 Provisional Population Results of Registrar General of India, 2001) (see Table 16).

TABLE 16 : Projected 6-11 and 11-14 age group population in 2006 and 2010

(In millions)

Year	Male	Female	Total
2006 (Total population)	584.3	547.1	1131.4
6-11 age-group population in 2006	56.71	53.88	110.59
11-14 age-group population in 2010	34.48	32.66	67.14

70. The adjusted enrolment of 1999-2000 (as in Scenario-II) has been taken as the base enrolment. The target enrolment at primary level for 2006-07 has been estimated by taking the 6-11 age-group population as calculated above and then inflating it by 10 per cent to account for under and over age. The percentage of under and over-age was around 24 per cent at primary level in 1993-94. NSS 52nd round also shows the extent of under and over-age at primary level to be around 19 per cent in 1995-96 which shows that the percentage of under and overage children in total enrolment is decreasing. Since the target in the Tenth Five Year Plan is to achieve universal primary education by 2006-07 (as envisaged under the SSA also), this assumption of 10 per cent under and average in the target year 2006-07 is quite reasonable.

71. For upper primary level also, the adjusted enrolment (as in Scenario-II) of 1999-2000 has been taken as the base enrolment. Since under SSA, it is envisaged that the UEE would be achieved by 2010, so the target enrolment at upper primary level has been estimated by estimating the 11-14 age-group population in 2010 (as mentioned earlier) and then inflating it by 10% to account for under and overage.

TABLE 17 : Projected Enrolment at Primary & Upper Primary Levels, 2000-01 to 2006-07
(Alternative Scenario-III)

(In millions)

Year	Enrolment (Grades I-V)			Enrolment (Grades VI-VIII)		
	Boys	Girls	Total	Boys	Girls	Total
1999-2000	57.69	44.56	102.25	22.57	15.29	37.86
2000-01	58.34	46.41	104.75	23.61	16.52	40.13
2001-02	58.99	48.34	107.33	24.71	17.84	42.55
2002-03	59.66	50.35	110.01	25.85	19.28	45.13
2003-04	60.33	52.45	112.78	27.04	20.82	47.86
2004-05	61.00	54.63	115.63	28.29	22.49	50.78
2005-06	61.69	56.9	118.59	29.6	24.3	53.9
2006-07	62.38	59.27	121.65	30.97	26.25	57.22
Required average annual growth rate (1999-2000 to 2006-07)	1.12	4.16	2.51	4.62	8.03	6.08

Note Provisional as reported in Selected Educational Statistics, 1998-99, MHRD, GOI.

72. According to this Scenario-III, the enrolment at primary level need to grow at the average annual growth rate of 1.12 per cent for boys, 4.16 per cent for girls (2.51 per cent at primary level), and at upper primary level at 4.62 per cent for boys and 8.03 per cent for girls (6.08 per cent at upper primary level).

73.   The year-wise estimated additional enrolments during Tenth Five Year Plan (2002-07) at primary and upper primary levels as per Scenario-III is given in Table 18.

TABLE 18 : Year-wise Estimated Additional Enrolments at Primary and Upper Primary Levels during Tenth Five Year Plan (2002-2007) (Scenario-III)

Year	Additional Enrolment					
	Primary (Grades I-V)			Upper Primary (Grades VI-VIII)		
	Boys	Girls	Total	Boys	Girls	Total
2002-03	0.67	2.01	2.68	1.14	1.44	2.58
2003-04	0.67	2.10	2.77	1.19	1.54	2.73
2004-05	0.67	2.18	2.85	1.25	1.67	2.92
2005-06	0.69	2.27	2.96	1.31	1.81	3.12
2006-07	0.69	2.37	3.06	1.37	1.95	3.32
TOTAL (2002-2007)	3.39	10.93	14.32	6.26	8.41	14.67

3.4   STRATEGIES FOR THE TENTH FIVE YEAR PLAN

74.   Considering that three-fourth (33 million out of 44 million) of the out-of-school children in the country are girls and a substantial percentage of them belong to scheduled castes and scheduled tribes, the core strategy for achieving UEE in the Tenth Plan will be on education of girls and scheduled castes and scheduled tribes children. It is felt that if the issues of UEE relating to girls and SC/ST children are addressed, all other issues will be automatically get resolved. Simultaneously there should be renewed efforts to address educational needs of working children, children in minority groups, urban deprived children (UDC), children of migrating families, children in poor families, disabled children and children in hardest to reach groups. Most of the children in these categories are girls and SC/ST. Besides, there should be continued efforts to improve quality of education and to ensure community participation in education.

3.4.1   Education of Girls and Adolescent Girls

75.   Education of Girls is now increasingly considered as a basic human rights issue and a crucial pre-requisite for well being, social justice, equity and economic growth. Education of Girls has been high on the national agenda since the independence. Over the years, several commissions and committees had been set up and countless strategies adopted for participation of girls. Education is free for girls in the elementary stage and there are several incentive schemes for mid-day meal, free uniforms and textbooks, attendance scholarships etc. to meet the private expenditure on girls education.

76.   The pro-girl policies and actions were accelerated by NPE, 1986 and POA, 1992. The National Policy on Education (NPE) 1986, which was committed to the provision of equal education opportunity, brought the fundamental issue of women's equality at centre stage. It said "Education will be used as an agent of basic change in the status of women. In order to neutralize the accumulated distortions of the past, there will be a well-conceived edge in favour of women.... The removal of women's illiteracy and obstacles inhibiting their access to, and retention in elementary education will receive overriding priority, through provision of special support services, setting time targets and effective monitoring". Committed to a "well-conceived edge in favor of women," NPE recognizes that the empowerment of women is possibly the most critical pre-condition for the participation of girls and women in the educational process. The Programme

of Action (POA) 1992 privileges the role of education as an instrument to bring about change in the status of women. It focuses on empowerment of women as the critical pre-condition for their participation in the education process. The POA states that education can be an effective tool for women's empowerment by enhancing self-esteem and self-confidence of women; building a positive image of women by recognizing their contribution to the society, polity and economy; fostering decision making and action through collective processes; enabling women to make informed choices in areas like education, employment and health (especially reproductive health); ensuring equal participation in developmental processes; providing information, knowledge and skill for economic independence and enhancing access to literacy and information relating to their rights and entitlements in society to enhance their participation on an equal footing in all areas

77. Because of all these policy initiatives efforts, access, enrolment and retention of girls have increased substantially over the years. The percentage of girls' enrolment to the total enrolment at the primary level has increased from 28.1% in 1951 to 43.6% in 2000. In upper primary it rose from 16.1% to 40.4% during 1951-2000. GER for girls in primary increased from 24.8% to 85.2% and in upper primary from 4.6% to 49.7% in the same period. The drop-out rate of girls in primary declined from 70.9% in 1961 to 42.3% in 2000 and in elementary stage from 85% to 58% during the same period. Girls' enrolment growth rate is now higher than that of boys. The content and process of education has been redesigned in most states creating girl friendly education and social environment. Regarding learning achievement, there is not much gap between boys and girls. In fact, learning achievement of girls is higher than boys in most states except in some tribal pockets and difficult areas. The learning achievement assessment survey (MAS) in DPEP has confirmed the general notion that girls excel in studies.

78. Certainly, these are positive developments. There are many success stories, but they are not enough. A lot has been done, but a lot more has to be done. Although the gender gap has reduced, it still remains significant at both the primary and upper primary levels. The position is even starker when the condition of girls belonging to the SC/ST is considered. This stresses the need for increasing resources and strengthening existing programmes for young girls and women's education. Equity should be ensured in provision of educational opportunities, so that women, girls and members of disadvantaged communities are ensured educational facilities.

79. There is a view that if issues relating to girls' participation is addressed with single-minded devotion and focus, all other issues in the basic education will automatically get resolved. This is based on the assumption that in India if girls in a family are attending school, then boys will also be certainly sent to schools. The Tenth Plan, therefore, attaches utmost importance to education of girls and adolescent girls.

80. **Approach and Strategies**

➤ A comprehensive well-designed package should be evolved to make girls education totally free to take care of both direct, indirect and opportunity cost of education. All school attending girls should be provided incentives in terms of free textbooks, uniforms, stationery, scholarship, transport allowance etc. upto Rs. 250 per child per year to defray the cost of education. Already SSA provides Rs. 150 per girl child per year towards free textbooks. Already there are a large number of incentives provided by the centre and state governments to ensure girls participation and, therefore, additional financial requirement for evolving this package will not be large.

➤ Further efforts should be made for improving the quality of government and government aided schools, since most of the girls depend on schools in the government sector for education.

➤ Curricular reforms should be made to make education more meaningful and relevant besides continuing the thrust on gender sensitive and gender inclusive curriculum and its transaction.

Child friendly classrooms, textbooks and other teaching learning material, textbooks should be ensured.

➢ Encourage contextual, need based and flexible learning systems for adolescent girls who have been denied access to formal education.

➢ Gender sensitization and training to planners, teachers and educational managers to ensure that girls' education remains an area of focus.

➢ There should be further gender inputs into pre-service and in-service training of teachers and to teacher educators, textbook writers and textbook production boards etc. SCERTs and DIETs should be encouraged to set up women's cells. Resource centres should be set up for education of girls.

➢ If norms permit, primary schools should be upgraded to upper primary schools to ensure transition of girls from primary to upper primary school. There is enough evidence to show that girls continue on to higher classes wherever there are middle/secondary schools in the village. In many cases, girls do not cross village boundaries and, therefore, the 3 km. norm for setting up upper primary school may become a stumbling block for the transition of girls from primary to upper primary.

➢ The efforts to increase the share of female teachers, especially in upper primary school, should continue. Teacher training facilities for women should be augmented so that adequate number of qualified women teachers are available in different subjects including mathematics and science.

➢ There should be specific measures to bring the girls to school. This should include issues of access as well as socio-cultural and economic factors that prevent girls from attending school. For improving access and enrolment of girls, regular enrolment drives should be undertaken with the participation of the community. Other interventions should include: (*i*) conducting special camps and bridge courses for mainstreaming girls and adolescent girls (*ii*) setting up alternative schools exclusively for girls on the lines of angna vidyalays, bal vidyalayas, bal shalas, Sahaj Shiksha Kendras, AS cum ECE centres (*iii*) providing formal schooling facilities in centres of religious instruction viz., Maktabs and Madarsas (*iv*) working in close collaboration with the community in identified pockets. Grassroot level organisations like women's' groups, VECs, MTAs should be involved for ensuring access and enrolment for girls. Besides greater participation of women in grassroot level structures like VECs and PTAs should be encouraged. (*v*) opening boarding schools and ashram schools for girls in extreme circumstances (*vi*) opening Balika Vidya Peeths in every block with provision for general and vocational education with residential facilities, (*vii*) Provision of girls' toilets in all upper primary schools and (*viii*) Open ECCE centres and crèches to relieve girls from sibling care responsibility, (*viii*) Open school distance education systems and other innovative programmes to reach out to girls should be tried out.

➢ For improving retention, there should be follow-up of dropped out girls to bring them back to school either through camps or bridge courses. Other strategies include (*i*) monitoring the attendance and mobilising parents for regular attendance of children especially girls, (*ii*) organising retention drives by parents, community and the school system to ensure retention of girls and (*iii*) rewarding children who are regular in school.

➢ For ensuring learning achievement, the following strategies are suggested (*i*) special coaching classes and remedial classes for SC girls and girls in difficult groups, (*ii*) creation of congenial learning environment for girls in the classroom where they are given the opportunity to learn and (*iii*) special programmes for strengthening science and mathematics teaching in all girls' schools to meet shortage of science and mathematics teacher in girls schools.

> Gender concerns and priorities should form part of all the interventions and strategies. Gender concern should not be lost sight of in pursuit of larger UEE targets.

> Capacities of all functionaries in education should be built on use of gender data for planning for girls' education with community involvement.

> Community mobilization to elicit support for girls' education.

> Steps for positive discrimination favouring girls in schools should be further strengthened e.g. making girls as class monitors, assigning girls coveted tasks, etc.

> The rural girls are doubly disadvantaged by non-availability of educational facilities and by the work they have to do related with fuel, fodder, water, sibling care and paid and unpaid work. Coordinated efforts, albeit with other Departments/ Ministries, need to be made to provide the necessary support services to enhance their participation and performance. Provision of support services and child care facilities should be seen as a necessary and an integral adjunct of UEE.

> The electronic, print and traditional media should be used to create a climate for equal opportunities for women and girls. It will play a complementary and supportive role in awareness generation, dissemination of information and communication. Given the fact that almost all rural areas are covered by radio, special efforts should be made to utilize this medium to reach out to women.

> While gender mainstreaming approaches should continue, attention should be given to specific schemes which focus exclusively on women and girls. This will ensure special attention and earmarking of funds for girls, especially those in educationally backward areas and more disadvantaged groups like SC/ST. Such programmes shall also provide support to UEE programmes for planning and implementation. Attention should also be focused on building of resources which will facilitate the training and implementation of such programmes. It is important to ensure that the experience of girls' education reflects in the policy and strategy for larger programmes as well. Suitable convergence measures should be ensured to enable such influence.

3.4.2 Scheduled Castes and Scheduled Tribes

81. Special attention to educational needs of SCs and STs is a national commitment, pursued in all the Five Year Plans. In many States, the progress with respect to enrolment and participation of children belonging to these sections has been quite satisfactory. However, statistics reveal that the objectives of equity are still elusive in many parts of the country. Realising that SCs and STs population are not homogeneous in all respects, endeavour of the Tenth Five Year Plan should be to refine the identification of target groups even among the SCs and STs and identify particular sub-groups which are seriously handicapped and require greater attention. This identification may be done through micro-planning activities.

82. During the past few years, tribal education has witnessed a rapid transformation particularly in the area of access, pedagogic reform and community participation. Much emphasis has been given to the improvement of access in tribal areas through the schemes of NFE, alternative schools, community schools and Education Guarantee Scheme both under DPEP and outside it. However, there are still habitations in the tribal dominated districts, which remain unserved by primary education facilities. The Tenth plan will need to address this issue on priority in tribal areas. Also the following interventions will need to be made in the Tenth Plan :

> All school attending SC/ST children should be provided incentives in terms of free textbooks, uniform, stationery, scholarship, transport allowance etc. upto Rs. 250 per child per year to defray the indirect as well as opportunity cost of education. SSA provides Rs. 150 per child for free

textbooks to SC/ST children. Already most of the State Governments have scheme to provide free textbooks and uniform to girls and SC/ST children.

➢ Improving access by setting up appropriate schooling facilities in unserved habitations, especially for STs living in difficult terrain and forests;

➢ Apart from further improving access and addressing the 'quantity' aspects as done in the past, the emphasis of the Tenth Plan should be on improving quality of education for SC/ST and ensuring equity.

➢ Engagement of community organizers from SC/ST communities to work towards raising the level of awareness for education among the community;

➢ Ensure ownership and management of schools by SC/ST communities by greater representation of SCs/STs in VECs/PTAs;

➢ Training programme will need to be organized for VECs/PTAs and other Community Based Organizations among SC/ST population;

➢ Using teachers available locally in the community and upgrading their capacity;

➢ Monitoring attendance, retention and achievement of children from weaker sections regularly;

➢ Providing context specific intervention in the form of hostels, incentives or a special facility as may be required for SC/ST living in different context;

➢ The school schedule in tribal areas may be prepared as per the local requirement and usages;

➢ Suitably adapt the curriculum and make available locally relevant Teaching-Learning materials to tribal students. If need be, local language and dialects among the tribals may be used for teaching especially in lower class; successful micro level models in this area should be up-scaled.

➢ Environment building is of immense importance in the context of educational development among SCs & STs; and

➢ Considering the geographical and communication problems in tribal areas, it is crucial to restructure and decentralize the monitoring system. VECs will require to be given training in academic supervision and monitoring.

➢ Convergence between the tribal welfare department, tribal development authorities and education department has to be further strengthened.

➢ Ashram schools or residential schools should be set up if SC/ST habitations are small and scattered.

3.4.3 Working Children

83.   Educating children who are compelled to join the work force prematurely instead of attending primary schools is a major problem, which has defied effective solution for a long time. Enrolling such young children who are already in the labour market and ensuring that they complete primary schooling assumes even greater significance in the current economic scenario of a liberalised economy. India has the largest number of working children in the world. The estimates vary from 1.7 crore to 10 crore. According to 1991 census, there were 11.28 million child workers, of which 91% were in rural areas. Out of the total, 9.08 million children were classified as main workers and 2.2 million as marginal workers. Besides, 7 million are involved in household work, 88% of them girls. Thus if a comprehensive definition of work is taken, the total incidence of child workers is quite substantial and merits serious attention. Even though the estimates vary, the magnitude of child workers is quite large.

84.   The Ministry of Labour, which is the nodal Ministry to formulate and implement schemes relating to

eradication of child labour, has initiated National Child Labour Project to impart education to working children. The programme should continue in the Tenth Five Year Plan. The department of Elementary Education & Literacy should co-ordinate and co-operate with the Ministry of Labour by providing academic support in the form of designing appropriate curriculum; development of MLL based teaching learning material, training of instructors, imparting vocational skills, designing modes for learners evaluation, etc. Further efforts should also be made to encourage NGOs who have already established a foothold in the community to take up specific innovative programmes to promote education for working children. It would be necessary to make education of school going children obligatory on the part of those who engage them for work.

85. The strategies for working children may focus on the following:

- ➢ The first step for providing education to working children begins with elimination of child labour itself, wherever possible. This requires multi-pronged efforts with strong component of mobilization of various stakeholders. Problem of working children and their education cannot be treated only as a responsibility of the Labour or Education Department. It is a multi-sectoral problem.

- ➢ Successful strategies and innovations tried out in the country should be upscaled e.g. Back to school camp (UP), summer schools (AP), shikshaghar (Firozabad), back to school centre (Banaskanth(a), strategies for urban areas (Rajasthan) etc.

- ➢ Intermediary arrangement such as short-term camps, bridge courses to prepare them for joining schools in the grade suitable for their age should be made. Camps should be seen as an occasion as well as process for transition for a child from a child labour to a student. This shift of position has to be carefully facilitated.

- ➢ Mobilizing community at large. All the stakeholders, i.e., parents, children, employees, PRIs, media etc. need to be mobilized for the cause.

- ➢ Winning over children by making the camp/school atmosphere attractive and joyful.

- ➢ Continuous academic and emotional support after they join school, through community teachers or orientation of primary school teachers inside the schools and through arrangement of coaching classes outside the school.

- ➢ Coordination and convergence of different departments/agencies working in the area of child labour, especially with the Department of Labour.

- ➢ Providing support to ongoing programmes like NCLP and others, after making assessment of the support they require. Teacher Training and TLMs are two such areas where NCLP schools need to be supported.

3.4.4 Children from Minority Groups

86. Recent studies have shown that the education of minority groups has not received as much attention as it should. This has led to inadequate participation of children of minorities in elementary education. It is recommended that special attention be given to minority children in the Tenth Five Year Plan. In the case of Muslims, the effort to promote education among girls and adult literacy among adult women would be of particular importance. The curriculum and other programmes of madrassas and maktabs and similar institutions, catering to educational needs of minorities would be given support for modernization and teaching of science and mathematics. Specific arrangements for orientation training of teachers in those institutions to transact mainstream curriculum would be made. These models have been successfully tried out in Assam, Uttar Pradesh and Rajasthan.

3.4.5   Education of the Urban Deprived Children (UDC)

87.   The urban population in the country has grown from 159 million in 1981 to 218 million (one fourth of the total population) in 1991, registering average growth rate of 3% per year. It is estimated that by 2001 the urban population will be around 325 million (more than 30% of the total population). Apart from the proportionate increase in the urban population, rural to urban migration and industrialisation have contributed to the spurt of population in urban areas. Increasing urbanisation and lack of sufficient investment in the city infrastructure by urban local bodies has meant inequitable distribution of resources, opportunities and incomes. Low income and high cost of living in urban areas has meant more people living in difficult and vulnerable circumstances.

88.   It is estimated that, around 65 million of the urban population will be in the age group of 6-14 years by 2001, out of which around 15 million are likely to belong to the designated poor families. Although indices of quality of life is better in the urban areas, poverty in the urban areas is far worse than that in the rural areas. So also are the educational facilities for the urban poor children. The needs of Urban Deprived Children (UDC) are unique because of complex inter-relationships between developmental, social, legal, economic and political issues linked to governments, institutions, communities and individuals in cities. Urban poor population mostly live in densely populated authorised or unauthorised slums spread all over the city, including railway platforms, pavements, under flyovers etc. They are also found in the vicinity of commercial hubs like markets, construction sites, and bus terminus. A large number of children are often found working as domestic help.

89.   Urban Deprived Children (UDC) include children:- (*i*) living in slums and unauthorised colonies; and (*ii*) working children and children engaged in domestic labour, home based work or family work; (*iii*) of migrant families who often work on construction sites; (*iv*) street children; (*v*) of sex workers and children engaged in sex work; and (*vi*) working as labour in shops, in dhabas, at the platform or wayside restaurant, shoeshine boys etc. Other categories of children at risk include juvenile delinquents and children of prisoners, drug addicted children, victims of disasters, orphans, children at risk of HIV/AIDS, disabled children, and refugee children. They receive little or no protection from the state and are abused and discriminated against. Girls are more at risk than boys and head the list of children at special risk in all the above categories. Girls are made responsible for the care of their siblings at a very early age, pre-maturely married off and burdened with motherhood. Another area of concern is the category "nowhere children" - who are not participating in school and are also missing as child labourers. The increase of nowhere children has been more in case of urban areas. Most of the urban deprived children, numbering 15 million, are either out-of-schools or receiving poor quality of education through government or local bodies schools.

90.   The schemes and programmes for the universalisation of primary education formulated so far have primarily focussed on the rural population of the country. This has been so because a majority of the population continues to be in rural areas and secondly, the urban areas were perceived to be better serviced due to active participation of private sector in education.

91.   In the urban areas, there is a co-existence of two systems of education, first the government run system that includes schools managed by the municipal corporation or the local administration and the private schools. It is the government schools that mainly cater to the urban disadvantaged sections of the society. The private schools, which are about 25% of the total number of schools in the urban areas, cater to children whose parents can afford to pay fees. As per the Sixth All India Educational Survey, there are 97,000 primary schools in urban areas, out of which 28,000 are run by the government, 31,000 by local bodies and 38,000 by private and private un-aided sector. Since 1993, the number of private un-aided schools and their share in enrolment has certainly increased. The divide between the government schools and private schools is not limited to the clientele that uses the services. The government schools have poor infrastructure, basic amenities are either not there or are in poor state of maintenance, teaching learning

material is generally absent and teaching methods are poor. Studies have shown that around 25% of the children from the poorer section are not enrolled. These unenrolled children include those in slums and in difficult groups. Even children from slum areas who enroll in schools drop out in large number before completing five years of education.

92.   There have been a number of community development programmes implemented in some of the urban centres of the country by district and State level Urban Development authorities with focus on adopting a participatory approach in need assessment and problem solving. However, the coverage of these programmes was limited. Another initiative to provide education was through the Non-Formal Education (NFE) scheme. Although, NFE provided access to large number of UDC, the scheme was fraught with limitations - lack of flexibility, insufficient funds, inappropriate curriculum, poor quality of instructors, etc. Along with efforts made through government projects and programmes, NGO's have played an important role in reaching out to different groups of out-of-school children. Through the efforts of the NGO's there is a vast experience of developing and implementing strategies for some of the most difficult groups of out-of-school children.

Interventions and Strategies

93.   The IXth Plan did not adequately focus on children living in deprived sections of urban areas. Considering the gravity of issues in the education of the UDC, the following interventions and strategies are proposed in the Tenth Five Year Plan:

> There is a need for convergence between government departments of education, social welfare, health, police, railways, labour, urban development, and the municipal corporation. It should also include rationalisation of management structures/agencies involved in the education of urban poor children.

> There is a serious need to develop a reliable EMIS/Database on a "whole city" basis. A Study Cell may be set up to maintain database regarding enrolment retention, achievement etc. at all levels of education, and covering both private and public sectors in the whole city.

> There is need for formation of educational plans for all children of urban areas. The strategy of zone-wise/ward-wise micro-planning with involvement of community can be adopted for formulation of these plans. The plan should take into account not only the slum dwelling children but also those who are found in more difficult circumstances.

> Grassroot levels and community based organisation like Mahila Mandal, Youth Clubs, PRIs etc. should be involved in the plan formulation and implementation.

> Capacities of institutions and personnel in education of the urban local bodies need to be built in preparation of a holistic UEE plan for cities. They should also be able to contribute to the ongoing process of quality improvement. While there have been some inputs to develop capacities of Panchayats to plan for education after 73rd amendment to the Constitution, there has been no such effort with the elected urban bodies.

> There is an urgent need for opening of new schools and Education Guarantee schools based on the need of the area in cities. Studies have shown that the significant increase in the urban area population, especially of families who are living at a subsistence level or below, is not matched by opening of new schools by the government.

> Relocation of government and local body schools near to colonies and settlements rather than maintaining them in areas where government schools are not required. This should be based on a fair assessment of the need of the service, since some of the affluent sections in the posh colonies

may not require government schools, but the poor in the same colony may need them.

➤ Quality and the infrastructure of government schools of urban areas have to be improved. Most of the government schools in urban areas are characterized with lack of space, poor ventilation, improper lighting, lack of basic amenities like toilets, water and electricity, and proper TLMs.

➤ Strategies like bridge courses, transition classes, camp schools etc. should be adopted for making provision for education of children living in more difficult circumstances. These children have been found to face severe adjustment problem when they are admitted to regular formal schools. Therefore, there is a need for organising relevant bridge courses and preparatory classes for such children before they are mainstreamed in to regular formal schools. These courses can be organised with the help of private sector educational institutions and NGOs working in the area. A number of NGOs working in different cities of the country have evolved successful models of such courses for these children. Other interventions like health check-ups and counseling, day care centres and short-stay homes for children without shelter can be taken up with the help of these NGOs.

➤ The best alternative for the deprived children in urban areas should be the formal schooling. Therefore alternative modes in providing education should be on short-term nature.

➤ The formal school system will need to undergo a process of preparation to accept children who are first generation learners and, therefore, lack the parental support in academics. In certain cases, remedial classes will be required for such children. This has also been well implemented in the innovative approaches of different NGOs.

➤ Greater involvement of the private sector in the education of UDC needs to be ensured. There has been a considerable increase in the number of private schools in urban areas. While planning for children of the city, the resources that these schools can offer may be taken into account. All support should be provided to the 'evening schools' system initiated by some of the private schools in big cities for the UDC.

➤ Improvement in coverage by early childhood care and pre-schooling facilities, especially in slums where both the parents are working. This will ensure retention of children in schools.

3.4.6 Children Below Poverty Line

94. There are a large number of children in India who are not attending school because of poverty. Although education is free, the private cost of education in terms of uniform, textbooks, stationery, transport is often beyond the means of poor parents. NFHS-II reveals that the cost of schooling is cited as the main reason for children never attending school or not currently attending school. This reason is mentioned in one-quarter of cases both for boys and girls. This reasons is almost twice as likely to be mentioned for children never attending school as for children not currently attending school.

TABLE 19 : Average Annual Household Expenditure Per Student in Elementary Schools

	PRIMARY			
	Rural		Urban	
	Male	Female	Male	Female
Government	219	219	509	470
Local body	223	223	714	621
Private Aided	693	529	1652	1525
Private Unaided	902	925	1975	1866
TOTAL	**305**	**286**	**1197**	**1092**

	UPPER PRIMARY			
	Rural		*Urban*	
	Male	*Female*	*Male*	*Female*
Government	548	555	923	864
Local body	533	553	1148	995
Private Aided	893	868	1884	1734
Private Unaided	1240	1267	2933	2908
TOTAL	**640**	**641**	**1590**	**1456**

Source : NSS 52nd Round, July 1995- June 1996, Government of India, October, 1998.

95.   The average annual expenditure per girl in primary government school in rural areas is Rs. 219 and in urban areas Rs. 470 (NSSO 52nd Round - 1995-96). In upper primary, it is Rs. 555 and Rs. 864 respectively. The per girl expenditure in private unaided school is Rs. 925 (primary) and Rs. 1267 (upper primary) in rural areas compared to Rs. 1866 (primary) and Rs. 2908 (upper primary) in urban areas. According to the PROBE Report (1999) the average cost of sending a child to school works out at Rs. 318/- per year. The cost of schooling will be still higher if opportunity cost and indirect costs are added up with the direct cost. The system of government provided incentives is supposed to help parents with the financial pressure of education. However, only a few children actually receive these incentives in terms of scholarship, free uniform, textbooks, mid-day meal etc. The coverage of the incentives does not exceed 13-15% of students in any state (6th educational survey-1993). The coverage of incentives might have expanded since 1993.

96.   Children who are at risk for non-enrolment, non-achievement or dropping out are those in the low income category. As the NCAER survey (1994) points out, even enrolment rates show a distinct relationship with household income. About 82% of the households in the country fall in the two lowest income categories of below Rs. 20,000 and Rs. 20,000 - Rs. 40,000 and approximately the same proportion of children come from these income classes. The report says that resource constraint is the most important reason for dropping out. As unequal distribution of education is both a source and consequence of poverty and social exclusion, incentive scheme for all children below poverty line is recommended to meet the cost of education. This includes incentives in terms of free textbook, uniform, stationery, scholarship, transport allowance etc. upto Rs. 250 per child per year. There is also an urgent need to revamp the incentive delivery system so that the benefits of the incentives reach the poor.

3.4.7   Other Hard to Reach Groups

97.   Children who are designated as "hard to reach" are those who are likely to be left out despite all interventions. They are children living in very small and remote habitations where no form of schooling is available, children of migrant families, children engaged in household chores, children of sex workers, children in juvenile homes, children living in coastal areas and belonging to fishermen communities etc.

98.   Landless labourers or families from agriculturally backward areas in India are forced to move out of their villages when no work is available. The families go looking for work as wage labour on brick kiln sites, sugarcane or cotton fields, salt farms, construction sites, road repair and other labour intensive seasonal work. The migration is seasonal in nature i.e. the families leave their village for a specified period and return once the work is over. When the families migrate, their children accompany them. The wages for the work are so low that the entire family has to work to support themselves and also save money for the lean period. Children from such families either do not enroll or drop out of schools. Successful models for education of children in migrating families like the Vocational Course, Farm School, Ashramshala and

seasonal community hall (all Gujarat) and sugar school, Brick Kiln school (Maharashtra) have to be upscaled.

99.   Large number of children, especially girls, do not participate in school because they have to attend the chores like cooking, bringing water, collecting firewood, washing and cleaning, taking care of their younger siblings, grazing the cattle, taking food for their parents to their work sites. Strategies designed to address this group of children includes Alternative Schooling Centres (Tamil Nadu) Aamaar Kendra (Assam), Shikshaghar (Uttar Pradesh), Alternative Schools (Madhya Pradesh), Apana Vidyalaya (Bihar), Non Formal Education Centre (Karnatak(*a*), Non Formal Education Centres (Haryan(*a*), Prerna Centres (Maharashtr(*a*), Back to School Centre (Gujarat), Alternative Schools (Assam) and Balshala (Uttar Pradesh). These approaches need to be further strengthened.

100. The Education Guarantee Scheme and Alternative and Innovative Education scheme should be given importance in the Tenth Five Year Plan to address to the educational needs of these children. The scheme should have provision for diversified strategies and flexible financial parameters. A range of options, such as EGS, Back to School Camps, Balika Shivirs etc. is available. Other strategies are:

> Evolve a mechanism to set up seasonal schools at the site of work of migrants, such as, sugar schools, brick kiln schools etc.

> Provide identity card to children of migrant families to facilitate their entry into schools at different work sites.

> Organize bridge courses, seasonal hostels and mobile schools based on the local needs.

> Open permanent Community Based Schools, Residential Camps and Multi-grade centres for very small-unserved habitations.

> Mainstreaming of older children, especially adolescent girls through bridge courses and transition classes of different duration.

> Intense community mobilization to ensure community based monitoring of all these interventions for quality and sustainability.

3.4.8   Education of Children with Special Needs

101. It is estimated there are about 6-10 million children with special needs in India in the 6-14 age group, out of the total child population of 200 million in 2001. Out of these, only about 1 million children with disabilities are attending school. The goal of UEE cannot be achieved unless and until all children with special needs are included in the formal or informal education system. The Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act 1995 stipulates that free education should be provided to all the disabled children upto the age of 18. All children with special needs should have access to schools, which should accommodate them within a child-centred pedagogy capable of meeting their needs.

102. To achieve this objective, the following approaches and interventions are suggested in the Tenth Five Year Plan:

> Every child with special needs, irrespective of the kind, category and degree of disability should be provided education in an appropriate environment. A zero rejection policy should be adopted so that no child is left out of the education system.

> A comprehensive component to provide education to children with special needs should be evolved and implemented covering the provisions of the PWD Act.

> The strategy for including disabled children should be based on wide range of options including regular schools, special schools, open learning system, open schools, non-formal and alternative

schools, home based education, itinerant teacher model, remedial teaching, part-time classes and community rehabilitation.

➤ All disabled children should be identified through surveys and microplanning and functional and formal assessment should be conducted.

➤ As far as possible every child with special needs should be in regular schools with needed support services.

➤ All children requiring assistive devices should be provided with aids and appliances, obtained as far as possible through convergence with the Ministry of Social Justice and Empowerment, State Welfare Departments, National Institutions or NGOs.

➤ Support services like physical access, resource rooms at cluster level, special equipment, reading material, special educational techniques, remedial teaching, curricular adaptation or adapted teaching strategies could be provided.

➤ Intensive teacher training should be undertaken to sensitize regular teachers on effective classroom management of children with special needs. This training should be recurrent at block/cluster levels. All training modules at SCERT, DIET and BRC level should include a suitable component on education of children with special needs.

➤ Wherever necessary, specially trained resource teachers should be appointed, particularly for teaching special skills to children with special needs. Wherever this option is not feasible, long-term training of regular teachers should be undertaken.

➤ An IEP should be prepared by the teacher for every child with special needs in consultation with parents and experts, monitored from time to time. The programme should test the effectiveness of various strategies and models by measuring the learning achievement of children with special needs periodically, after developing indicators.

➤ Parents of children with disabilities should receive counseling and training on how to bring them up and teach them basic survival skills. Strong advocacy and awareness programmes should form a part of strategy to educate every child with special needs. A component on disability should be included in all the modules for parents, VEC and community.

➤ Resource groups should be constituted at state and district levels to undertake effective planning and management of the programmes in collaboration with PRIs and NGOs. An apex level resource group at the national level to provide guidance, technical and academic support to children with special needs, may be constituted.

➤ Wherever necessary, special schools may be strengthened to obtain their resource support, in convergence with departments and agencies working in that area.

➤ Architectural barriers in schools will be removed for easy access. Efforts will be made to provide disable-friendly facilities in school and educational institutions. Development of innovative designs for schools to provide an enabling environment for children with special needs should also be a part of the programme.

➤ Research in all areas of education of children with special needs including research for designing and developing new assistive devices, teaching aids, special teaching material and other items necessary to give a child with disability equal opportunities in education.

➤ Ongoing monitoring and evaluation should be carried out to refine the programme from time to time. For this, appropriate monitoring mechanisms should be devised at every level and field tested at regular intervals.

> Special emphasis must be given to education of girls with disabilities.

> All activities, interventions and approaches in the area of education for children with special needs will be implemented in convergence with existing scheme like Assistance to Disabled Persons for purchase/fitting of Aids/Appliances (ADIP), Integrated Education of the Disabled Children (IEDC) and in coordination with the Ministry of Social Justice And Empowerment, State Department of Welfare, National Institutions and NGOs.

3.4.9 Need Based Expansion of Upper Primary Education Facilities

103. With the expansion of facilities for primary schooling and due to increased effort to bring and retain more children during the primary education cycle, the actual number of children passing out of the primary level has steadily increased. Strengthening of facilities for upper primary schooling to meet the demand generated by increased inflow of students to this level will have to receive greater attention during the next few years. This demand is likely to grow with reduction of dropout rates. The achievement the IX plan goal of one upper primary school for every two primary schools has yet to be achieved. The ratio of primary to upper primary schools still stands at 3.2. This has resulted in not all children, passing out primary schools, entering into upper primary grades. Girls constitute the majority among the children who discontinue education after completing primary education cycle. One of the reasons for this is distance of upper primary schools. Sarva Shiksha Abhiyan (SSA) has kept the targets of achieving universal upper primary education by 2010, which will certainly require expansion of the facilities for upper primary education in all the states, apart from other strategies.

104. The establishment of an upper primary school requires larger resources than what is needed for establishing a new primary school partly because of subject based teaching. The provision of upper primary school education can be on the basis of upgrading of primary schools and composite high/higher secondary schools with upper primary sections. In both cases, the availability of a sufficient number of primary school graduates, in habitation and/or within a reasonable walking distance should be the principal criterion for establishing upper primary sections. Where the distance criteria are difficult to fulfil, the strategy to expand upper primary education could be the establishment of residential facilities on the pattern of Ashram schools and/or wherever feasible central location of schools with transportation of children. Therefore, the strategy during the next plan will be to go for expansion in a selective and need based manner on the basis of an assessment of the demand for upper primary schooling, particularly among the disadvantaged sections such as girls, SCs and STs. Also the potential upper primary schools should be upgraded to at least high schools in the Tenth Five Year Plan. This is likely to result in more retention of children at the upper primary level.

3.4.10 Early Childhood Care and Education (ECCE)

105. Initial years of a child, it is said, will determine whether he/she would enter school and learn. Early Childhood Development (ECD), therefore, is globally acknowledged as a significant input for lifelong development and successful completion of primary education. Studies across the world have proved ECD to be cost-effective investment since it increases the returns to primary and secondary school investment by contributing to the quality of children who come into the primary school and also in retaining them and influencing their later learning. Research and field experiences in India have shown that ECCE has critical linkages with enrolment, retention and learning outcome of children as it provides psycho-social stimulation, physical readiness for schooling, nutrition and health care, the factors which impact on active learning and retention of children in school. ECCE also helps in group socialization, stimulation of creative learning and enhancing scope for overall personality development. The first six years of a child's life is considered very

significant for habit formation, inculcating values and cognitive and brain development and, therefore, the child should get required stimulus from the environment. Once this crucial period is passed, it cannot be compensated by fortified inputs to the child later.

106. What is more important in the context of universal enrolment is school readiness - behaviour patterns, expectations, attitudes and habits - that it promotes. In the poorer sections of the society, ECCE is essential for countering the physical, intellectual, and emotional deprivations of an inadequately stimulating family environment. It also helps to improve enrolment and retention of girls in primary schools by taking over the sibling care responsibility. For children who come directly to the primary school from the homes that do not exhibit desired levels of school readiness, the approach should be to ensure good early child care, making schools ready to receive children with school readiness component in Grade-I. ECCE should be a holistic approach to foster nutrition, health, socio-psycho, mental, moral, emotional development of the child.

107. The Tenth Plan acknowledges ECD as the first step in the education ladder. Therefore, provisioning of Early Childhood Care and Education to all children in the age group of 3-6 years is just a corollary to the Tenth Plan target of ensuring universal access to primary school or their alternative to all children in the 6-11 age group, within a walking distance of one kilometer. Moreover, India is committed to expand and improve comprehensive Early Childhood Care and Education as per the first EFA goal of the Dakar Conference. The National Policy on Education (NPE) 1986 views ECCE as a crucial input in the strategy of human resource development, as a feeder and support programme for primary education and also as a support service for working women.

108. The Programme of Action (POA) 1992 targeted to set up 10 lakh ECCE centres in 1995 and 20 lakh in 2000. But the present coverage is only 5.5 lakh centres, covering about 18.8% of the total child population of about 886 lakh in the age group of 3-6 years in 2001. The major provider of ECCE is the Integrated Child Development Services (ICDS) scheme which covers 158 lakh children (which is 17.8% of the child population of 3-6 years) through about 5.20 lakh Anganwadis in 35 states and UTs. Early Childhood Education or Pre-School Education, as it is termed, is only one of the 6 components of the ICDS scheme. With inadequate attention, it is one of the weakest components in ICDS. ECCE is also provided by crèches and day care centres run by voluntary agencies with the assistance of the Central Social Welfare Board (CSWB), covering 3.11 lakh children through over 12,470 centres. Besides, there are 660 centres under the ECE scheme in non-ICDS areas, over 6000 Balwadis managed by State Governments and local bodies and 2455 crèches under the National Crèches Fund (NCF). DPEP supplemented the efforts by opening by 10000 ECCE centres and strengthening about 50000 Anganwadis.

109. Realizing the importance of Pre-school learning and ECCE, SSA aims to support (*i*) strengthening pre-school component in ICDS by need-based training of Anganwadi Sevika, provision of additional person, learning materials etc, (*ii*) setting up balwadis as pre-school centres in uncovered areas, (*iii*) building advocacy for importance of early child development, (*iv*) organizing training programmes for community leaders (*v*) providing for intensive planning for ECCE, (*vi*) development of materials and (*vii*) promoting convergence between the school system and the ECCE. But the scheme has provision for only Rs. 15 lakh per district per year for opening ECCE centres which may be inadequate in many districts.

110. **Strategies and Approaches**

> Universal access to ECCE should be provided to all children in 3-6 age group. While new centres should be opened in non-ICDS, the pre-education component of ECCE centres in ICDS areas should be strengthened. As ECCE is an indispensable first step in total educational continuum and starting point for intervention aimed at UEE, education sector should assume greater responsibility for providing ECCE.

➤ The linkages between ECCE programme with primary education should be further strengthened. It may include co-locating ECE/ICDS centres with schools, synchronizing timings, training functionaries, extending timing of centres, providing part-time teachers in ICDS centres, paying extra honorarium to Anganwadi workers for extended work, providing play material and kits and improving quality aspects of pre-primary schooling.

➤ The continuity in curriculum from the pre-school stage to the primary stage should be ensured. Other steps are (i) extension of the child centred and joyful learning methodology into the curriculum at primary stage, (ii) inclusion of a school readiness package at the beginning of class I curriculum, based on local needs, to facilitate entry and adjustment of children who make a direct entry into primary school without any ECE experience and (iii) joint training of primary teachers and ECE workers/personnel to facilitate better appreciation of the nuances of ECE-primary linkage and need for continuity.

➤ Innovative and alternative models to ICDS should be experimented. There is a need to look out for 'out of the box' solutions and models. This includes (a) ICDS - Department of Education convergence model where 0-3/4 year olds are covered by ICDS and 4-5/6 year olds relocated to the school as a pre-primary class as successfully tried out in DPEP in Madhya Pradesh and Assam, (b) Two worker model in the ICDS design, (c) Integrated ECE model or Bal Kendras covering 3-8 year olds with a specific ECE play based curriculum to cover ECE and grades I and II; This model serves as feeder centres for primary schools and has several pedagogical advantages for preparing children for the primary grades (d) Home based model as tried out by NCERT and NIPPCD, which can be operationalised through women's group and (e) ECE for 3-6 year olds run as part of the primary school and covered by the mid-day meal programme and school health programme if it exists. These flexible approaches and models should take into account the local context and needs.

➤ A non-negotiable minimum essential quality in terms of infrastructure, materials, programme content, worker/ teacher quality etc. should be specified as a norm for ECCE.

➤ In urban, semi-urban areas, nurseries and preschool - often with English medium - have mushroomed. Apart from dubious pre-school education programmes and practices, many of these institutions resort to exploitation of teachers and parents. Mechanism to regulate the establishment of such institutions will need to be thought of.

➤ Efforts have to be made to achieve greater convergence of ECCE programmes implemented by various Government Departments as well as voluntary agencies by involving urban local bodies and gram panchayats.

➤ ECCE should follow holistic approach aimed at fostering health, psycho-social, nutritional and educational development of the child.

➤ The resources, material, financial and human, available for ECCE are also not commensurate with the need for a quality programme. Training programme for teachers of ECCE still need to be further strengthened and professionalised for improved personnel preparation.

➤ Community mobilisation and support, including involvement of NGOs and PRIs in a more constructive mode is crucial to the success of the programmes and will need greater attention in the Tenth Plan through large scale advocacy and extension activities.

➤ Resource capacity in ECE should be built at all levels of the existing institutional structures in the education sector from state through district to sub-district levels which can facilitate and be responsible for the qualitative improvement of the ECE programmes at the field level.

> A Bureau/Cell for ECE should be set up in the Department of Elementary Education and Literacy, MHRD to initiate and monitor implementation of programme, to facilitate coverage and coordination between different related sectors and provide administrative support.

> Strengthen the national resource group for ECCE at the NCERT to carry out research, training, development and extension activities. Create ECE expertise in all the States/UTs, particularly in the SCERTs, DIETs, BRCs and schools. There should be an effective mechanism for decentralized resource support for academic supervision and monitoring of the programme.

3.4.11 Quality Improvement

111. To achieve one of the important goals set by the Dakar Conference, the Tenth Five Year Plan stresses on a holistic and comprehensive approach for improving all aspects of quality of education (both content and process) and ensuring excellence so that recognised and measurable learning outcomes are achieved by all. It is recognized that quality improvement has a significant impact not only on enrolment and retention of children in the school but also on the possibilities of further education for increased productivity and exercise of citizenship rights and responsibilities. The National Policy on Education 1986, as revised in 1992 and the Programme of Action (POA) 1992 had emphasized on the need for substantial improvement in quality of education.

112. POA 1992 stressed the need to lay down Minimum Levels of Learning (MLL) at primary and upper primary stage. Consequently the programme of Minimum Levels of Learning (MLL) - which specified competency level to be attained by children in language, mathematics and in environmental studies in class 1 to 5 and re-orienting teaching learning processes to facilitate achievement of these levels - was introduced in most states. Several states have successfully used idea of MLL to launch a number of activities including revision of books, change in curricula and teaching methodologies as well as the content of teacher training. The programme of Minimum Levels of Learning (MLL) has been introduced in most states.

113. The main indicator of the quality of elementary education can be visualised in terms of the learners' achievement both in scholastic and also co-scholastic areas - the performance in various subjects of study and habits, attitudes, values and life skills necessary for becoming a good citizen. The factors associated with success in these areas, which relate to conditions of learning and learning environment, are also sometimes considered as indicators of quality of elementary education.

114. Initiatives for quality improvement in elementary education will revolve around:

(a) Improving quality of school infrastructure, facilities, equipment, support services and human resources (adequate number of trained teachers and non teaching staff). Classroom and school environment are also important factors which impact on enrolment and retention, besides quality aspects.

(b) Renewal of curriculum, textbook and teaching learning material to make them relevant, interesting and child friendly.

(c) Improving quality of teaching learning processes and classroom interactions making them child-centred, activity based, attractive, interesting and joyful. Teaching learning processes should encourage two-way interaction between teacher and child; promote self, peer group, cooperative and group learning; bias free in terms of gender, ethnic, social and cultural aspects; avoid information over load; related to children's context of learning and living; and contextualise to the local conditions. Teaching learning processes should recognize the situation of multi-grade teaching, prevalent in about 80-90% of the schools in the country,

(d) Capacity building of teacher, teacher development and teacher empowerment through pre-service and in-service teacher education and teacher motivation. These efforts are to be supplemented by academic support and supervision,

(e) Increased focus on specification and measurement of learner achievement levels.

115. Indeed improvement of quality in these parameters and its sustenance is a matter of grave concern for the whole system of education.

Approaches and Interventions

116. Approaches and interventions suggested in the Tenth Plan for improving quality are:

(i) Providing reasonably good school building facilities and equipment in all schools and centres for alternative schooling;

(ii) Providing quality ECCE to all children until 6 years of age;

(iii) Ensuring a minimum of 4 to 5 hours per day of meaningful stay of each child in schools;

(iv) Providing trained and committed teachers in all schools and instructors for all non-formal education centres (EGS & AIE);

(v) Improving the quality of existing pre-service teacher education;

(vi) Organising quality in-service teacher education to all teachers on a periodical basis and with a follow-up mechanism;

(vii) Creating and sustaining teacher motivation and teacher accountability. Improve teacher attendance and reduce teacher absenteeism;

(viii) Revitalizing supervision system for quality elementary education by transforming the inspectorial system to academic support system;

(ix) Re-organisation of curriculum to imbibe local needs and incorporating the concerns of the National Curriculum Framework 2000. Based on a broad curriculum framework, districts would be free to define their content areas in their local contexts;

(x) Development of competency based and contextual teaching learning material. There should be focus on good quality printing, illustrations for books alongside improvement in content; freedom from 'cheapest syndrome' in matters of children's books;

(xi) Improving teaching learning processes to make them child-centred and activity based with emphasis on learning by doing, observation, work experience, art, music, sports and value education should be made fully integral to the learning process;

(xii) Providing remedial teaching and enrichment programmes at due occasions in all classrooms;

(xiii) Introduction of formative evaluation and grading system to make it stress free for children. Appropriate changes should be made in the evaluation system to make it more continuous and less threatening. Performance of children will be constantly monitored in consultation with parents. It shall not be only restricted to cognitive areas. Promote schools and teachers' accountability for students learning and achievement coupled with adequate locally based support services in pedagogic as well as planning and management dimensions;

(xiv) A national evaluation organization should be set up;

(xv) Reduction of the load of curriculum should be attempted;

(xvi) Introducing participatory management of elementary education with community support.

(xvii) Focussing on strengthening institutional management processes, streamlining the management

practices within the school, giving a direction to school development processes through 'institutional planning and monitoring mechanisms';

(*xviii*) Block and Cluster Resource Centres should be set up for academic supervision and support to improve quality; and

(*xix*) Formulate MLL for upper primary stage.

3.4.12 Decentralized Planning and Management

117. The National Policy on Education 1986 had proposed decentralization as a fundamental requirement for improving the efficiency and effectiveness of educational planning and management and for creating a meaningful framework for accountability. Several State Governments have already initiated the process of decentralizing the management of primary education. New legislation has been adopted to provide for the changed framework to operate effectively. Some States have also gone for much closer collaboration and involvement of the community in decentralizing the system of educational management. On the whole, this has not been an easy task with deeply entrenched centralized bureaucratised mechanisms. The country will continue to work towards the goal of decentralization by initiating processes of community involvement and gradually shifting the locus for decision making from State to district level and downwards through Panchayati Raj bodies.

118. This shift in planning and management strategy will also require a large effort to train and continually give support to educational bodies constituted under the urban Local Governments and Panchayati Raj institutions. There is an urgent need to reorient the outlook and role perception of government functionaries. Efforts will be made to reorient the programmes of various resource institutions at national and State levels to meet these requirements. Towards this end, the local level institutions in education and allied sectors will be strengthened adequately. Besides, it is envisaged that distance education mechanisms suitably strengthened and reoriented will play a significant role in the task of building capacities among personnel working at local levels.

119. Pursuing the goal of decentralization, along with partnership between the Centre and States, demands careful orchestration of policies and programmes particularly in the area of elementary education. As envisaged in the National Policy on Education and reiterated by several bodies subsequently, the national government and its institutions will continue to play a major role both for coordination and capacity building. It will continue to monitor the progress of reaching national goals in the field of elementary education.

3.4.13 District as the Unit of Planning

120. Traditionally, planning for development of education has been done at the State Government level. The National Literacy Mission changed this trend and adopted district level campaign mode. All assessment for action was done from the district. Following this, planning for primary education particularly under the DPEP has been firmly anchored at the district level. Keeping the advantages, the country proposes to adopt an integrated approach for planning at the district level for development of elementary education. This approach, it is envisaged, will help identify districts needing more attention and varied types of inputs, thereby tackling the question of equity in an appropriate manner. Movement towards planning at block cluster and village levels in partnership with NGOs will be encouraged and supported. While district will be the basic unit for educational planning, actual plans will be designed with habitations, villages and specific groups and their needs, as the primary focus. The district plan will evolve from the programmes that take into consideration the needs and educational situation of communities at the grassroot

level. As has been indicated earlier, action to promote enrolment, retention and achievement of children must be area based and community specific so that problems faced at those levels are effectively addressed on the basis of empirically identified needs.

3.4.14 Community Ownership

121. Community ownership and creating community demand for education is the surest way to ensure universal elementary education. Increased involvement of the community in education will also improve the quality of education. Higher the demand for education, higher will be the quality.

> Community participation in promoting enrolment, retention and other aspect of education should be further encouraged. PRIs and grassroot level structures like VECs, PTAs, MTAs etc. should become vehicles for community mobilization;

> A community based monitoring system should be evolved with full transparency;

> Community mobilization through intensive micro planning and school mapping should be made mandatory; and

> Implementation of goals and strategies should be participatory.

3.4.15 Convergence in Management and Delivery of Programmes

122. With the expansion of the education system in the country, the administrative machinery has also expanded tremendously at all levels (for instance, separate directorates for school education, higher education, technical education, adult education, etc.) Often separate administrative structures, found to be performing functions, have a common goal and even common set of activities, for instance, in primary education, non-formal education, and adult education. The trend of creating parallel administrative machinery has led to an over-expanded bureaucratic machinery and problems of overlap and coordinating on efforts are often counter-productive. It is against this backdrop that the goal of integrated planning and convergence in delivery of services needs to be pursued in three main directions:

> Creation of parallel structures for implementation of different development programmes will be avoided;

> Effort will be made to re-examine the norms and patterns of operation specified under different schemes and projects to ensure greater convergence; and

> State Governments will be encouraged with adequate support from the Centre to reorganize education management structures so as to achieve greater coordination planning, and effective convergence in implementation of education development programmes.

123. The task of achieving convergence is not easy. It may, therefore, be necessary to support national and State level institutions to experiment with possible alternatives for field level integration in selected locales across the country and also to examine the possibility of involving NGOs and private initiative in such area specific explorations. While convergence with the education sector is important, there is need for convergence among the education and other departments, particularly those which aim at providing services for improving the quality of life : housing, nutrition, family welfare, poverty alleviation, creation of opportunities for remunerative work, upgradation of returns from existing occupation, diversification of communities occupational structures etc. It needs to be required that all these have impact on education, particularly in creating capacity and motivational and willingness for availing the already available educational opportunities and for creating demand for education of children.

124. Capacity building would an important management task. It needs to aim at (*i*) empowering local

level institutions, particularly PRIs for planning, administration and monitoring of educational activity involving decision making and use of resources and authority; (*ii*) training of administration and supervisory personnel in perception and performance of roles in the context of transfer of authority for decision making and use of resources to people's representatives (e.g. Panchayats and Village Education Committees, Panchayat Samitis and Zilla Parishads); and (*iii*) Provision of academic support through such institutions as BRCs, DIETs and SCERTs.

125. State Institute of Educational Management and Training (SIEMAT) began to be operationalised towards the end of the VIII Plan. In the Tenth Five Year Plan, these institutes can be further strengthened with the funds presently available under the SSA. Under the scheme a one-time assistance up to Rupees three crores is set aside for the establishment of SIEMATs. This will facilitate capacity building at state, district and sub-district levels, as it will add to the professional support structure at the state level in the area of planning and management.

3.4.16 Synergetic Partnership with the Private Sector

126. The task of providing basic education in a country as diverse as India is so stupendous that it is difficult to expect the governmental sector alone to meet fully the burgeoning needs of the society effectively. Even though the private initiative has always been a part of the school education endeavour, it has neither been large nor of a sizeable magnitude in the efforts to universalise elementary education. The country has not been able to fully utilize the potential of the private sector. Without abdicating the responsibility of the governmental sector in providing the basic education, a synergic public-private partnership should be built upon to achieve the objective of UEE.

127. Private sector can contribute not only in monetary and material terms but also in the form of expertise for quality improvement through effective management of the system and development of locally relevant teaching-learning materials. Some efforts in this direction have already been made by many states including Karnataka through its school adoption scheme. More collaborative efforts at institutional level as well as programme implementation level should be designed to expand the role of private initiative in elementary education. In case the private sector comes forward to improve the functioning of schools in governmental sector, efforts to develop a partnership would be made within the broad parameters of the state policy. Depending on the state policy, DIETs and other governmental teacher training institutes could be used to provide resource support to private schools, provided additional costs are met by these schools.

128. Private fee paying school system, a phenomenon till recently seen only in the urban areas, that too in the secondary education stage, is now gaining prominence in the elementary education sector even in rural areas. New private schools have contributed to raising parental awareness, even among poor and illiterate parents of how schools should function. Different surveys have given different estimates of the share of the private sector in the enrolment in elementary stage in India. As per the 6th All India Educational Survey of NCERT (1993) based on school survey, the share of private unaided (PUA) in enrolment at elementary stage in rural India is 3.6% while the household survey of NCAER (1994) puts it as 9.8% and NSSO (1995-96) as 7.4%. The urban bias in private schooling is very much evident and rural India still depends almost entirely on government schools. Only about 3% and 6% of the rural children go to unaided primary and upper primary schools respectively as against 26% and 19% in urban areas. The share of private sector must have certainly gone up in recent years. About 31% of the total increase in enrolment (55.24 lakh) in India at elementary between 1986 and 1993 was accounted by PUA schools. PUA schools accounted for more than 50.8% of the increase in enrolment (38.13 lakh) in urban areas and 16.49% in rural areas (17.11 lakh) during the period. The share of private schools would be still higher if the enrolment in private aided (PA) sector is also added up with PUA. Among states, PUA accounted for 111% of the increased enrolment in primary in urban areas in Haryana during 1986-93, followed by Rajasthan 104%, Uttar Pradesh 94% and

Andhra Pradesh 80%. In upper primary level it was 106%, 65%, 15% and 61% respectively in these states. In some states the migration from government to private schools is very evident since the enrolment in government schools is showing a decline.

129. Contrary to the general belief, there is not much gender difference in the choice of type of schools. On an average, out of 100 girls enrolled, 80.5 attend govt. schools, 11.5 PA and 8 PUA as against 81, 10 and 9 respectively for boys. As the share of girls in total enrolment is less, there would be more boys in PUA and PA schools as in government schools. However, some micro studies show that private school enrolment is biased towards boys. Some of these private schools cater to low income groups and disadvantaged children. However, the PROBE survey and also micro level data of several studies show that private schools are biased towards more prosperous locations and privileged groups. The share of disadvantaged groups in private school enrolment is very low and the inroads made by private sector are mostly among the, 'easy to reach groups'. Therefore, the responsibility for providing education, especially to the poor and the disadvantaged, cannot be left to the private sector. At the same time all support should be provided to the 'evening school' system introduced by some of the best private schools in the country for deprived children. This model is now increasingly adopted by private schools to express the social commitment.

130. Certainly, the growth of private schools itself is a positive sign of the rising demand for education. Therefore, the roadblocks in opening new private schools should be removed but at the same time it should be regulated to ensure quality and minimum requirements. But if these schools are expanding rapidly because of the decline in government school quality and dysfunctional government schools or due to poor school infrastructure and management or on account of teacher negligence and absence, then these are areas of concern. It is the massive governmental school system on which the poor still rely for basic education, especially in rural areas. Therefore, one of the thrust areas of the Tenth Plan would be on improving the quality of government schools, teacher accountability and the infrastructure. The increasing share of the private sector in the additional enrolment has implications for projection of the requirements in terms of teachers, classrooms and other inputs to achieve UEE.

3.4.17 Increased Role of NGOs

131. The Government should view NGOs, which represent the third sector or the voluntary sector, as partners in the march towards achieving the goal of education for all. This comes out of the realization that no single delivery system, be it in public or private, alone can achieve the goal of UEE without the participation of the voluntary sector. Also NGOs that offer alternative development models, have USPs in terms of accountability, quality of services, cost effectiveness, innovation, closeness to the grassroot and effective management style. NGOs have made significant contribution in education in developing new models of pedagogy, innovative curriculum, teaching, learning aids, new textbooks, teacher training, community empowerment, effective school management, building environment and institutional development. Government agencies have adapted or replicated many of these innovations.

132. As a broad policy, the Tenth Five Year Plan stresses on greater involvement of NGOs at all levels in the social sector for achieving participatory development and unburdening the administration unduly loaded with and inadequately equipped for implementation of development programmes. The approach followed will be to enhance the role of NGOs in education. At present, involvement of NGOs is generally limited to running NFE centres and literacy programmes and implementing small-scale innovative experiments in education. It is recognized that the NGOs have tremendous creative potential to contribute in innovating and implementing education programmes. While continuing with existing programmes of NGO involvement, the voluntary sector should be assigned a larger role by functioning alongside Governmental sector in a significant manner.

3.4.18 Open Learning System and ICT for Elementary Education

133. Open Learning System (OLS) should form an important dimension of the effort during the Tenth Plan to reach school education to all. OLS at the school level should be strengthened for providing education from the elementary stage and above to meet the needs of those who are unable to seek education through full time institutional system (specially the girls, SC/STs and weaker sections), with assured equivalence with institutional learning in terms of certificates. Scope of the OLS channel should be expanded to bring more academic and vocational areas into its fold and cater to a larger student population from various segments of the population both in school and adult education sectors. Also OLS should aim at ensuring optimum use of infrastructure and resources already available.

134. Recently, open school system has been expanded through establishment of State Open Schools. Emphasis should be on networking and collaboration for use of distance education and ICT for basic education. At the national level, National Open School (NOS) offers Open Basic Education equivalent to grade VIII level through distance education mode. The target group belongs largely to disadvantaged and marginalized sections of society. It also caters to the education and vocational needs of adult literates through its Open Basic Education Programme (OBEP). Its major endeavour has been to extend partnership with over 150 leading NGOs for strengthening the programmes of basic education. These efforts should be further strengthened in the Tenth Plan.

135. Some of the recent initiatives for enrichment of basic education programmes though use of ICT and distance mode are: (*i*) development of education programmes having special focus on education of the disadvantaged such as minority groups, girls, women, street and working children, children and youth from tribal and socio-economically disadvantaged communities; (*ii*) adoption of ICT as a major plan of its strategy to reach the un-reached; (*iii*) organization of video-conferencing and putting its study materials on its website; and (*iv*) extending the facilities of on-demand examination at elementary education level. Some of the popular distance education programmes for upgrading skills of teachers are: (*i*) audio-conferencing; and (*ii*) video conferencing. The tele-conferencing modality is being increasingly used in all alternative educational programmes - formal, non-formal, alternative and innovative education. It is strongly recommended that all these programmes be continued with sufficient financial provisions during the Tenth Five Year Plan period.

3.4.19 Media, Advocacy and Communication

136. Mobilizing civil society to participate in the programmes of basic education is essential for achieving the goal of UEE. Communication and media strategy during the Tenth Plan should be designed to sensitize, mobilize and motivate the stakeholders, community, opinion leaders and the public for achieving the goals of UEE. A multimedia campaign approach with strong media advocacy, employing a wide range of vehicles of communication from folk and traditional media to electronic media, outdoor publicity and print media should be adopted. At grassroot level, the emphasis would be on effective use of folk, traditional media and local art forms to spread the message of education. An environment of enthusiasm and commitment as witnessed during the total literacy campaign in the Nineties should be created for providing education to all children. The social mobilization campaign strategy deftly combining the mass media with the traditional media and Kalajatha campaign should be launched. Cultural performances combined with exhibitions, processions and inter-personnel communication has been found very effective in bringing about social change and awareness. Extensive use would be made of radio, which reaches the remotest corners of the country. The media and communication strategy for the Tenth Plan should be designed to address the following objectives:

> ➤ Sharing and disseminating information about the programme on education for increasing public awareness.

> ➤ Using the media as a platform for advocacy and developing media packages in support of education.

> ➤ Encourage and support effective participation of all in achieving the goal of UEE.

> ➤ Increase visibility of the programme in elementary education and highlight issues and challenges in the area.

> ➤ Mobilize opinion makers, legislators and policy makers.

> ➤ Motivate the Community, NGOs, local bodies, implementing agencies and all stakeholders.

> ➤ Capacity building of the state and other decentralized levels in effective use of media.

3.4.20 Computer Education

137. Computer education at elementary education level (particularly upper primary level) should be accorded priority in the Tenth Five Year plan to make students familiar with computers. For this, three levels of computer education are envisaged. The first stage would be computer literacy or computer orientation to children and the second stage would be computer aided learning and third stage would be computer based learning. At present large number of elementary schools in the country are not electrified and there are no adequate infrastructure facilities to open computer learning centres in schools. To begin with, one or two schools in every cluster in the country should have facilities for computer based learning that could be used by children in the adjoining schools. Networking of institutions in the form of school complexes would help in promoting the sharing of infrastructure and expertise.

138. The government should collaborate with private corporate sector and IT Institutes for facilitating use of Information and Communication Technology (ICT) in basic education. Some of the examples of such collaborations are the K12 Venture of National Institute of Information Technology (NIIT) and School Net Services by School Net India. The NIIT Government School Programme is currently operational in large number of schools in Tamil Nadu and Karnataka. As done in many states, IT Institutes should be permitted to open Computer Learning Centres in schools. These centres will provide free computer education to the children during the school timing while they can use this facility for commercial purposes after the school hours. Similarly, corporate houses should be requested to contribute used computer systems to schools. Innovations and successful practices in computer learning at elementary stage should be replicated and up-scaled.

3.4.21 Strategy to Improve Retention

139. Although dropout rate at elementary stage has declined from 78.3 per cent in 1960-61 to 54.5 per cent in 1999-2000, it is still very high. Most of the studies have pointed out economic reasons and also unattractive schools as reasons for children dropping out. Many children are not attending school because of poverty, high private cost of education, sibling care responsibility, household chores, work in the fields and factories, wage labour, work in family occupations etc. A large number of children drop out of school because of school related reasons like attitude of teachers, irrelevant curriculum, sub-standard teaching, teacher absenteeism, uninteresting teaching, corporal punishment, poor school infrastructure, inability to cope with the pace of learning, lack of parental support in the case of first generation learners, mal-adjustment in school etc. Majority of the dropouts in all categories are girls.

140. As per the National Family Health Survey-II conducted in 1998-99, the main reasons for students dropping out after enrolling are their not being interested in studies, the private cost of education and the compulsions of work and poverty. These reasons constitute almost 75% of the cases of dropouts. The main reasons quoted by PROBE Report for children dropping out include high cost of schooling, children required for other works, children not interested in studies, poor teaching standards etc. The Tenth Plan stresses on specific strategies for identifying dropped out children and addressing the problems.

TABLE 20 : Reasons for Children Not Attending School
(Percentage of children of 6-17 years who have dropped out of school)

Main reason for not currently attending school (dropped out of school)	Urban		Rural		Total	
	Male	Female	Male	Female	Male	Female
School too far away	0.2	1.0	1.0	5.9	0.8	4.8
Transport not available	0.1	0.2	0.4	1.6	0.3	1.3
Further education not considered necessary	2.4	5.4	2.3	4.3	2.4	4.5
Required for household work	5.7	14.7	8.7	17.3	8.0	16.7
Required for work on farm/ family business	4.7	1.6	9.2	2.9	8.0	2.6
Required for outside work for payment in cash or kind	11.3	3.0	9.9	3.7	10.3	3.5
Costs too much	15.2	17.0	13.3	11.4	13.8	12.6
No proper school facilities for girls	0.0	1.2	0.0	3.5	0.0	3.0
Required for care of siblings	0.2	1.5	0.6	2.3	0.5	2.2
Not interested in studies	42.5	30.2	40.0	24.8	40.6	26.0
Repeated failures	6.0	6.1	5.3	3.7	5.5	4.2
Got married	0.1	4.9	0.2	8.5	0.2	7.7
Other	5.8	8.2	5.3	6.2	5.5	6.6
Don't know	5.7	5.1	3.8	4.0	4.2	4.2
Total Per cent	100.0	100.0	100.0	100.0	100.0	100.0
Number of Children	1,852	1,747	5,475	6,121	7,327	7,868

Source : NFHS-2, India, 1998-99.

TABLE 21 : Why Children Drop Out

	Boys (In percentage)	Girls (In percentage)
(a) Circumstances whereby children drop out		
Not allowed by school/ teachers to continue	5	2
Child did not wish to continue	35	16
Withdrawn by parents	47	66
Other circumstances	13	16
TOTAL	**100**	**100**

	Boys (In percentage)	Girls (In percentage)
(b) Circumstances whereby parents withdraw *		
Child needed for other activities	50	68
Schooling is too expensive	54	29
School is too far	0	6
Poor teaching standards at school	8	18
Hostile school environment	4	6
Child fell ill	4	9
Child is not bright enough	0	6
Child is not interested in studying	8	6
Parents are not interested	8	27
Other reasons	8	22

* Responses are not mutually exclusive.
* Source: PROBE Survey

141. The economic reasons for low retention can be addressed by providing targeted incentives. The SSA has taken a number of steps to reduce the private cost of education. It provides for free textbooks to girls and SC/ST students. Many of the states give free uniforms and other states would also be encouraged to adopt this. The Mid-day meal scheme is another programme aiming to increase attendance of students. In the Tenth Plan, the aim would be to ensure that all states give hot cooked meal, which would have direct impact on attendance as compared to giving of mere food-grains. Further, in the Tenth Plan, an incentive scheme has been suggested for girls, SC/ST and poor children. If children are dropping out because of economic reasons, emphasis would be on involving the community in motivating the parents to bring the children back to school. For those children, who have already dropped out, suitable alternative education systems would be provided such as bridge courses, remedial courses, back to school camps, etc., so that they can be mainstreamed into the formal system.

142. Regarding the reasons for the students not being interested in studies, emphasis would be on improving the quality of education, the details of which are given in other sections. The focus would be on pedagogic improvement making teaching-learning joyful, child-centered and activity based. This would require further efforts on improving teacher training, development of local specific teaching-learning material, interesting teaching methods, local contextual curricula and textbooks, instruction in mother tongue, flexible school timing, attractive classrooms, positive environment, good quality school infrastructure and facilities, more friendly evaluation techniques etc.

143. Other strategies and approaches would include:

> Monitoring attendance by the community and grassroot level structures like VEC, PTA, MTA, Mahila Samooh, Youth Clubs etc.

> Regular micro-planning exercise to be undertaken by the states to identify the number as well as the reasons for dropping out. Community and grassroot level structures to be involved in the micro-planning exercise. This would help mobilize parents for regular attendance of their children.

> Follow up and tracking of dropout children to bring them back to school either through camps or bridge courses.

> Organising retention drives to put pressure on parents and the school system to ensure retention of girls. These drives should not be a one-time drive but should be organized at regular intervals to sustain pressure and take up corrective measures as may be necessary.

> In pockets identified for intensive activities, attendance of each child to be monitored to prevent dropouts.

> Improving access to ECCE and pre-schooling facilities. This would help in school readiness besides relieving older children especially girls from sibling care responsibility.

> Improving school infrastructure and facilities in terms of playground, play material, toilets, drinking water facilities, classrooms and school buildings.

> Conduct remedial classes to assist those children not performing well.

3.5 PROGRAMMES AND SCHEMES IN THE TENTH PLAN

3.5.1 Existing Programmes to be Continued and Expanded.

3.5.1.1 *Sarva Shiksha Abhiyan*

144. The national programme of Sarva Shiksha Abhiyan (SSA) launched to achieve the objective of UEE by 2010 should be continued. It should be expanded to cover targets, strategies and approaches suggested in section III to V.

3.5.1.2 *Mid-Day Meal (MDM)*

145. The National Programme of Nutritional Support to Primary Education, commonly known as Mid-Day Meal scheme, should remain as a district intervention in the Tenth Five Year Plan. But it will operate under the wide convergent framework of SSA. Approaches, strategies and targets of the scheme for the Tenth Five Year Plan have been dealt separately.

3.5.1.3 *Teacher Education*

146. The scheme of Restructuring and Reorganization of Teacher Education should continue under the broad framework of SSA. This has been discussed.

3.5.1.4 *Externally Aided Projects*

147. The four existing externally aided projects in elementary education - District Primary Education Programme (DPEP), Shiksha Karmi Project (SKP), Lok Jumbish Project (LJP) and GOI-UN (Janshala) Programme - should continue in the Tenth Plan till the completion of their project periods, under the broad framework of SSA. As SSA supports most of the programme components, strategies and interventions of these four externally assisted programmes, a smooth transition to SSA should be ensured in the project districts after the project period. The capacities and technical support built by these programmes at personnel and institutional level should be made use of in SSA. The national programme of SSA should be launched in the project districts of these programmes, without waiting for the project completion.

3.5.1.5 *NCTE, NBB and Mahila Samakhaya*

148. The Centrally Sponsored Schemes of Mahila Samakhaya (MS), National Council of Teacher Education (NCTE) and National Bal Bhawan (NBB) should continue in the Tenth Plan.

3.5.2 Programmes to be Merged

149. The Operation Blackboard (OB) and Education Guarantee Scheme and Alternative Scheme (EGS & AIE) schemes should subsume in the scheme of SSA.

3.5.3   New Programmes

150. It is not recommended to start any new schemes in elementary education in the Tenth Plan except the Kasturba Gandhi Swatantra Vidyalaya (KGSV) and the National Programme for the Education of Girls in Elementary level. These programmes should incorporate approaches and strategies suggested in section III to V.

151. The new scheme of "National Programme for the Education of Girls in Elementary Level" should be implemented in specific areas with low female literacy. It will focus on intensive implementation and monitoring to enable each girl to be tracked, and flexible learning packages to ensure different strategies to suit children in different circumstances, including out-of-school girls, drop-out girls, working girls, girls from marginalized social groups, girls with low attendance and girls with low levels of achievement. The scheme aims to improve the quality of elementary education and develop the self-esteem of girls through a community based approach. The scheme of KGSV aims to open special schools for the girl child belonging to scheduled castes, scheduled tribes and other backward classes and minorities, in low female literacy districts.

152. The thrust of these two new specific educational schemes will include:

> ➤ Focus on educationally backward areas in terms of girls' education.

> ➤ Focus on disadvantaged sections of girls like those belonging to SC/ST, minorities etc.

> ➤ Tackle gender specific issues that prevent access of girls and women to education.

> ➤ Focus on the educational needs of adolescent girls, including special schools.

> ➤ Enhance the self-image and self-esteem of women and girls thereby enabling them to recognize their contribution to the economy, reinforcing their need for participating in educational programmes.

> ➤ Provide women and adolescent girls with the necessary support structure, and an informal learning environment to create opportunities for education.

> ➤ Set in motion circumstances for larger participation of women and girls in formal and non-formal education programmes and to create an environment in which education can serve the objectives of women's equality.

> ➤ Help girls to overcome socio-cultural and economic factors inhibiting their access to elementary education, including the provisions of child care services.

3.6   MID-DAY MEAL SCHEME

3.6.1   Background

153. During the penultimate year of the VIII Five Year Plan (1991-96), a nationwide programme on National Programme of Nutritional Support to Primary Education (NP-NSPE), commonly known as Mid-day Meals Scheme was evolved with the Budget Speech 1995-96 of the then Finance Minister. In the Budget Speech the Finance Minister had made following announcement:

Schemes to provide Mid-day Meals for school children have a beneficial impact not only on child nutrition but also on school attendance. Some of the State Governments have been operating school Mid-day Meals Scheme. As a part of emphasis being laid by this Government on the primary education, and taking into account the comfortable food stock with the public sector agency, it is appropriate that the Central Government should be willing to participate in phased expansion of these schemes. The modality of implementing this will be worked out by a Committee to make it operational in 1995-96.

154. Pursuant to the Finance Minister's announcement, exploratory discussions were held in the Conference

of the State Elementary Education Secretaries and Ministers convened in April, 1995 during which it was felt that the modalities for a Scheme be worked out by the committee under the Chairmanship of the then Union Education Secretary. Based on the recommendations contained in the report of the Committee on Mid-day Meals, the Government approved the Scheme of NP-NSPE which was launched on 15th August 1995.

3.6.2 Why Mid-day Meals in Schools?

155. The main argument for providing mid-day meals in school is that they help to improve school enrolment and attendance, thereby facilitating children to complete the primary school cycle with satisfactory learning achievements. School meals have another feature that makes them particularly effective in promoting school attendance for they provide an incentive not only to parents (in the form of an implicit subsidy) but also to the children (who enjoy free meals). This is important, since regular attendance depends on the motivation of children as much as parental effort. Unmotivated children have to be patiently coaxed by their parents in order to go to school, and many parents lack the conviction or the time to do that. School meals help to solve this problem, by attracting children on their own.

156. There is also a nutrition and socialization argument to school feeding programme. Numerous studies have been conducted to assess the relevance of a school feeding programme. The children in our schools represent a vital segment of our population who in future become valuable human resources and contribute to the bulk of our work force. Their health, nutritional status and educational attainments, to a considerable extent, determine the quality of our nation. In this background, measures to enhance the nutritional status of school age children are important in their own right. These studies have explored the relationship between children's nutritional status and school indicators, such as age of enrolment, grade attainment, absenteeism, achievement tests scores, general intelligence, and performance on selected cognitive tasks, including concentration in the class rooms (Lockheed, Verspoor et al. 1991). Protein energy malnutrition is generally caused by a deficient diet and may be exacerbated by infection with parasites. Though there is wide variation there is a significant positive relationship between nutritional status on the one hand and mental ability and academic achievement on the other. Children who are temporarily hungry - typically as a result of having no breakfast - are generally more easily distracted in class more than those who have their breakfast. Three micro-nutrients generally affect school performance; they are iodine, iron and vitamin A. Persistent illness that results into repeated absence from school, heavy parasitic loads (which contribute both to school absence and malnutrition), and hearing and vision impairment adversely affect school learning.

157. The socialization argument is that sitting together and sharing a meal will help erode the barriers of caste and class. In the long run, it would bring greater cohesion and social solidarity, which are vital to nation building.

158. Another aspect that frequently comes up in reviews of school meals is their potential to stimulate community participation in education. This is particularly important given the increased emphasis on decentralizing educational services and soliciting parent's support for construction, maintenance and management of schools. School feeding programme can thus act as a vehicle to motivate parents to take a more active part in the organization of the school and community at large.

3.6.3 Salient Features of the Current Scheme

159. The programme aims to cover all students studying in classes I-V in Government, local body and Government aided schools in a phased manner. The objective of the programme is to give a boost to Universalisation of Primary Education (UPE) by increasing enrolment, attendance and retention and

simultaneously impacting on nutritional status of children in primary classes. Private unaided schools and Non-Formal Education (NFE) centres are not covered under the programme.

160. The Scheme was framed with the intention of building a strong partnership between Central Government, State Government/UT Administration and the local bodies. The central support is to make available food-grains (wheat and rice) at the rate of 100 gram per child per school day for preparation of hot cooked meal/processed food. It was envisaged that since many States may not be able to immediately mobilize resources for arrangement of a cooked meal programme, therefore, as a prelude, an interim arrangement of 3 kgs. food-grains per month per student for 10 academic months subject to a minimum attendance of 80% has been provided in the Scheme. It was further stipulated that in such cases arrangement for a cooked meal programme be launched within two years of the introduction of the programme in the local areas.

161. The free of cost food-grains is provided through the Food Corporation of India (FCI) and the cost of which is reimbursed by the Ministry of Human Resource Development.

162. The cost of transportation is reimbursed through District/State authorities for movement of foodgrains from FCI godowns to the distributing points @ actual cost subject to a maximum of Rs.50 per quintal as applicable under Public Distribution System. In addition, Hill Transport Subsidy is available to States through the Food Corporation India as admissible in Public Distribution System in case of hilly areas.

163. States/UTs are to bear the cost of conversion charges for arrangement of a cooked meal programme through Panchayat and Nagarpalikas.

164. The programme started with a broad coverage of 2495 blocks in 378 districts targeting approximately 3.30 crore children studying in about 3.2 lakh schools.

165. With the onset of the IX Five Year Plan (1997-98), 5565 blocks in 506 districts were covered targeting about 9.10 crore children studying in 6.4 lakh schools. During this period, the programme aimed to cover all blocks and districts across the country.

166. During the year 2000-01, 5912 blocks in 576 districts having a targeted children of 10.5 crore studying in 7.9 lakh schools were aimed for coverage (exact number of beneficiaries will be known during the second half of the year 2001-02 on the basis of the utilization position).

167. Currently, only 6 States, namely Gujarat, Kerala, Orissa, Tamil Nadu, 174 tribal blocks in Chhattisgarh and Madhya Pradesh and UT of Pondicherry are providing Hot Cooked Meals under the programme. In Delhi, ready-to-eat food is being distributed.

168. The remaining States/UTs are distributing food-grains (wheat/rice).

169. The Tables given below show the coverage, allocation and lifting of food-grains from FCI Godowns and expenditure made on the programme.

TABLE 22 : Coverage*

	1995-96	1996-97	1997-98	1998-99	1999-2000	2000-01
Number of Districts	378	474	506	544	544	576
Number of Blocks	2495	4417	5565	5764	5764	5912
Number of Children Covered (in crore)	3.34	5.57	9.10	9.79	9.90	10.51
Number of schools ♦ Covered (in lakh)	3.22	4.74	6.41	6.88	7.15	7.92

* On the basis of information furnished by the States/UTs each year.

♦ Includes 205 Urban/Municipality/Corporation/Notified Area.

TABLE 23 Allocation and Lifting of food-grains

Year	Allocation (MTs)	Lifting (in MTs)
1995-96	713223	536016
1996-97	1585388	1112489
1997-98	2567372	1810164
1998-99	2706274	1147917
1999-2000	2767251	1401765
2000-01	2480692	1517816

TABLE 24 : Outlay and Expenditure (Rs. in Crore)

Year	B.E.	R.E.	Expenditure
1995-96	-	611.79	441.21
1996-97	1400.00	800.00	800.00
1997-98	960.00	1070.38	1070.38
1998-99	1092.15	1400.15	1600.15
1999-2000	1031.10	1500.00	1500.00
2000-01	1090.00	1300.00	

3.6.4   Evaluation of the Programme

3.6.4.1   By Operations Research Group (July, 1999)

170. The Scheme has been evaluated by Operations Research Group, an external agency with the support of UNICEF. The finding of its report states that the scheme has attracted SC/ST children to school and also children belonging to lower income group. The report concludes that of the 10 States covered for the study, there is a boost to enrolment in Assam, Madhya Pradesh, Uttar Pradesh and West Bengal while in other 6 States viz. Gujarat, Haryana, Jammu and Kashmir, Karnataka, Orissa and Rajasthan it has made positive impact on attendance and retention.

3.6.4.2   By Planning Commission (April, 2000)

171. Planning Commission organized two studies - one, a comparative study of Orissa and Tamil Nadu (where a cooked meal programme is in operation and second, a comparative study of Himachal Pradesh and Uttar Pradesh on the programme where there is arrangement for distribution of food-grains only). The reports conclude that a cooked meal programme is more preferable not only from the health point of view but also in attracting children to school. This is more evident in Tamil Nadu where the programme has virtually been institutionalized.

3.6.4.3   By NCERT (April, 2000)

172. A study conducted by NCERT on States Policies on Incentive Schemes in Primary Schools and their contribution to Girls' Participation, completed in April, 2000, also covers the Mid-day Meals Scheme in Uttar Pradesh and Tamil Nadu. The report says that the Noon Meal Scheme of Tamil Nadu and supply of food-grains under MDM in Uttar Pradesh have helped to improve the enrolment and retention of girls in schools.

3.6.4.4   PROBE Report (1998)

173. Public Report on Basic Education (PROBE) in India states that in areas where school meals are operational, most teachers take the view that they have boosted school attendance and parents also share this view.

3.6.5   Shortcomings in the Programme

174. Though the Scheme has ambitiously targeted for nationwide coverage, yet it has not been successful in achieving its objectives. Series of drawbacks have retarded its achievements. Some of the shortcomings are:

> ➢ Non implementation of a cooked meal programme has impaired the objectives set in the Scheme. Needless to emphasize the importance of school feeding programme, particularly, in the Indian context considering the prevailing income disparity.

> ➢ While need for a mid-day meal programme in school is generally accepted by all, paucity of funds has been cited as the main reason by States/UTs for not being able to mobilize resources for a cooked meal programme.

> ➢ Enrolment data provided by the States each year and on the basis of which food-grains are allocated for 10 academic months is not realistic. This is evident in the fact that there is a mismatch between allocation and liftment of food-grains.

> ➢ Centralized supply of food-grains through FCI has caused delay in distribution/nil distribution of food-grains in many districts.

> ➢ As the initial arrangement for MIS through NIC net did not start off, monitoring and supervision of the programme has been negligible. Furnishing of manual reports on utilization and beneficiaries covered is erratic.

> ➢ The required staff for management of the Scheme is not available - both at Central Government as well as in States.

> ➢ There is hardly any community mobilization for implementing the programme, which has hampered on account of lack of awareness, advocacy, etc.

> ➢ Inability of States to timely arrange for delivery of food-grains has resulted in low reach. Transportation problem has been cited as a major factor in movement of food-grains. Implementing agencies are cash-trap due to which they are not able to meet the initial expenditure on the transportation charges to be reimbursed later from the Central Government.

> ➢ The Comptroller and Auditor General of India in their review report on Mid-day Meals Scheme have noted that there have been incidences of large scale misutilisation and diversion of food-grains.

3.6.6   Issues Emerging from a recently held National Workshop

175. A workshop was held on 15th March 2001. It was attended by the representatives of States/ UTs, experts and practitioners including leading NGOs. The workshop concluded with the following views:

> ➢ Need for hot cooked meal or processed food, which will not only attract the children to school but shall provide a supplementing meal. Such meals must be therapeutically ensured.

> Where a cooked meal programme is not possible, appropriate arrangement be made for distribution of nutritionally rich ready-to-eat food.

> A cooked meal programme will enhance the participation of girls in elementary education as has been shown in various studies.

> Side by side emphasis has to be laid on the school health programme.

> A close linkage with ICDS need to be put in place in view of their infrastructure and back up service on evaluation and research.

> Community participation has to be stressed with adequate measures towards their capacity building and advocacy.

> Linkages have to be explored for bringing convergence with poverty alleviation programme for meeting the logistical requirements such as wages of staff, construction of kitchen shed, procurement of utensils, etc.

> Considering the financial crunch being faced by States, it needs to be considered by Government of India for exploring possibility of financial assistance to States/UTs in mobilizing a cooked meal programme in addition to the existing central support.

> There is no doubt that children who are not in the formal school system belong to the deprived sections of the society. It is, therefore, need of the hour to expand the programme to children of such non-formal education system like those in EGS schools, bridge schools and other alternative mode of education.

> Expansion of the programme to the upper primary level will reinforce Government's commitment to UEE and also to act catalyst to achievement of goals set in Sarva Shiksha Abhiyan.

> Involvement of reputed NGOs towards a private initiative and delivery of the programme within the national framework.

> Teacher's involvement be limited to supervision work, particularly, during the distribution of meals.

3.6.7 Strategies for the Tenth Five Year Plan

176. Based on the feedback of the evaluation studies, experiences and opinion of experts and practitioners, the existing scheme of NP-NSPE requires revamping of its structures and functions.

3.6.7.1 *Expanding the Programme to Children of Alternative Education Scheme and also to Upper Primary Classes*

177. Pursuant to the goals set in Sarva Shiksha Abhiyan programme, it would be imperative to include the coverage of the Scheme to the children of non-formal mode of education also. The children studying in EGS centres set up under the Education Guarantee Scheme and Alternative & Innovative Education have, therefore, to be covered. Precluding such students would be detrimental to the achievement of Universal Primary Education. Once the implementation in primary education is consolidated, children of upper primary schools may be explored for coverage commensurate with availability of funds. In addition, the programme may also cover children of weaker sections of the society studying in such private institutions. Coverage of such institutions may be done on case to case basis of those institutions whose efforts for UEE has been commendable. This will go with the targets set in the Sarva Shiksha Abhiyan. About 15 crore children would be targeted for coverage in 6-14 age group of which about 11 crore children will fall in the category of primary education both in formal and non-formal mode.

3.6.7.2 *Emphasis on Nutritional Aspect*

178. The objectives of the programme should centre around provision for a supplementary meal for a child based on sound nutritional principle. A balanced diet is important for children as they are in the formative years of growth during 6-14 years.

3.6.7.3 *Ensuring Cooked Meal/Ready-to-Eat Food*

179. The present practice of distribution of food-grains may be rescinded. The system of distribution of food-grains instead of a cooked meal by a large number of States/UTs has defied the objectives of the current programme - both in terms of enhancement in attendance and retention, and nutritional inputs. Therefore, it is relevant to have a school feeding programme based on the required nutritional needs.

3.6.7.4 *Provision for Adequate Flexibility*

180. Success of the programme would largely depend upon its flexibility. Being a scheme implemented across the country, States and local bodies have to be provided with adequate flexibility in organizing a cooked meal/processed food programme.

3.6.7.5 *Central Assistance for Conversion Cost*

181. As many States have not been able to mobilize a feeding programme and also the fact that some withdrew after having such a programme introduced (J & K and Haryana), it is important that Central Government may explore funds for assisting States/UTs in mobilizing resources for this purpose. Most of such States have exhibited their inability to mobilize funds due to scant financial resources available with them. Therefore, it is necessary to consider some central assistance towards the conversion cost. Presuming conversion cost of Re. 1 per child/school day, the Central Government may assist at least 50% of this towards the conversion cost.

3.6.7.6 *Decentralized Management*

182. The current system of a centralized management is to be replaced with a decentralized management. With the formation of VECs and PTAs/MTAs for schools across the country, it is now possible to involve them in managing the programme. There are adequate evidences on the fact that community support has helped in reducing the incidence of leakages, misutilisations, etc. in the current programme. Therefore, the programme should be based on intense community participation. The district level authority shall be responsible for drawing up manpower requirements from the existing Government of India schemes, particularly, from rural development programmes. Requirement of manpower in the urban areas be explored from the programmes of urban development.

183. At the central level, there is no staff earmarked for the Mid-day Meals Division. Evaluation made by Operations Research Group, New Delhi has recommended for provisioning of adequate staff for handling such a massive programme. Therefore, reasonable staff be provided.

184. Delivery mechanism has to be streamlined. If procurement of food-grains through Food Corporation of India is a compulsion on the part of the Central Government then the present system of reimbursement may be parted with. Instead, States may be provided funds in advance on half yearly basis so that they can procure food-grains as per their requirement from FCI. The FCI must ensure adequate stock in its depots. There should not be any dilution on the quality of food-grains.

185. In the present context FCI districts do not commensurate with the revenue districts in the country. One of the difficulties in lifting of food-grains that the distance between the depot and the school habitation

is so far, it has become difficult for the implementing agencies to transport food-grains at a cost currently admissible to them. In such cases, which may be rare, access to food-grains may be permitted by allowing procurement from local market. However, the cost of food-grains in any case should not be higher than FCI's BPL rates. Such cases have to be allowed only with prior consent of the administrative Ministry.

186. Central support to transportation charges may be made available in advance to States/UTs on half yearly basis. Under existing scheme, food-grains are lifted by private parties who own Fair Price Shops, Cooperatives or by State Civil Supplies Corporations. The margin money for transportation and handling of food-grains as admissible under Public Distribution System is also applicable to Mid-day Meals Scheme. As a special arrangement with the Ministry of Rural Development, the DRDAs were required to make funds available to the lifting agencies and claim reimbursement from this Ministry on the basis of initial expenditure incurred duly certified by a Chartered Accountant. In a number of cases, DRDA provided funds from their own resources to the lifting agencies who later have not submitted details of expenditure to DRDAs for adjustment of advances given by them. As a consequence, many DRDAs are cash trapped. This has led to sharp decline in lifting of food-grains in many States. Therefore, it is suggested that district implementing agencies be provided funds in advance for transportation of food-grains. The advance grants shall be provided to the State Nodal Officer who in turn shall submit the utilization certificate to the Central Government.

3.6.7.7 *Central Support to NGO Initiative*

187. Wherever possible NGO initiative for mobilization of funds required for preparation of cooked meals/ processed food, over and above, the Central/State support, be explored. The contribution of ISKCON, Bangalore towards a Mid-day Meals programme for children of Bangalore rural district has highlighted this need. NGOs with sound reputation may be encouraged to adopt schools/EGS centres for covering the programme.

3.6.7.8 *Defining Teachers' Role*

188. Currently there has been strong resentment among teachers being involved in the programme. There is no denying the fact that involvement of teachers is detrimental to classroom processes and hence they need to be kept out of the day-to-day activities such as preparation of food, distribution, etc. Experience has shown that without involving teachers, the programme can still be successfully run as has been happening in Gujarat and Tamil Nadu. However, it would be appropriate if the teachers take active part in the supervision and monitoring of the programme as they are the closest links between the school activities and children. Moreso, their supervisory role would also have a fair acceptability by the community at large.

3.6.7.9 *Monitoring and Supervision*

189. No monitoring of the programme is possible without a strong MIS. Hence, all possible efforts be made in dissemination of information at all levels. Both in rural and urban areas, VECs, PTAs/MTAs have to play a major role. Capacity building at all level has to be ensured. The existing structures available with the State Governments/UT Administrations and under the Sarva Shiksha Abhiyan and DPEP have to be fully utilized for this purpose.

190. As for the documentation of the monitoring reports, some manpower would be required, therefore, one Assistant-cum-Data Entry Operator on a consolidated remuneration of Rs. 5000 per month may be made available to the District Nodal Officer of each district for preparation of monthly/quarterly reports for onward transmission to the State Nodal Officer. Currently, non-availability of such staff has adversely

affected the programme as many States do not furnish timely reports and also that such reports lack accuracy in many cases.

191. For the supervision purpose, the State Governments shall designate nodal officer at district and State level for overseeing the programme. A Committee at the level of Chief Secretary or Additional Chief Secretary in the State Government may be constituted for the purpose of Apex Level Supervision.

192. Elected representatives have to be involved in the programme.

193. External agencies be selected in each State for periodic monitoring of the programme in addition to the State monitoring apparatus. This will facilitate a cross-checking of the programme. Reputed NGOs, academic institutions, universities, etc. having the capacity to undertake such monitoring be involved. This may be done on random basis by taking 5 to 10 schools in each block of some districts every month. This will ensure transparency in the programme. For this purpose, Rs. 50,000 per annum per block may be earmarked so that a continuous and comprehensive monitoring on a sample basis is undertaken.

3.6.8   Convergence

194. Mid-day Meals programme presupposes the following essentials in addition to the central support:

   (*a*) Funds for conversion cost of food-grains into hot meal/processed food. As suggested earlier, this conversion cost may be shared at a ratio of 1:1 by Central Government and State/local bodies.

   (*b*) A kitchen shed/cooking and storage place in the school premise or at a convenient place is also required. This may be met with the support of the poverty alleviation programmes available under Rural Development Department. Similar possibilities may be explored for urban areas.

195. The State Health Department in association with such other agencies would evolve a framework for continuous health check-ups including immunization, periodic de-worming, etc. Emphasis has to be laid on cleanliness, sanitation, washing of hands before and after the meals, etc.

196. Department of Women & Child Development's assistance may be taken for nutrition education, for creating awareness about hygiene and nutrition education.

197. Support of Rural Development Department may be taken for construction of kitchen and storage place and provision for wages to staff such as cooks and helpers. Similar effort be explored in urban areas. All efforts shall be made by the community to contribute whatever possible in the day-to-day running of the programme.

198. Under the Pradhan Mantri Gramodyog Yojana (PMGY), funds are made available for five priority areas comprising elementary education, primary health, shelter, drinking water and nutrition. Such earmarked funds may be used in the programme items like purchase of utensils, etc.

3.6.9   Effecting a Memorandum of Understanding

199. In order to improve the overall efficiency and credibility of the Mid-day Meals programme, it is necessary to ensure that the programme stipulations are not diluted in any form during implementation. Hence, it would be appropriate to enter into understanding on the non negotiable principles and postulates of the NP-NSPE.

200. Some of these postulates are -

   (*i*) Ensuring active participation of VECs/PTAs and Mother Teacher Associations.

   (*ii*) The funds and the other resources provided are to be utilized for the purpose of the programme only.

(*iii*) States/UTs and the implementing agencies have to ensure free flow of food-grains and other such requirements to the kitchen centres.

(*iv*) A transparent accounting procedure may be ensured.

(*v*) No discrimination be made on the basis of caste, gender, religion, etc. while distributing hot meals/RTE food.

(*vi*) An understanding may be entered with Food Corporation of India for uninterrupted supply of food-grains maintaining the quality and standard by the States/UTs.

(*vii*) Decentralized purchase of commodities such as pulses, vegetables, oil, condiments, etc. required for a wholesome meal.

(*viii*) A continuous reporting system be developed through a user friendly MIS.

(*ix*) Monitoring with the involvement of external agencies enabling cross-checking.

(*x*) Teachers' role be limited to supervision at the school level.

(*xi*) Close linkage be developed with the State Health Department for regular health check ups.

(*xii*) Central Government may ensure periodic evaluation of the programme.

(*xiii*) Reputed NGOs having experience in nutrition programme may be involved for supporting the conversion cost and delivery of the programme in the areas assigned by the State Governments/local bodies.

(*xiv*) The central share towards the conversion cost @0.50 paisa per child per school day is to be matched equally by the State Governments.

(*xv*) State Governments/local bodies to ensure a hot cooked meal/processed food programme.

The MOU has to be entered between Central Government and State Government as well as between State Government and implementing agencies - be it local bodies/NGO.

201. Considering the social benefits already being accrued in implementing the Mid-day Meals programme in Tamil Nadu, Gujarat, Pondicherry, Kerala, parts of Madhya Pradesh and others, it would be worth investing on a nationwide school feeding programme. Though the financial cost appears high, yet considering its benefits the States must provide for a cooked meal/ready-to-eat programme with the onset of the Tenth Five Year Plan. With the central support as has been outlined above, defaulting States must take the opportunity to launch a school feeding programme. It has to be ensured that with the beginning of the Tenth Five Year Plan, the current system of distribution of food-grains is completely phased out.

3.7 MAHILA SAMAKHYA AND OTHER PROGRAMMES FOR GIRLS' EDUCATION

202. The National Policy on Education (NPE, 1986) as revised in 1992 was a landmark in the field of policy on women's education in that it recognised the need to redress traditional gender imbalances in educational access and achievement. The NPE also recognised that enhancing infrastructure alone will not redress the problem. It stated that "Education will be used as an agent of basic change in the status of women. In order to neutralize the accumulated distortions of the past, there will be a well-conceived edge in favour of women.... This will be an act of faith and social engineering... The removal of women's illiteracy and obstacles inhibiting their access to, and retention in elementary education will receive overriding priority, through provision of special support services setting time targets and effective monitoring... (Chapter IV, page 6, paragraph 4.2 and 4.3; NPE-1986, Government of India)".

203. The subsequent POA 1992 recognised that it is impossible to achieve Universal Elementary Education (UEE) unless concerted efforts are made to reach out to the girl child. It highlighted the main areas for action as follows:

➤ A focus on girls who cannot attend formal schools or have had to drop out specially design NFE programmes for out-of-school and adolescent girls with a view to getting them back into the formal stream or qualify for technical or vocational education.

➤ Use of the Open School, distance education systems and other innovative educational programmes to reach out to girls in rural/remote areas and urban slums. Voluntary and community based efforts will be encouraged in this sector.

➤ Coordinated efforts to be made to provide the necessary support services to enhance rural girls' participation and performance, as they are doubly disadvantaged by non-availability of educational facilities and by the work they have to do related with fuel, fodder, water, sibling care and paid and unpaid work. Provision of support services and child care facilities should be seen as a necessary and integral adjunct of UEE.

➤ An important constraining factor for female education is the lack of women teachers in rural areas. Special efforts would be made to recruit women teachers and to augment teacher-training facilities for women so that adequate number of qualified women teachers are available in different subjects, including Mathematics and Science.

➤ Improvement of girls' access to technical , vocational and professional education requires a national programme to introduce and strengthen Science and Mathematics teaching in all girls' schools. A special scheme will be designed to meet the shortfall of Science and Mathematics teachers in girls' schools.

➤ Serious efforts should be made by the Centre and State planners, curriculum developers and administrators to consciously encourage participation of girls in non-traditional and emergent technologies at all levels. Guidance and counseling for girls should be undertaken as a necessary pre-condition to encourage participation.

➤ Use of the electronic, print and traditional media to create a climate for equal opportunities for women and girls. It will thus play a complementary and supportive role in awareness generation, dissemination of information and communication.

➤ All teachers and instructors will be trained as agents of women's empowerment. Training programmes will be developed by NCERT, NIEPA, DAE, SRCs, DIETs, SCERTs and the University system. Innovative training programmes will be designed with the assistance of concerned organizations and women's groups.

3.7.1 Status of Girls' Education

204. Consistent efforts have been made to improve the participation of girls since independence. However, much remains to be done to ensure Universal Elementary Education for girls. At the beginning of the Tenth Plan, significant gender gaps remain at all levels. The position is even starker when the condition of girls belonging to the Scheduled castes and Scheduled tribes is considered. This stresses the need for increasing resources and strengthening existing programmes for young girls and women's education. These can be seen from the following indicators:

(i)   Enrolment ratio for boys and girls

As on	Primary			Upper Primary		
30.9.1999	Boys	Girls	Total	Boys	Girls	Total
	104.08	85.18	94.90	67.15	49.66	58.79

Source: Selected Educational Statistics 2001

(ii)   **Enrolment ratio of SC boys and girls**

As on	Primary			Upper Primary		
30.9.1999	*Boys*	*Girls*	*Total*	*Boys*	*Girls*	*Total*
	103.57	80.53	92.41	73.57	50.33	62.49

Source : Selected Educational Statistics 2001

(iii)   **Enrolment ratio of ST boys and girls**

As on	Primary			Upper Primary		
30.9.1999	*Boys*	*Girls*	*Total*	*Boys*	*Girls*	*Total*
	112.68	82.73	97.70	70.75	44.79	58.01

Source: Selected Educational Statistics 2001

(iv)   **Drop-out rates**

	Primary			Upper Primary		
	Boys	*Girls*	*Total*	*Boys*	*Girls*	*Total*
1960-61	61.7	70.9	64.9	75.0	85.0	78.3
1970-71	64.5	70.9	67.0	74.6	83.4	77.9
1980-81	56.2	62.5	58.7	68.0	79.4	72.7
1990-91	40.1	46.0	42.6	59.1	65.1	60.9
1992-93	43.83	46.67	45.01	58.23	65.21	61.10
1999-2000*	38.67	42.28	40.25	51.96	58.00	54.53

Source: Ibid

3.7.2   Experience So Far

205. During the IX Plan a number of schemes were undertaken that sought to address the issue of girls' education. These are briefly summarized below:

(i)   Operation Blackboard

206. The Operation blackboard (OBB) started in 1987-88 is a drive to substantially improve the quality of primary schools. In addition to improving the learning environment, OBB focuses on the recruitment of women teachers. In the revised scheme of 1993-94, it has been made mandatory that at least 50% teachers be women.

(ii)   Non Formal Education Scheme

207. A centrally sponsored programme of non-formal education has been running since 1979-80 for out-of-school children in the 6-14 age group. Recognizing that large numbers of girls and working children have been left out of the ambit of education, the Non-Formal Education scheme provides the flexibility, relevance of curriculum and diversity in learning activity to reach out through a decentralized management system.

208. The scheme was implemented in 25 states/ UTs both in the educationally backward states as well as in states having urban slums, hilly, desert, tribal areas and also covers working children.

209. Under the NFE scheme there was a separate budget for girl centres. Of the 2.41 lakh NFE centres, 1.18 lakh NFE girl centres were running throughout the country. During the IX Plan period it was proposed to set up at least 1.2 lakh NFE centres for girls.

210. This scheme has now been replaced by the new EGS & AIE scheme with effect from 1.4.2001. Under this scheme, flexible strategies for out-of-school children, including EGS schools, bridge courses, back to school camps, residential camps for out-of-school girls have been envisaged. Investment has been stepped up and quality issues are being stressed. A new feature is the community management of such centres.

(iii) The Lok Jumbish Programme

211. This programme is being implemented in 13 districts of Rajasthan. A key objective in the Lok Jumbish is " the goal of equity in education between boys and girls".

212. Lok Jumbish goals include ensuring children complete primary education, bridging the gender gap in primary education between girls and boys, making education an instrument of women's equality and an effective involvement of people in educational management.

213. Since girls' education deprivation is the most glaring manifestation of Rajasthan's educational backwardness, a variety of strategies and activities have been adopted. Further, recognizing the need for transformation of social attitudes, the focus has been on people's/women's mobilization and the creation of mechanisms for effective involvement in school management.

214. One of the innovative features of the programme is the' Adhyapika Manch'. As in all basic education programmes, the focus is on recruitment of women teachers. Recognizing that women teachers themselves face several problems both at the workplace and in the domestic sphere, Lok Jumbish has organised forums of women teachers called 'Adhyapika Manch'. These forums serve several purposes of focusing attention on gender issues.

(iv) The District Primary Education Programme

215. The District Primary Education Programme is a national initiative started in November 1994 in selected low female literacy districts, with a holistic approach to reduce gender and social disparities and to universalize access, retention and achievement.

216. To concretize and sustain the gender focus within the programme, gender coordinators have been appointed at the state and district level. At the village level, representation of women in the Village Education Committees has been made mandatory in most States. Women have been mobilized, in some cases through convergence with programmes like Mahila Samakhya. Gender sensitization of all functionaries is a core and continuing activity.

217. An integrated approach to gender has been built into planning and management, pedagogical improvement, affirmative interventions for girls' education and strategies for community mobilisation and participation. Gender reviews of learning material and the overhaul of textbooks have been completed in most States.

218. Supportive activities like ECE have also been addressed thereby freeing girls who have the responsibility of sibling care to go to school. Appointment of women teachers has received priority. Converging with and strengthening the existing ICDS for pre-school education, and extending timings to synchronize with primary school timings is showing a positive impact

219. To reach working girls, minorities and other marginal groups, innovative alternative schooling has emerged as an effective intervention in selected areas.

220. Improvement in educational facilities like opening of new schools within reach of habitations, provision of drinking water and toilets has also had a tangible impact on girls' enrolment and retention.

221. With a conducive environment for girls' education created at the community level, girls' enrolment has shown a significant upward trend in DPEP districts as compared to non-DPEP districts. However, an analysis of trends in DPEP Phase I shows that districts with low female literacy (20-30%) and very low literacy (below 20%) showed the maximum increase in enrolment, while those with moderate literacy (30-50%) showed a smaller rise in enrolment.

(v) Mahila Samakhya: (Education for Women's Equality)

222. The Mahila Samakhya Programme was launched in 1989 as a 100% Dutch assisted project. Subsequently the programme was also extended in some States with funding under the DPEP and UP Basic Education programmes. The Mahila Samakhya programme is currently being implemented in over 9000 villages in ten states in the country (UP, Uttaranchal, AP, Gujarat, Karnataka, Bihar, Jharkhand, MP, Assam and Kerala).

223. Mahila Samakhya is a women's empowerment project which does not aim at service delivery but seeks to bring about a change in women's perceptions about themselves and that of the society in regard to women's traditional roles. It endeavours to create an environment for women to seek knowledge and information in order to make informed choices and create circumstances in which women can learn at their own pace and rhythm. The centrality of education in the struggle to achieve equality is an important focus of Mahila Samakhya.

224. In MS, education is understood as a continuous process of gaining the consciousness and ability to critically engage with one's environment and society and to acquire the knowledge from a position of strength. The principal strategy is to organize women into collectives called Mahila Sanghas and provide them the space and gender sensitive inputs to reflect on their lives, to identify their needs and evolve collective ways to deal with their problems. Women are enabled to question, analyze, learn new ways of thinking and doing, make informed choices and set their own agendas.

225. Through every initiative and interaction, an attempt is made to enhance the women's self-esteem and self-confidence. This is achieved through gaining the trust of women, patiently listen to and respect their concerns, providing information, developing skills and strengthening analytical and decision-making abilities. The effort in all instances is to encourage Sanghas to be self-reliant and act on their own to redress problems. Starting with very small action, the Sanghas have moved to addressing complex social problems that affect their lives.

226. With its emphasis on processes rather than mechanical fulfillment of set targets, the Mahila Samakhya programme affords a good insight into testing the premise that educated and aware mothers will change the world of their daughters. During the course of this journey of learning, Sanghas have demanded literacy for themselves and have directly addressed the issues of girls' education. Persuading parents to send their children to schools, monitoring teacher attendance are fairly common activities of Sanghas in many places.

227. The significant outcomes of the programme have been:

> As a programme that deals exclusively with the issue of education and equality of women, especially women from marginalized sections of society, the emphasis on women and girls has been maintained at all times and in all aspects and strategies of the programme.

> Its emphases on processes and its non-negotiables have enabled the programme to evolve innovative and effective educational interventions that have responded to the needs of the women and girls.

Institutions like the Mahila Shikshan Kendras, Bal Mitra Kendras, Jagjagis have not only responded to specific needs, but have also enabled a learning process that responds to the need for women's equality.

➢ Creation of a gender sensitive curriculum.

➢ Creation of an environment for learning for girls and women, through community mobilization and collective action. This includes women taking collective action to send girls' to school, tackling social issues like delaying the age of marriage of girls which impinge on the education of girls etc.

3.7.3   Recent Initiatives for Girls' Education

(i) EGS and AIE Scheme

228. The scheme of NFE has been revised. Under the new EGS & AIE flexible strategies for out-of-school including EGS schools, bridge courses, back to school camps, residential camps for out-of-school girls' have been envisaged. Investment has been stepped up and quality issues are being stressed, a new feature is the community management of such centres.

(ii) Sarva Shiksha Abhiyan

229. Mainstreaming of gender in all proposed interventions through District Elementary Education Plan is postulated as a core to the proposed Sarva Shiksha Abhiyan.

230. The programme norms have a provision of Rs 50 lakhs per district for innovative projects, which will include interventions for computer-enabled education, early childhood education and girls & SC/ST education. In addition to the above, there is provision for free textbooks up to Rs. 150 per head to SC-ST children and to girls.

231. The scheme also allows for:

➢ Mobilization at habitation/ village / urban slum level.

➢ Books and stationery.

➢ Back to school camps for adolescent girls.

➢ Model clusters.

➢ Any other innovation.

3.7.4   The Approach in the Tenth Plan

232. The experience of DPEP and Lok Jumbish has shown that a strong gender focus can be built into larger UEE/ UPE programmes, for macro-level changes like a gender review of textbooks and mobilizing for girls' education. Further, to ensure that the gender focus is not lost, these programmes have commenced their planning with gender assessment/social assessment studies, which have informed the Plan preparation.

233. To further ensure that gender concerns are not relegated to the background during implementation, gender coordinators have been appointed at the State and district levels. Some States have also appointed staff for gender at the sub-district level, particularly in clusters that have the poorest educational indicators for girls. At the village level, women's groups and MTAs and mothers' groups have been formed.

234. The perspective and annual work plans of the districts have been appraised at the national level through the gender unit to see if the State is addressing gender concerns and to facilitate it in planning and implementation.

235. This approach has largely been successful. These programmes have ensured that States are looking

into gender issues as a part of their planning process. Gender sensitization has been included as a part of the teacher training modules and almost all States have completed a gender review of textbooks.

236. Some States have taken additional initiatives. Kerala undertook a classroom processes study to make the classroom more gender sensitive; as a National initiative, this is now being undertaken in all DPEP States. Uttar Pradesh, Gujarat and Andhra Pradesh took up clusters with adverse ratios for an intensive multi-pronged approach to girls' education, special drives were undertaken for girls; enrolment and retention in some States, mothers groups took over the running of AS centres for girls in Bihar. These efforts have, however, been sporadic.

237. Experience in the programmes has shown that large omnibus UPE/UEE programmes can significantly impact girls' education. The large reach of such programmes ensures that strategies can reach a larger group in short periods of time. However, the need for greater emphasis in certain backward pockets has not always been recognised. While issues like enrolment and retention have been addressed by States, issues relating to pedagogy, building the self-esteem and confidence of girls and removing gender stereo-typing have been only partially addressed. It has been seen that other issues can easily overtake gender issues, since gender remains only one of the concerns in the programme. The staff at the higher levels of the programme are recruited or selected from the education system. Their focus also, therefore, remains largely on pedagogical issues.

238. The experience of the Mahila Samakhya programme has shown that concerted attention on women's and girls' education requires a separate thrust. This ensures that gender concerns are built into every intervention and strategy and are not lost sight of in front of larger UEE targets. It has also enabled the building of capacities for girls' education, in terms of staff, in terms of institutions and teaching learning materials. Girls in the programme are more aware, self-confident and aware of gender issues as these are thrust areas in the programme. These are reinforced through both the education process as well as the grassroot processes in the Sanghas that impact on the family and the community.

239. The programme has also been able to focus on marginalized communities. These are the communities that are the hardest to reach and to bring into the educational stream, since they are inhibited by livelihood issues and socio-cultural issues and taboos. The effort needed to bring these girls in the system is greater than other communities.

240. The thrust areas for the Tenth Plan include the following:

> Specific measures to bring the girl child to school. This should include issues of access as well as socio cultural and economic factors that prevent girls from attending school.

> Focus attention within the community, especially on Women for raising awareness relating to girls' education. Efforts should be made to ensure peer pressure on guardians for girls' education.

> Provision of necessary infrastructure like toilets for girls.

> Provision of support services like childcare to enable girls to attend school.

> Special efforts would be made to recruit women teachers and to augment teacher-training facilities for women so that adequate number of qualified women teachers are available in different subjects for greater recruitment of female teachers.

> To encourage greater participation of women in structures like the Village Education Committees, Parent teacher associations

> Each programme to spell out in concrete terms its concern for girls' education and gender equality.

> To use distance learning modes to promote education of girls.

> To encourage contextual need based and flexible learning systems for adolescent girls who have been denied access to formal education.

> The gender experience and capacities built in the education sector in ongoing programmes like Mahila Samakhya to be used to integrate gender concerns in other programmes of the Department, as also to plan, monitor and evaluate these programmes.

> Gender concerns will be a thrust area for teacher training programmes, both pre-service and in-service. Under programmes like DPEP, efforts have been made to integrate gender concerns in the in service teacher training programmes. However, similar effort has not gone into pre-service training courses. Both the levels of training would require greater emphasis. For this NCTE, SCERTs and DIETs and other institutions handling teacher training will be encouraged to set up women's cells.

> To create national and State capacities for planning and implementing programmes for the education of girls. For this purpose a National Resource Centre for the education of women and girls be set up.

241. During the Tenth Plan, a two-pronged approach, including gender mainstreaming and introduction of specific schemes for promoting the education of girls and women, is proposed:

(i)   *The Gender Mainstreaming Approach*

242. This will continue in the District Primary Education Programme, the Lok Jumbish Programme, the teacher education programmes and the mid-day meal programme and will be integrated into the Sarva Shiksha Abhiyan programme. The thrust areas for such programmes shall include:

> Community mobilization to elicit support for girls' education, both in terms of enrolment of girls and their retention in elementary education, particularly in day to day monitoring of progress and performance and creating a supportive environment in the school and village;

> Gender sensitization and training of planners, teachers and educational managers to ensure that girls' education remains an area of focus;

> To ensure girl child friendly classrooms and textbooks and other teaching learning materials, and

> The provision of incentives.

(ii) Gender Specific Programmes

243. Attention will also be given to specific schemes, which focus exclusively on women and girls. This will ensure special attention and earmarking of funds for girls, especially those in educationally backward areas and more disadvantaged groups like the Scheduled castes and Scheduled tribes.

244. Such programmes shall also provide support to UEE programmes for planning and implementation. During this Plan, attention will also be focused on building of resources which will facilitate the training and implementation of such programmes. It is important to ensure that the experience of girls' education reflects in the policy and strategy for larger programmes as well. Suitable convergence measures will be ensured to enable such influence.

245. The schemes will include:

(a) Mahila Samakhya Programme

246. MS was launched in 1988 in pursuance of the goals of the New Education Policy (1986) as a concrete programme for the education and empowerment of women in rural areas, particularly of women from socially and economically marginalised groups. The non-negotiable principles which underlie the scheme

have enabled it to provide an innovative, local specific programme that translates the goals of the NPE and POA into a concrete programme of action. These are:

(*i*) To enhance the self-image and self-confidence of women and thereby enabling them to recognize their contribution to the economy as producers and workers, reinforcing their need for participating in educational programmes.

(*ii*) To create an environment where women can seek knowledge and information and thereby empower them to play a positive role in their own development and development of society.

(*iii*) To establish a decentralized and participative mode of management, with the decision making powers developed to the district level and to Mahila Sangha which in turn will provide the necessary conditions for effective participation.

(*iv*) To enable Mahila Sangha to actively assist and monitor educational activities in the villages - including the primary school, AE, NFE Centres and facilities for continuing education.

(*v*) To provide women and adolescent girls with the necessary support structure, and an informal learning environment to create opportunities for education.

(*vi*) To set in motion circumstances for larger participation of women and girls in formal and non-formal education programmes, and to create an environment in which education can serve the objectives of women's equality.

247. The programme has enabled Sanghas or women's collectives to address the larger socio-cultural issues that have traditionally inhibited the participation of women and girls in the education system. MS has reached the poor and marginal women who have been able to overcome social barriers and are addressing social issues such as child marriage, child labour, and violence against women. The assumption that empowering women will lead to a growing demand for education is confirmed by the fact that in all districts women have come up with requests for literacy and education for their daughters and grand-daughters.

248. The programme has evolved educational institutions which cater exclusively to marginalized girls like the Balika/Mahila Shikshan Kendras, the Jagjagis, Kishori Sanghas and the Bal Mitra Kendras, which address the educational needs of drop-out girls, adolescent girls, working girls etc. A pool of aware women has been created through the Mahila Shikshan Kendra. This has had social implications in terms of delaying marriage of girls.

249. Through the MS process, a Gender sensitive pedagogy and teaching/learning materials are being developed. A gender/girl child-sensitive environment in learning has been created. The programme will be up-scaled geographically and in terms of interventions like the Mahila Shikshan Kendras, while retaining its objectives, autonomy and non-negotiable principles. The geographical up-scaling would include the unserved areas in an already covered village, uncovered villages in districts, which are presently covered and taking up totally uncovered districts and states. The programme's experience shall also be used to provide crucial inputs to UEE programmes.

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

250. This new scheme will be implemented in specific areas with low female literacy and will focus on intensive implementation and monitoring to enable each girl to be tracked, and flexible learning packages to ensure different strategies to suit children in different circumstances, including out of school girls, drop-out girls, working girls, girls from marginalised social groups, girls with low attendance and girls with low levels of achievement to gain quality elementary education and develop the self-esteem of girls through a community based approach.

(c)   Kasturba Gandhi Swatantra Vidyalaya (KGSV)

251. KGSV is a new scheme which will enable the opening of special schools for the girl child, belonging to Scheduled castes, Scheduled tribes and Other Backward Classes and minorities in low female literacy districts.

252. The thrust areas for these specific educational schemes will include:

> To focus on educationally backward areas in terms of girls' education.

> To focus on disadvantaged sections of girls like those belonging to the Scheduled castes, scheduled tribes, minorities etc.

> To tackle gender specific issues that prevent access of girls and women to education.

> To focus on the educational needs of adolescent girls, including special schools.

> To enhance the self-image and self-esteem of women and girls, thereby enabling them to recognize their contribution to the economy as producers and workers, reinforcing their need for participating in educational programmes.

> To provide women and adolescent girls with the necessary support structure, and an informal learning environment to create opportunities for education.

> To set in motion circumstances for larger participation of women and girls in formal and non-formal education programmes, and to create an environment in which education can serve the objectives of women's equality.

> To help girls to overcome socio-cultural and economic factors inhibiting their access to elementary education, including the provision of childcare services.

3.8   NATIONAL COUNCIL FOR TEACHER EDUCATION

253. National Council for Teacher Education has been set up by an Act of Parliament for ensuring planned and coordinated development of teacher education and for the determination and maintenance of standards. The Act came into force w.e.f. 17th August, 1995. As per the provisions of the Act, every institution offering or intending to offer a course or training in teacher education is required to obtain recognition from NCTE. Despite initial resistance to the implementation of the provisions of the NCTE Act, a large majority of teacher training institutions have fallen in line and obtained recognition by NCTE. There are still a few institutions which are yet to obtain recognition from NCTE. Besides, the efforts made by NCTE in bringing under its fold the various teacher education institutions need to be consolidated in the coming years. In view of the above, it is felt that NCTE continues to receive Plan support during the Tenth Plan period by way of meeting the expenditure on salary and other items of recurring nature. Taking an average, requirement of Rs. 40 crore is envisaged for continuing the NCTE's schemes during the Tenth Plan period.

254. NCTE Headquarters and the four Regional Offices, one each at Bangalore, Bhopal, Bhubaneswar and Jaipur are located in rented buildings involving a recurring liability by way of payment of rent. It is proposed that during the Tenth Plan period, NCTE may acquire land and construct its own buildings for its head office and the Regional Offices which would not only lead to creation of assets but also reduce expenditure of a recurring nature. It is estimated that for acquisition of land and construction of building for its head office, there would be a requirement of Rs. 5 crore during the Tenth Plan period. For acquisition of land and construction of buildings for the four Regional Offices, the requirement would be of the order of Rs. 5 crore. Therefore, during the Tenth Plan period, for acquisition of land and construction of buildings, a total requirement of Rs. 10 crore is envisaged.

255. Apart from the various regulatory activities, the NCTE is required to lay emphasis on effective

curricular transaction for planned and co-ordinated development of teacher education. There is a wide variation presently being experienced in standards of teacher education being imparted in the country. It is proposed that during the Tenth Plan period, NCTE may take up plans and activities for quality improvement in teacher education programmes. Taking an annual requirement of Rs. 2 crore for this purpose, an amount of Rs. 10 crore for programmes and activities for quality is proposed.

3.9 NATIONAL BAL BHAVAN

256. Bal Bhavan, founded in 1956 by Pandit Nehru, was conceptualized by him as an out-of-school activity centre for children from all strata of society. In 1961, with setting up of the National Children's Museum both these institutions came under the extended umbrella of Bal Bhavan Society of India. Ever since its inception, Bal Bhavan has been offering multi-dimensional activities to help the children identify their latent talent and providing opportunities for nurturing the same. To galvanize Bal Bhavan movement throughout the country, Bal Bhavan was renamed as National Bal Bhavan in the year 1995. Children come to Bal Bhavan and pursue activities like Creative Art, Performing Arts, Science, Photography, Physical Education, Literary Activities, etc. Over the years, the Bal Bhavan Movement which focuses on providing opportunities for creative co-curricular activities to children with a crew to help, identify and nurture their talents, has been expanded to other States and Union Territories also. Presently, 72 Bal Bhavans located in various State/UTs are affiliated to NBB to facilitate and for reaching out to a still larger number of children, Bal Bhavan Kendras have also been opened in different localities of Delhi. At present, there are 52 Bal Kendras catering to children from the underprivileged sections of society.

257. During the Tenth Plan period it is proposed to strengthen some of the ongoing programmes/activities and also to explore new areas for galvanizing Bal Bhavan Movement. The Tenth Plan Proposals hence comprise the following areas of activities:

(*i*) Ongoing programmes/activities shall continue during the Tenth Plan. The major areas of ongoing activities are - (*a*) Physical Education, (*b*) Creative Art, (*c*) Science Education Activities, (*d*) Animal & Fish Corner, (*e*) Library, (*f*) Integrated Activities, (*g*) National Trading Resource Centre (NTRC), (*h*) Performing Art, (*i*) Photography, (*j*) Children's Museum, (*k*) Bal Bhavan Kendras, (*l*) Cultural Exchange Programme, (*m*) Publication/Production of Literature, and (*n*) Jawahar Bal Bhavan at Mandi Village. Besides, there are also special programmes/workshops namely - (*a*) Director's Conference, (*b*) International Children's Assembly, (*c*) Young Environmentalist's Conference, (*d*) Children's Camps/Trekking Camps, (*e*) Bal Shree Award, and (*f*) Inter Zonal Exchange Programme. Every year, during summer, National Bal Bhavan organizes various creative activities which are enjoyed by a large number of children. National Bal Bhavan arranges construction of works through CPWD. As a regular activity, National Bal Bhavan provides financial assistance to affiliated State Bal Bhavans for specific activities like setting up of science park, museum corner, etc. Under this Scheme, National Bal Bhavan has set up nine tribal Bal Kendras in U.P., Jammu and Manipur recently and a grant of Rs. 1 lakh each was provided. During the Tenth Plan period, some more tribal kendras are proposed to be set up in remote tribal areas.

(*ii*) Strengthening of National Bal Bhavan would include (*a*) Strengthening of existing Bal Bhavan Kendras spread over Delhi. Presently there are 52 Bal Kendras in Delhi and during the Tenth Plan, 50 more Bal Kendras are proposed to be set up in Delhi @Rs.30 lakh per annum, (*b*) Setting up of Research Monitoring and Evaluation Unit, this activity will cost expenditure of Rs.2 lakh per year, (*c*) Construction of residential apartments for NBB staff as they are not entitled to get accommodation under the Central Government General Pool Accommodation Scheme of Ministry of Urban

Development. A provision of Rs.45 lakh is proposed during the Tenth Plan for this activity and, (*d*) Setting up of Children's Newspaper Production Unit.

(*iii*) Opening of State Bal Bhavans in States where there is no such institution. Presently, there are 72 affiliated Bal Bhavans and it is proposed to set up 70 more State Bal Bhavans in States like Bihar, Rajasthan, etc. during the Tenth Plan period. Financial outlay for setting up of a State Bal Bhavan would be Rs. 60 lakh each out of which National Bal Bhavan will bear Rs. 44 lakh.

(*iv*) Opening of Mini Bal Bhavans in North Eastern States (56 Nos. @Rs.8 lakh per Mini Bal Bhavan)

(*v*) International Children's Programmes which may help in strengthening the relations among the countries and also help in developing social and cultural ties. It is proposed to send group of selected India children in the field of creative art, craft, science, music and dance, etc. to other countries during the Tenth Plan.

(*vi*) Replacement of Mini Train into Diesel driven Train. It is proposed to incur an expenditure of Rs. 2 crore for the replacement of steam engine by the diesel engine.

(*vii*) Construction on land allotted to National Bal Bhavan by Ministry of Urban Development. It is proposed to make a provision of Rs. 2 crore for this activity.

(*viii*) Rural Children's Exchange Programme. In order to provide exposure of Bal Bhavan activities to the village children of remote areas, a programme for 15 days visit is being planned for these children under this activity.

SECTION IV

Teacher Education

4.1 PAST PERFORMANCE

4.1.1 Background

1.   As envisaged in the National Policy on Education (NPE) and Programme of Action (POA) -1986, the Centrally Sponsored Scheme of Restructuring and Reorganisation of Teacher Education was taken up in 1987 to create a viable institutional infrastructure, academic and technical resource base for orientation, training and continuous upgradation of knowledge, competence and pedagogical skills of school teachers in the country. The Scheme has the following five components:

   (*i*)   Setting up of District Institutes of Education and Training (DIETs);

   (*ii*) Strengthening of 250 Colleges of Teacher Education (CTEs) and development of 50 of them as Institutes of Advanced Studies in Education (IASEs);

   (*iii*) Strengthening of State Councils of Educational Research and Training(SCERTs);

   (*iv*) Orientation of School Teachers; and

   (*v*)   Establishment and strengthening of Departments of Education in Universities.

2.   The Scheme envisaged setting up of DIETs in each district to provide academic and resource support to elementary education teachers and non-formal and adult education instructors. It also envisaged upgrading of existing teacher training colleges as CTEs/IASEs to organise pre-service and in-service training for secondary teachers and provide extension and resource support services to secondary schools. IASEs are also expected to conduct programmes for preparation of elementary teacher educators; conduct in-service training for elementary and secondary teacher-educators and Principals of secondary schools; engage in advanced level fundamental and applied research especially of inter-disciplinary nature, and provide academic guidance to DIETs and support services to CTEs. Suggested staffing pattern for DIETs/ CTEs/IASEs as given in the guidelines is at Annex 4.1.

3.   So far 461 DIETs, 85 CTEs and 37 IASEs have been sanctioned. The number of institutions sanctioned per State is at Annex 4.2. Teachers are being imparted pre-service and in-service training in about 425 DIETs. More than 16.21 lakh teachers have been given orientation training under the Scheme of Special Orientation Programme for Primary Teachers(SOPT) in the use of OB material and implementation of MLL strategy with focus on teaching of language, mathematics and environmental studies. More than 17 lakh teachers have also been trained in PMOST. Financial assistance amounting to Rs. 643.75 lakh was provided to 19 States for strengthening and upgrading the physical and academic infrastructure of SCERTs to enable them to play the role of state-level apex institutions for supervision and guidance of DIETs, DRUs and other teacher training institutions.

4.1.2 Modifications in the Scheme in the IX Plan

4.   The scheme has been modified in 1993 and 2000 and the upper limits of the norms of central assistance have been raised to compensate the escalation in costs of construction, increase in price of equipment etc. The norms of recurring assistance have also been raised to accommodate increase in pay & allowances,

training expenses etc. The revised financial norms for non-recurring and recurring central assistance are as under:

Non-recurring

(*Rs. in lakhs*)

Institutions	Item	Norms
New DIETs	Civil Works	150.00*
	Equipment	25.00
Upgraded DIETs	Civil Works	90.00*
	Equipment	20.00
CTEs	Civil Works	85.00*
	Equipment	20.00
IASEs	Civil Works	95.00*
	Equipment	30.00

* To take care of increased cost of construction of civil works in hilly areas, additional Central assistance upto 30% of the revised norms would be sanctioned on the merits of each case.

Recurring

(*Rs. in lakhs*)

Institution	Item	Norms
DIETs		
	Salary, fee & honoraria	38.00**
	Training	12.00
	Extension, field interaction & action research	5.00
	Contingencies	5.00

5.   A provision has also been made to grant additional financial assistance of Rs. 10 lakh to 100 fully operational non-DPEP district DIETs for purchase of vehicle, Photostat machine, Fax, resiograph etc, with a view to improving their functional efficiency.

CTEs		
	Salary	7.00
	Training & Extension	8.00
	Research Projects	3.00

IASEs		
	Salary	19.00**
	Training & Extension	10.00
	Research Projects	8.00

** These are illustrative figures representing rough estimation of likely expenditure on this account. Actual reimbursement would, however, differ from institution to institution depending upon the number of posts filled up and programmes undertaken in the relevant year.

6.   As regards strengthening of SCERTs, the allocation of non-recurring assistance has been increased from Rs. 100.00 lakh to Rs. 200.00 lakh for each SCERT during the IX Plan. The enhanced funding will be

shared between Central and State Governments on 50:50 matching basis. Besides, those SCERTs which were provided assistance during the VIII Plan, have also been considered for additional grants on merit of each case upto maximum limit of Rs. 100.00 lakh per institution on a 50:50 matching basis.

7.   Though the norms for construction work have been revised upwards recently for new DIETs and for those where civil works are on-going. However, there is a need felt by the States implementing the schemes for some additional central assistance for those DIETs which have been sanctioned during VII and VIII Plan period and require some funds for boundary walls, essential facilities like electric and water connection and also approach road. In the absence of these facilities these DIETs are facing difficulties and the efficiency of these institutions is affected adversely.

8.   One of the stipulations of the modified scheme is that States/UTs and Central Government would sign Memorandum of Understandings (MoUs) to operationalise and qualitatively improve functioning of the institutions engaged in the implementation of the scheme. MoU concerns steps to be taken in terms of recruitment rules, staffing, capacity building, their link with the field, infrastructure and physical facility etc. that are pre-requisites for creating productive and vibrant institutions for teacher education.

9.   During the IX Plan period, the stress has been on consolidation of the existing infrastructure and resource base created so far, qualitative improvement in the operationalisation of the scheme and for optimum utilisation of the facilities available. During this period, the States were advised to make all the DIETs fully operational and also complete the construction work as early as possible. New proposals are being considered keeping in view the progress of implementation of the scheme in the States.

10.   The scope of SOPT has been widened so as to cover upper primary and secondary school teachers also.

4.1.3   Physical and Financial Status

11.   The total outlay approved for Teacher Education Scheme for the IX Plan (1997 to 2002) was Rs. 953.58 crore. Budgetary allocations made and the expenditure incurred during this period were, however, as under:

(Rs. in crores)

Year	Budget Allocation	Actual Expenditure
1997-98	159.00	89.50
1998-99	159.00	158.08
1999-2000	219.03	150.00
2000-2001	219.53	192.36
2001-2002	220.00	-

12.   The POA envisages one DIET in each district. But under a subsequent decision, priority was to be given to those districts which were created before 31st March, 1997 (approximately 525 districts). Till the end of VIII Plan, 424 DIETs were sanctioned and it was proposed to sanction 100 more DIETs by the end of IX Plan. However, only 35 new DIETs could be sanctioned during this period. Similarly, the POA envisages 250 CTEs & IASEs (200 CTEs & 50 IASEs). 73 CTEs & 34 IASEs were sanctioned till the end of VIII Plan against targets of 75 CTEs & 50 IASEs. The target till the end of IX Plan was 125 more CTEs & 15 more IASEs. Against this 12 CTEs & 37 IASEs were sanctioned during this period. As per the information available, 425 out of 457 DIETs sanctioned so far are operational and others have not yet started functioning due to one reason or the other.

4.1.4   Evaluation Studies

13.   Only a very limited number of studies and evaluations of the operationlization and performance of the institutes established under the Scheme are available. Summaries of recent studies on DIETs by NIEPA and NCERT are placed at Annex 4.3. Some of the issues raised by these studies are as follows:

> ➤ There are wide variations among states in the needs for teacher education and efficacy of the existing institutions.

> ➤ In most states pre-service and in-service education of teachers has been the major activity of DIETs while the non-teaching components, i.e., research, academic support to schools, leadership in the area of pedagogy have lagged behind.

> ➤ A positive policy environment in terms of enabling conditions such as appropriate recruitment policies, training of teacher educators, institutional development is needed.

While a few research studies are available on DIETs, there is tremendous paucity of research on the functioning of CTEs, IASEs and SCERTs.

4.2   TEACHER EDUCATION IN THE CONTEXT OF RECENT DEVELOPMENTS IN SCHOOL EDUCATION

4.2.1   Elementary education

14.   In the 13 years of implementation of the scheme for Restructuring and Reorganisation of Teacher Education, there have been many developments in school education across the country. These have in turn impacted the Teacher Education Scheme.

15.   To begin with, wide variations are visible among the states in the nature and effectiveness of the institutions that they have developed. Differences also exist among the institutions themselves in the extent of initiative taken. Thus, the nature of DIETs in one state is very different from those in another and SCERTs and IASEs across states vary a great deal in terms of infrastructure, expertise and activities.

16.   Further, states have begun to appoint para teachers, an issue that impinges on the nature of pre-service and in-service training. If the nature of teachers appointed by the states, particularly their educational and training status, is changing, then teacher-training institutions need to orient themselves accordingly.

17.   At the same time, resource centres at the block and cluster level have been set up in the District Primary Education Programme (DPEP), which covers more than half of the country. The sub-district resource centres have impacted teacher training and academic support to teachers significantly. In many states, in-service training of primary school teachers has shifted largely to these institutions.

18.   The nature of teacher training itself has changed vastly in DPEP, becoming more activity oriented and need based. With the help of resource centres and resource teachers, it has been possible to train teachers on an unprecedented scale. In many DPEP districts, all primary school teachers have been trained each year for the last five years. As a result, states have demanded changes in the SOPT programme, which has also been made more flexible in the Ninth Plan.

19.   Yet another related development in DPEP has been the formation of resource groups at the state; district and block/cluster level, comprising teacher educators, outstanding teachers, NGOs. These resource groups have often been highly effective in implementing teacher training programmes and leading other pedagogic improvement programmes such as textbook renewal. Through these resource groups and other modalities, the collaboration between government and non-government organizations has increased substantially in the fields of textbook development and teacher training.

20. Notably, in the last few years the major focus area has been primary education. While initiatives related to pre-primary education and upper primary education have been taken, these have not been as intense as those for primary education.

21. Many of the developments mentioned above are to be carried further in the Sarva Shiksha Abhiyan (SSA) which will cover the whole country. In its present form, regarding Teacher Education, SSA has the following budgetary provisions:

1. There is provision of 20 days' in-service training for all teachers, 60 days' refresher courses for untrained teachers and 30 days' orientation for freshly recruited teachers @ Rs.70/- per day.

2. Regarding block and cluster resource centres, there is provision for BRC construction upto Rs. 6.00 lakh, CRC construction upto Rs. 2.00 lakh and deployment of upto 20 resource teachers in blocks with more than 100 schools. There is provision of furniture etc. of Rs. 1.00 lakh for BRCs and Rs. 10,000/- for CRCs along with an annual contingency grant of Rs. 12,500/- for BRCs and Rs. 2,500/- for CRCs.

22. Apart from the above, which have direct relevance for Teacher Education, SSA also provides for a research, evaluation, supervision and monitoring grant upto Rs. 1500/- per school per year, a teacher grant of Rs. 500/- per year for primary and upper primary teachers for teaching-learning material and a teaching-learning equipment grant for those upper primary schools which have not been benefited in Operation Black Board upto Rs. 50,000/-.

4.2.2 Secondary Education

23. While there has been considerable focus on elementary education, particularly primary education, in the last decade , issues related to secondary education have not received the same attention. Moreover, the Department of Education has now been split into two Departments: Department of Elementary Education and Literacy and the Department of Secondary and Higher Education. The Teacher Education Scheme is at present handled by the Department of Elementary Education and Literacy.

24. Because of the above factors, the Group could access limited information regarding education of secondary teachers. The need for systematic planning in this area was noted.

4.3 PROPOSALS FOR THE TENTH PLAN

4.3.1 Need to Continue Central Support to Teacher Education

25. The need to continue central support to Teacher Education was considered in detail, regarding which several critical issues emerged. Firstly, the development of teacher education institutes, particularly DIETs, in different States across the country has been uneven. States with strong traditions of education, especially southern States, have been able to develop these institutions well. However, the northern and eastern States have not had similar success. Withdrawal of central assistance at this stage would be particularly harmful to the latter group of states, which also have the most severe problems with respect to education. Moreover, even in States where the Scheme had done well, DIETs had just come of age and are now at the take off point. Withdrawal of central support at this point could undo much that has already been achieved. Interaction with States confirmed that at this time many States are facing a financial crunch, and withdrawal of funding from the Centre would adversely affect teacher education. Secondly, many States have begun to appoint para teachers. The training and professional development of these teachers are now critical issues which will have a critical impact on the quality of schools in individual states. Finally, the development and support for sub-district centres, that have been set up in DPEP and are to be continued in SSA, has

become an important issue for Teacher Education. These sub-district centres in turn need support from the district and state level. If State and district level institution are able to develop these institutions well, then a wide network to support, train and motivate teachers will become available, with obvious benefits to quality of schooling. For this, State and district level institutions themselves needed to be centres of excellence. Withdrawal of central assistance for Teacher Education at this stage would be extremely harmful for quality of schooling across the country.

4.3.2 Modalities for Central Funding in the Tenth Plan

26. The critical issue for central assistance to Teacher Education was not whether central assistance for Teacher Education should be continued or not, but the way in which the Centre should assist the States in raising standards of Teacher Education and improving the overall quality of schooling. The experience of States across the country was discussed in great detail. It was felt that accountability of State Governments and encouragement of state initiative needed to form the bedrock for further central support. Institutional initiative for SCERTs, IASEs and DIETs needed to be encouraged. This would involve close monitoring and supervision on the one hand, and flexibility to encourage initiative and promote success on the other. Also, the focus in institution building needed to shift from provision of physical infrastructure to capacity building of teacher educators, their actual interaction with schools and contribution towards improving the quality of schools. It was further agreed that there was need to begin relating these inputs to actual learner outcomes, and for this, initiatives to measure learner outcomes needed to be begun simultaneously.

27. Given the experience of uneven development in teacher education across the country, there is need to introduce ways in which States could be held accountable, institutional and State Government initiative could be encouraged, genuine professional development could be ensured and the overall quality of schools could inform the developments in teacher education.

28. Following are the major principles/criteria for central funding to Teacher Education:

    (*i*) Central funding for Teacher Education should be based on plans formulated by states as per actual need. In other words, each State would be expected to prepare a comprehensive plan for teacher education, delineating clearly its needs and priorities. This plan would then be scrutinized at the Central level, possible modification made with the agreement of the State and then funded. The recruitment policy of teachers, particularly in terms of qualifications and demand and supply of teachers, would be articulated clearly in the plan.

    (*ii*) Central Government funding to Teacher Education should be conditional to the states putting in place basics, such as appropriate recruitment policies, role definition of Teacher Education institutes, their links with schools, etc. Thus placement of appropriate faculty, maintenance of buildings, supervision and support from the state level would be pre-requisites for central funding.

    (*iii*) Innovative practices in Teacher Education, as well as involvement of resource institutions within and outside government, should be encouraged to improve its quality.

29. The following have been identified as thrust or focus areas in Teacher Education for the Tenth Plan:

    (*i*) Development and strengthening of Teacher Education institutes—This includes an enabling policy environment, assessing institutions in terms of their functioning, capacity building and encouragement of institutional initiative.

    (*ii*) Training of teachers, pre-service as well as in-service—Firstly, training of para teachers, especially if untrained, needed emphasis. Secondly, pre-service and in-service training needed to be upgraded qualitatively. Formalisation of in-service training in terms of accreditation etc. needed to be considered to ensure quality.

(*iii*) Professional development of practitioners, i.e. teacher educators, managers and others—This was identified as a major emerging need for improving the school system as a whole.

(*iv*) Assessment of students and ways of testing achievement levels—Systematic learner evaluation needed to begin so as to orient teacher education towards quality improvement in schools.

30. Thus, for the Tenth Plan, the focus areas identified were institutional development, qualitative improvements in teacher training, professional development of teacher educators and practitioners, focus on learner achievement levels in the context of state level planning and responsibility on the one hand, and increased involvement of resource institutions of all kinds on the other.

31. To ensure this, a two-pronged strategy can be adopted. Firstly, each state can be asked to make its own plan and budget for teacher education. Secondly, a committee or committees of educationists, administrators and State Government representatives can be set up which can take decisions regarding the flow of funds as per need and well directed goals. Each State will be expected to prepare a broad perspective plan for Teacher Education, identifying thrusts for the plan period and broad budget needs, year-wise and activity-wise. Annual plans based on perspective plans will be prepared each year. The scenario envisaged is that every year, each state will present its plan and budget to the committee which will approve it with modifications agreed after discussions with the State. While the perspective plan is considered important , flexibility will be allowed in annual plans to incorporate learnings from previous years. If certain changes in the activities proposed in the perspective plan are deemed necessary, the Committee will be empowered to approve these.

4.3.3 Focus Areas

4.3.3.1 Institutional Development

32. In the Tenth Plan, the focus of Teacher Education needs to shift to creating an environment that fosters growth, vibrancy and genuine involvement with education among teacher trainers. To this end, funding of teacher education institutes needs to be made flexible on the one hand, and linked to performance on the other. The possible mechanisms for funding different kinds of teacher training institutes based on need, performance and future vision are discussed below:

4.3.3.1.1 District Institutes of Education and Training (DIETs)

(*i*) *Essential Conditions*

33. Certain basic enabling conditions need to be put in place by the State Governments for these institutions to develop. Four of the most critical enabling conditions for these institutes are:

(*a*) *Role Definition*: The role of DIETs envisaged is as key institutions for universalising elementary education. The specific needs to achieve UEE vary from area to area, and each DIET needs to address its area specific needs. This role and activities that need to be undertaken have to be articulated and communicated clearly by the State Government. It is found that where the State Government's expectation from these institutes is clear, and the same has been communicated to them, the institutes tend to perform well. At the state level, clarity is needed regarding the educational needs of the state and the role of the DIETs in addressing these. For instance, the State should be able to match its shortfall of trained teachers with pre-service teacher training in DIETs, important areas for academic improvement etc. Moreover, modalities for the DIET to play its role, e.g. visiting schools, planning for the district, making perspective plans for teacher education,

local material development, taking up joint projects with resource centres and schools should be clearly specified.

(b) *Recruitment and Placement of Faculty*: This is a critical factor. Where well-qualified and motivated persons have been placed in these institutes, they have performed well. Appropriate recruitment rules, stable tenures, continuity of professional interest, avenues for promotion and recognition for the faculty are important contributors. But it is disturbing to note that many states have not developed adequate recruitment and placement policies, but have posted faculty in an adhoc manner, so that in such states DIETs have become parking slots for persons wanting to stay in a particular place. Institutional growth and development is virtually impossible with this kind of adhocism. While recruiting and placing faculty in DIETs, states may consider alongwith the NCTE norms:

  (*i*) Placing/promoting outstanding school teachers

  (*ii*) Hiring persons on contract from NGOs.

  (*iii*) Allowing for deputation from universities and other institutions.

A critical issue that needs to be addressed is recruitment of appropriate principals. The leadership of an institution is critical to its development, especially in the initial stage. It is expected that States will pay special attention to recruitment of institutional heads.

(c) *Linkage with Schools*: Where DIETs have established strong linkages with schools and sub-district resource centres, they have flourished. These linkages have been established through training of teachers, visits to schools and resource centres, effective participation in teachers' meetings, undertaking joint projects with schools, linking pre-service courses to active collaboration with schools, action research and the like. However, in many states, these institutes have remained isolated, with little exchange among the faculty of the institute and school teachers. Such isolated institutes have not been productive, and states need to establish strong linkages among DIETs.

(d) *Regular and Timely Fund Flow*: In many states, the DIETs' work is obstructed because of paucity of funds. Delay in making annual plans, approvals at various levels etc. cause considerable problems. Timely availability of funds is a prerequisite for appropriate functioning. The above four conditions are identified as the most basic for stimulating growth and development of DIETs. It is, therefore, proposed that further funding of DIETs be linked to the state governments taking satisfactory action on the above three points. It is proposed that before Central funds are made available to the state governments, the Central government may satisfy itself (possibly through the mechanism of the committee) with the fulfillment of these three basic conditions. In case of the State Governments not fulfilling the above criteria, the reasons can be investigated and a time frame can be set in consultation with the State Government to fulfil the above.

34. While the above are identified as essential conditions for funding, there are others which form the basis for well functioning DIETs. The support provided from the state level in terms of capacity development, opportunities for sharing experiences, supervision and monitoring, mechanisms for peer review, autonomy for functioning form the basis for institutional development. Yet another area of concern is the nature of sub-district resource centres, and their linkage to DIETs. These shall also be reviewed by the committee.

(ii) State and District Specificity

35. The wide variations in districts across the country, across the states, as well as within states in educational development needs to be addressed adequately in the teacher education scheme. For instance, low literacy districts in tribal areas of Madhya Pradesh and Orissa are very different from the highly literate districts in Kerala. Districts in the North Eastern States are yet more dissimilar educationally. This

difference is also highlighted in the need of various states for pre-service teacher training. While in some areas there are still large gaps of trained teachers, in others surplus teachers are trained every year. Similarly, in many areas DIETs need to address development of local materials and languages which may be different from the standard language. While in some districts of the country, elementary education is nearly universal, in others there are a large number of dropouts at the primary stage itself. These varied conditions need different kinds of institutional support.

36. In this context, it is recommended that each State be encouraged to rethink the structure of its DIETs as per needs of the district and effectiveness of the institution. Notably, the blind following of the seven-branch structure recommended in the DIET guidelines has not always produced good results. Moreover, states should be encouraged to plan different kind of structures across districts. Thus in some districts, where the backlog on untrained teachers is large, a State may choose to develop the DIET to impart pre-service teacher training to a large number of trainees, while in others where adequate trained teachers are available, it may become a centre for academic support for in-service teacher training, depending on need and demand. It is proposed that for the Tenth Plan, each State be required to propose its own structure for DIETs which could vary within the State also. The nature of DIETs proposed by each State would have a definite bearing on the sub-district resource centres. Thus, it is very necessary that while making proposals for DIETs, states take into account the role, structure and functions of their sub-district resource centres.

(iii) Institutional Development Plan

37. Development of DIETs as institutions will be a major focus area for the Tenth Plan. To this end, each DIET will be encouraged to make an institution development plan for itself, defining its role in its context and setting goals for itself. Special attention will be paid to development of libraries in DIETs, as well as providing computer facilities so that the faculty can access a wide range of information.

38. A significant issue for the developments of DIETs is that of faculty development. At present, very limited initiatives have been undertaken in this area. This is one aspect which needs considerable attention in the Tenth Plan. The following methodologies for faculty development are identified:

(a) Training of DIET faculty in resource institutes across the country. This would include not only NIEPA and NCERT, but also government and non-government institutes such as the Tata Institute of Social Sciences, Moulana Azad Centre for Education Delhi University, other university departments and also non-government organisations. All DIET faculty will be made computer literate.

(b) Exposure visits within the country and possibly also outside the country to see innovations in education.

(c) Networking and sharing among DIETs and other academic institutions on professional issues. This would include the distance mode, especially computer-based interaction.

(d) Establishment of district resource groups to think through pedagogic strategies and conduct training programmes.

39. The above institution development activities are proposed to be taken up only for states where the basic minimum requirements i.e. role definition, appropriate recruitment and placement of faculty, linkages to schools have been fulfilled. Particularly, unless appropriate faculty is in place, capacity building and training have little meaning. It is proposed further that the above training programmes be state specific, planned by a Central team in consultation with the State, looking into its needs and priorities.

(iv) New DIETs

40. While a large number of DIETs have been established in the 8th & 9th Plans, in the same period many

new districts have been created. There is a demand from States for setting up DIETs in these newly created districts. It is proposed that the establishment of new institutes be linked to the number of teachers. Further, new DIETs should be set up only in those States where the existing ones are functional. New DIETs will be sanctioned only if States take steps to improve sub-standard DIETs. 132 new DIETs are expected to be set up in the Tenth Plan, 50% of which would be telescoped DIETs.

41. Proposed funding norms

(*i*) Upon approval by the committee, funds will be made available as per the following maximum norms on a recurrent basis to existing DIETs.

		(*Rs in lakhs*)
Salaries, fees and honoraria*		38.00
Office contingencies		5.00
Programme funds (as proposed)		17.00
Total		60.00

(*ii*)	New DIETs	Civil works	150.00
		Equipment	25.00
	Upgraded DIETs	Civil works	90.00
		Equipment	20.00

* State to decide its own staffing pattern

(*iii*) Infrastructure to existing DIETs:

Upto a maximum of Rs. 20.00 lakh (provided the total cost does not exceed Rs. 150.00 lakh in case of new DIETs and Rs. 90 lakh in case of upgraded DIETs) for the following facilities if these have not been provided for:

(*a*) Boundary wall.

(*b*) Drinking water.

(*c*) Electricity.

(*iv*) Rs. 5 lakh for each DIET for upgradation of libraries, computer facilities and other modalities for strengthening institutions.

(*v*) Capacity building of Teacher Educators: Upto Rs. 2 lakh per DIET per year. This amount will not be made available to individual DIETs automatically. It will be provided to institutions that propose to run programmes for DIET faculty.

4.3.3.1.2   Colleges of Teacher Education (CTEs) and Institutes of Advanced Studies in Education (IASEs: Secondary Education)

42. The main objective of CTEs has been training of secondary school teachers. It is therefore logical that CTEs be transferred to the Secondary and Higher Education Department which can then monitor these institutes and provide necessary support.

43. With IASEs, the situation is somewhat different. While these institutes offer pre-service courses for secondary teachers, they are also expected to play a role in education of teacher educators for elementary education and promote excellence in elementary education. This aspect of the IASEs is discussed in Section (*c*).

44. With respect to secondary education, it is noted that only 85 CTEs and 37 IASEs have been strengthened and that only physically. No evaluation of the level of their performance with reference to the objective of their establishment is yet available for understanding the situation. An exhaustive review of secondary teacher education institutes, which number more than 800, is necessary. It is clear that systematic planning for education of secondary teachers encompassing a much greater number of institutions is needed. It is recommended that:

(a) A review of the status of existing training colleges for secondary teachers was essential to identify measures needed to develop them as CTEs/IASEs. The need for CTEs and IASEs in each State could be ascertained in terms of the needs for secondary teacher education, and identified institutions could be strengthened. This could include:

   (i) equipment for laboratories and workshops.

   (ii) strengthening the library with books and journals.

   (iii) computerization.

   (iv) support for additional academic staff in area of special concern.

   100 new CTEs and 20 new IASEs are expected to be set up during the Tenth Plan.

(b) Once the above is achieved, the identified CTEs/IASEs would need to get more seriously involved in improving the quality of Teacher Education. Specifically, this would involve:

   (i) Each CTE/IASE is asked to prepare its individual plan of development mentioning the areas in which it needs to be strengthened. This approach would be better rather than offering them on a uniform scale what the scheme visualizes in general for such institutions. Necessary provision of funds for institutional development plans may be made after examination.

   (ii) The CTEs/IASEs may be required to make a need assessment survey in the areas of their jurisdiction. On an average, a CTE/IASE should have the responsibility of development of Teacher Education in 2-3 districts. It should draw up plans of need based professional development of secondary teachers in a systematic manner, with provisions of periodic monitoring and feedback.

   (iii) CTEs and IASEs would be expected to develop schedules and materials of in-service teacher training to cover the secondary teachers and implement the NCTE project on imparting IT literacy to the teachers.

45. Proposed funding norms

The following ceilings are suggested for each CTE and IASE for programmes related to secondary education during the plan period:

(Rs. in lakhs)

New CTEs		New IASEs	
Civil Works	85	Civil Works	90
Equipment	20	Equipment	30

Existing CTEs & IASEs
Programme funds 100.00
(including salaries for extra faculty needed to run the programme as well as facilities.)
Capacity building institution development for CTEs: 2 lakh per CTE.

4.3.3.1.3   Role of Institutes of Advanced Studies in Education (IASEs) in elementary education

46.   The performance of the 37 IASEs established in the VIII and IX Plan has been extremely varied vis-a-vis elementary education. For instance, while IASE Delhi has shown major initiative in developing the B.El.Ed. course and the Lok Shala Programme, the same is not visible in all such institutes across the country. In some IASEs, the emphasis has been on improving infrastructure while the programme components have not taken off. Elsewhere, IASEs have suffered because of poor coordination with State Education Departments. To develop IASEs as genuine institutes of excellence for elementary education, funding needs to be flexible and linked to actual performance. Support of IASEs would follow the following criteria:

(a)   Since there are only a limited number of IASEs in the country, it is proposed that funding to IASEs be allocated on the basis of performance and the plans prepared by these institutes. This would ensure that funding is made available only when the IASE makes a positive contribution to school education.

(b)   To this end, special support should be given to IASEs which already have a vision.

(c)   It is also found that at present there are no mechanisms for peer interaction and evaluation, forums for which need to be created. It is also proposed that exchange programmes among IASEs and with other institutes be taken up.

(d)   IASEs may be encouraged to formulate programmes for teacher educators.

(e)   IASEs may be encouraged to involve academics from other departments.

(f)   IASEs may be encouraged to take up innovative programmes.

47.   Funding of IASEs will be linked to programmes proposed to be conducted by the IASE. The IASE will propose the programmes/projects it plans to conduct. These programmes/projects will be scrutinized and if found suitable, these will be funded. In the conduct of these programmes, additional facilities needed in terms of buildings, equipment and faculty salary etc. will be provided. Provision of such facilities will be linked to performance.

48.   Proposed funding norms

The ceiling for each IASE for funding for activities related to elementary education during the plan period will be as follows:

Programme funds:
(Including salaries for extra faculty and facilities needed to run the programme)   Rs. 125 lakhs
The Central Government will fund a maximum of 3 IASEs
in each state and will attempt to fund one IASE in each state.

4.3.3.1.4   State Councils of Educational Research and Training (SCERTs)

49.   The SCERTs are the lead academic institutions in the state. However, it is found that except for a few states, these institutes are not being run in a professional manner. On the other hand, experience has shown that if the SCERT of a state is weak, a certain lack of capability prevails in teacher education in the state in general, because co-ordination and support mechanisms remain poor. Thus where SCERTs are not well developed, DIETs and sub-district resource centres are also affected adversely. Consequently, strengthening of SCERTs is identified as a key area for teacher education in the Tenth Plan.

50.   The following issues are identified as crucial basic conditions to be fulfilled by State Governments for strengthening of SCERTs :

(*i*) *Recruitment of appropriate faculty*: In many SCERTs, faculty has been posted on an adhoc basis from existing high school teachers. This leads to many unsuitable people being posted in the SCERTs. Particularly important, in this context, is the Director of the institution. While in some states, people of caliber and experience are posted as Directors, in others this is not done. Each state needs to define the kinds of people it needs for the SCERTs, and develop appropriate rules and mechanism.

(*ii*) *Linkage to DIETs, resource centres and schools*: In many states, SCERTs are fairly isolated institutions and do not have much interaction with the DIETs, resources centres or schools. On the other hand, in states like Gujarat where the SCERT is linked closely to DIETs, both the institutions have benefited. The role of SCERT, and their linkage to DIETs needs to be defined carefully.

(*iii*) *Autonomy of SCERTs*: A few states have made their SCERTs autonomous, and the results have usually been positive. This is another area of consideration.

(*iv*) Maintenance of buildings, etc.

51. It is proposed that development of SCERTs be given high priority in the Tenth Plan. Further, it should be made contingent upon the states' addressing the above issues. Each SCERT should be encouraged to prepare its own institutional development plan and funding can be made available on the basis of this.

52. On satisfying itself that due attention has been paid to recruitment of faculty and service conditions, role definition and autonomy of SCERT, the Central Government will fund the following activities for strengthening SCERTs as well as enabling these institutions to strengthen school education:

(*i*) Capacity building and training of SCERT faculty : This is a priority area for an institute that is expected to provide leadership. At present, in some SCERTs, persons looking after curriculum development have not received even a single training in this area, do not have interaction with other professionals and have no ways of keeping up with recent developments. This situation needs to be remedied urgently. Capacity building programmes for SCERT faculty will be funded.

(*ii*) Development of infrastructure, particularly availability of computers and hostel for residential training programme.

(*iii*) Establishment of cell for computer education, as this is seen as the concern for the future. SCERTs should be equipped to plan for computer education curricula, teacher training etc. at the school level.

(*iv*) Strengthening of cells for teaching of English language at the elementary level as States are increasingly introducing English in primary grades.

(*v*) Strengthening of pre-service education.

(*vi*) Development of modalities for certifying in-service education and linking it to promotion etc.

(*vii*) Activities and development of resource groups composed of teacher educators, teachers and non-government organisations for facilitating school improvement.

53. Proposed funding norms

➢ A ceiling of central assistance of Rs. 2 crore per SCERT, as per its approved plan.

4.3.3.2 *Professional Development of Teachers*

54. The quality of teaching and teachers is integrally linked to the quality of learning of the learners. If the major objective of universalisation of quality elementary education is to be realized, it is essential to find adequate number of qualified teachers for provision of opportunities of education.

55. The issue of teacher education is linked intimately with that of teacher recruitment. A major issue that has impacted teacher recruitment policies recently is that the majority of educated youth are in the urban areas, while the demand for teachers is in the villages and remote areas. It has been the experience for many years that urban youth when posted in the villages, tend to stay in the nodal towns and travel to their place of work, sometimes reaching late and sometimes not at all, thus drastically reducing the teaching-learning time available to the learners. Also, the often negative attitude of the urban oriented teachers towards the reality of the rural poor has had a negative effect on the learning quality of rural children.

56. Hence, in the recent past, there has been a move to decentralize recruitment and to make the teacher accountable to the local community of parents. In such a situation, it is not always possible to find trained teachers at the local village or even nearby village. Some of the newly recruited para teachers may be ill equipped to teach - particularly beyond class 3. There is as yet no long-term career development plan for these teachers. Consequently, this situation could very quickly deteriorate into low quality education. In order to prevent such a situation, it would be necessary to institute a proper career development plan for these teachers. As yet the estimated number of para teachers are not available, and the situation is a rapidly changing one. For training of large number of para teachers, the distance education mode may need to be explored.

57. Related to the issue of recruitment of para teachers is the whole issue of pre-service education of elementary teachers. So far pre-service education has been structured on the premise of centralized (at least at district level) recruitment of qualified teachers by the States. To the extent that this premise changes, the structure of pre-service training of teachers would need to accommodate it. A comprehensive review of pre-service training needs in each district would be in order. In some districts, these may need to be enhanced, while in other districts, where backlog of untrained teachers has been finished, less capacity may be needed.

58. Secondly, the quality of pre-service education needs continuous strengthening. In primary education, there have been many new developments and qualitative changes, especially in DPEP. These need to be fully integrated in the pre-service curriculum. It would be worthwhile in the context of pre-service education to learn from innovations instituted across the country: one such innovation being the B. El. Ed. course instituted by the Maulana Azad Centre for Education in Delhi University besides the integrated courses of NCERT.

59. Two identified gap areas in pre-service as well as in-service training too need to be considered for teaching development. Firstly, in recent years there has been some focus on education of primary school teachers, but not on teacher education for the upper primary level. Focus on this is needed. Secondly, pre-primary education has emerged as a very crucial and important element in a child's overall development. The provision of pre-primary education, both private and public, has increased manifold. There are, however, very few avenues for training of pre-primary teachers. This is a gap that needs to be filled.

60. For the cadre of permanent teachers too, regular development opportunities need to be made available. At present most of the in-service teacher training has been either under the aegis of SOPT or DPEP - both integrally connected with the transaction of current/or newly changed textbooks. There is also need to consider in-service training independent of present curricular transaction needs, to enhance pedagogical abilities of teachers, apprise them of the latest trends in content or upgradation of their subject abilities.

61. Given the above context, the focus in the Professional Development of Teachers in the Tenth Plan should be on the following:

   (*a*) Ensuring pre-service training to all elementary school teachers so that all untrained teachers can

be trained within a period of 3 years. This could require restructuring of existing pre-service courses, as well as use of distance mode.

(b) Enhancing pre-service training facilities in selected districts where the present capacity is not enough to fulfil the regular pre-service needs.

(c) Improving the quality of elementary teachers' preparation by (a) renewing present curriculum looking at needs of upper primary teachers as well as recent innovations in primary education; (b) developing on a pilot scale 4 year integrated B.Ed/B.El.Ed courses or other innovative courses with specialization in elementary or pre-primary education.

(d) Extending the provision of pre-primary teacher training by strengthening existing institutions which provide or are willing to provide pre-service education for the pre-primary stage.

(e) Developing 2 months to a year's specialized correspondence courses for elementary teachers with the collaboration of open universities, higher education institutions, good IASEs, non-government organisations with experiences in quality education, other professional organisations.

62. To operationalise the above goals, the major strategies would be to restructure and improve existing pre-service education, professionalise in-service education and encourage innovation. These are discussed in detail below:

(a) *Pre-service Preparation for Pre-primary and Elementary Teachers*

63. For initial teacher preparation at the pre-primary and elementary school level, the Tenth Plan could focus on the following:

(i) In order to overcome the backlog of untrained teachers (already recruited) within 3 years, a 2-year pre-service/induction course in distance mode needs to be developed and implemented possibly with the collaboration of Open Universities in the States. Since these courses are to be undertaken by already recruited teachers, practical assignments could be completed on the job. For counseling, selected DIET, block cluster resource personnel could be trained. Where possible digital mode could be used - this, however may not be available to a large number of teachers at present. These courses would be based on the curriculum for the 2-year pre-service training course for elementary teachers. In order to ensure standards, all such courses should follow the norms set by the NCTE.

(ii) Simultaneously, recruitment needs for the next 10 to 15 years should be extrapolated for each district by the States. On the basis of this extrapolation, the pre-service training facilities in the districts where the pre-service training needs in the coming years would be greater than the facilities available in the districts, these facilities would need to be enhanced.

(iii) Strengthening and improvement of existing D.Ed. courses to focus on recent developments in primary education, and special needs for upper primary education.

(iv) Developing pre-service courses for pre-primary teachers and making them widely available through direct and distance mode.

64. Funding norms

➤ Fund for (i) and (ii) would be available in the existing institutional framework of funding of DIETs, including new DIETs.

➤ For strengthening existing D.Ed. and pre-primary pre-service courses, Rs. 10 crore to be used by national level organizations would be set aside. The same would also be funded under programme funds of SCERTs, IASEs and DIETs.

(b) In-service Courses

65.   In-service programmes in the past few years have usually been of a week or 12 days' duration, associated with the change of textbooks. In the last five years, there have been a number of primary school teachers' trainings in both these programmes. In many DPEP districts, primary school teachers have been trained several times. However, funds have been made available under SOPT for training of upper primary and secondary school teachers only in the last two years of the IX Plan. During the X Five Year Plan, each state should formulate comprehensive in-service education plans at the district and State levels for the next five years in order to draw Central funding subsidy for these programmes. The following suggestions are made for in-service education of teachers:

(i)   One month of the summer vacations should be treated as in-service training period for teachers, which means that training programmes offered by the DIETs and BRCs during this period should be compulsory for teachers.

(ii)   These courses should carry credits, which count for the career development of teachers, so that there is an incentive to do them.

(iii) In the ongoing in-service programmes being implemented through DIETs, there is a need to widen the resource groups. School teachers, professionals from higher education and planning & management institutions, other institutions doing good work in school education, community leaders, professionals like doctors, engineers etc. with an interest in education, should be involved in these training programmes. After a time, these resource groups could be formalized as district, block or state resource groups. Members of these resource groups should also be motivated to study some of the above courses. Budgetary provisions can be made for the involvement of resource persons outside the department, as well as for their professional development from SSA.

(iv)   DIETs could be encouraged to develop teacher profiles and identify district specific needs for in-service education.

(v)   Tests to measure teacher competencies could be developed. To begin with, these could be made available to teachers who are willing to take them to identify their own training needs.

66.   Funding

Funds for above activities are expected to be available through programme funds to existing institutions and SSA

(c) Innovations and Pilot Projects in Pre-service & In-service Teacher Education

67.   In order to improve the quality of teacher education and professional development of educational practitioners, there is a need to go beyond the purely departmental resources. The X Plan will facilitate the involvement of organisations with long-standing experience in teacher development like CIE, M.V. Foundation, Rishi Valley, Vidya Bhavan Society, Eklavya, CLR (Pune), Digantar etc. in the development of short term and long term courses. This can be done by instituting a scheme of Innovations in Teacher Development and allocating Rs. 50 crore over the 5 year period. Such a scheme would pool the strengths both of Government and non-government organisations and also learn from a wide variety of experiences.

68.   For instance, the 4-year graduate B.El.Ed. course, developed by Delhi University implemented in 6 colleges, has been well received. This course is also an example in collaborative effort. It can be expanded through different universities as a pilot programme in the Tenth Five Year Plan. Adaptations of this course can also be worked out through distance mode by IGNOU and one or two other open universities. Other educational organisations with experience can also collaborate to develop these adaptations.

69.   For in-service training, a number of innovative short courses on child development, curriculum,

material development, student evaluation, education policy, school development etc. for practicing teachers can be encouraged. There are a number of non-government organisations with long experience in quality teacher education and innovative work that can contribute to this endeavor - Rishi Valley, Eklavya, M.V. Foundation, Vidya Bhavan Society (Udaipur), Digantar, Centre for Learning Resources etc. These organisations can develop such courses in collaboration with National level bodies like NCERT, CIE, NIEPA, IGNOU, IIE etc. and regional institutions like selected Open Universities, SCERTs IASEs, RIEs etc. and implement them on trial basis. Funds for the development and trial of such courses should be made available in the Tenth Plan through the elementary education department after a process of whetting. These courses could be tried out on trial basis in a few States.

70. Funding norms

> ➢ Rs. 50 crore may be budgeted for a scheme to encourage innovations in Teacher Education.

4.3.3.3 *Professional Development of Teacher Educators*

(*i*) *Courses for Teacher Educators and Curriculum Developers*

71. As many new teacher education institutes have come into existence in the last decade, and quality of education has become a central issue, it has become clear that issues related to professional development of curriculum framers and teacher trainers themselves need emphasis. In the recent past, particularly in primary education in DPEP, a large number of practicing school teachers and teacher educators have also been involved in curriculum and material development. If teacher orientation is to be strengthened, the pressure on teacher educators will continue to grow. It is all the more necessary to groom them in issues related to curriculum, child development and learning so that they can make better informed choices. At present, the in-service professional development opportunities for teacher educators and curriculum developers (educational practitioners in short) are highly inadequate. This gap needs to be urgently addressed. This would need the involvement of a far larger number of institutions other than NIEPA and NCERT. For instance, subject enrichment could be undertaken by Universities and Institutes such as Tata Institute of Social Sciences. National Institute of Child Development and Co-operation could be asked to develop courses on specific areas, which could be accessed by DIET and SCERT faculty.

72. Simultaneously, efforts need to begin in the Tenth Plan to improve the quality of teacher educators in the long run. The following can be tried out in the Tenth Plan on a pilot basis:

(*i*) Developing and instituting 1 to 2 year initial preparation course for teacher educators and curriculum developers.

(*ii*) A specialization in Elementary Education at the M.Ed. level exists in some States. This course could be expanded.

(*iii*) Teachers with 8-10 years experience as elementary school teachers, BRC or cluster co-coordinators, can be eligible for courses for teacher educators and curriculum developers, in order to build mechanisms that allow outstanding teachers to enter these fields after clearing an entrance test.

73. Funding norms

> ➢ Rs. 10 crore may be set aside for capacity building of teacher educators by institutions other than SCERTs and IASEs. These would include national level resource institution.

(*ii*) *Networking of Teacher Education Institutions and Strengthening of
Teacher Education by Expanding Access to Digital Resources*

74. Information and Communication Technologies (ICT) can be used cost-effectively for providing access to digital resources to teacher education institutions and for teacher educators to share with each other

their experiences and to collaborate. Therefore, a major focus area in the Central Scheme of Teacher Education in the Tenth Plan may be the digital networking of all IASEs, CTEs, DIETs, SCERTs and national organisations such as NCTE, NCERT and NIEPA and other non-Government and professional organisations carry-out innovations in Teacher Education. The networked institutions would then be able to use the ICT for online sharing of resources and for breaking the isolation of institutions. With the expansion of Internet Service Providers in the country, it will be possible for teacher education institutions to use telephone lines/cable network for getting linked with each other and be able to access the World Wide Web.

75. For enabling the networking of teacher education institutions, they would require hardware and software, and contingent grant for developing teacher education resources such as lessons plans, assessment items etc., and for meeting recurring cost of Internet accounts and consumables etc. At least 10 PCs connected with each other in local area network (LAN) and with wide area network (WAN), printers, flatbed scanners, CD-Writers, UPS etc. may have to be made available in each IASE, CTE, DIET and SCERT.

76. The General Body of the NCTE has resolved to make ICT literacy a compulsory component of secondary pre-service teacher education. It would, therefore, be incumbent on all nodal institutions, that is, IASE, CTE, DIET and SCERT to play pace-setting role for promotion of ICT in teacher education institutions in their catchments.

77. The NCTE has adopted Compact Disk (CD) technology and interactive multimedia for providing resource support to teacher education. Compact Disk technology offers the possibility of handling cost effectively large amounts of information and that too by combing sound, picture, video and text. In the Windows operating system use of multimedia CD, basic use of computers such as word-processing, for accessing online resources and use of e-mail do not require detailed prior familiarity with computers. And skills that are needed can be learnt in a short time using software such as ICT literacy software of the NCTE. IT literacy CD-ROMs are available in English and Hindi narration and will allow teacher educators to start using ICT for accessing digital resources and using ICT in teacher education and research.

78. It is expected that once the use of ICT in teacher education picks up, teacher educators will develop multimedia resources on good pre-service teacher education practices and good classroom teaching. An important component of the Central Scheme on Teacher Education in the Tenth Plan may have to fund support to individuals and institutions for execution of proposals on development of multimedia digital resources on teacher education.

79. It may be appreciated that unless teacher education is changed from its prevailing form and made relevant to the context of the Information Age so that every teacher is well-trained to tap the enormous digital resources, India might miss the full promise of making itself into a knowledge society. Rs. 1 crore may be budgeted for this.

4.3.3.4 Learner Evaluation

80. The above mentioned measures are proposed for improvement in school quality, and a rise in achievement levels of pupils. To this end, a mechanism for regular learner assessment needs to be put in place. While the details of this mechanism would be worked out, a sum of Rs. 10 crore may be set aside for this purpose in the Tenth Plan.

SECTION V

Adult Education

5.1 INTRODUCTION

1.   Education means total personality development. Gandhiji while explaining the concept of education for life, said, "Adult Education is a matter of teaching the art of living. A man who masters the art of living becomes a complete human being. Adult Education is Education through life. It means that educators must not teach the people from outside. They must live with the people in the villages and help them to see the needs for themselves and how to fulfill them with their own efforts." Education is a lifelong learning experience. Each one of us in this world needs to continue to learn in one sphere or the other. Thus, literacy alone is not the aim of Adult Education.

2.   The National Policy on Education (1986) and the Programme of Action (1992) have given an unqualified priority to three programmes for eradication of illiteracy. These are universalization of elementary education and universal retention of children upto 14 years of age, the National Literacy Mission which aims at making non-literate persons in 15-35 age group literate, and a systematic programme of non-formal education in the educationally backward States.

3.   The major thrust of these programmes is on promotion of literacy among women, members belonging to Scheduled Castes, Scheduled Tribes and other weaker sections particularly in the rural areas.

4.   The literacy programmes in India have made their impact towards empowerment of women, health and hygiene and education. It has led to gender equity, improvement of status of women within families, boost their self-confidence and leadership qualities, collective action against social evils, and formation of self-help groups. The literacy programmes have taught them the value of depositing a part of their earnings in banks and thus access to micro credit. With the result, they are fast emerging as entrepreneurs, as a result of literacy efforts. Mother's education has led to improved health, restricting the size of family, reduction of infant mortality rates and realization of immunization target and family welfare goals with improved child rearing practices and reduced birth rates. Neo-literates take more interest in education of their children, interacting regularly with teachers.

5.1.1   Literacy Trends

5.   Provisional results of the Census 2001 have brought out remarkable achievements in literacy. The literacy rate of the country has risen from 18.33 % age in 1951 to 65.38 % at present. This is despite the fact that during the major part of the last five decades, there has been an exponential growth of the population at nearly 2% per annum. The present Census has been trend setting as, for the first time, there has been a decrease in the number of illiterates by over 31.9 million despite the increase in population. The number of literates on the other hand has increased by a phenomenal 203.6 million over the last decade. It is worth noting that nearly 3/4th of the male population and over 1/2 of the female population are literate. The literacy rate during the last decade have been the highest ever with an impressive jump of 13.17%, but the most gratifying is the fact that the female literacy rate has increased by 14.87% as against 11.72% for the males. Further, the male-female literacy gap has decreased to 21.70% as against a gap of 24.84 % during 1991. All states without exception have shown increase in literacy rate during this decade with the male literacy being over 60% in all of them. However, 46% of females are still illiterate.

5.1.2 Adult Education and Development

6.   A socially conscious and literate society has a vital role to play in a democracy. The Constitution envisaged the provision of approximately eight years of free and compulsory education for all children by 1960 as an essential basis for realization of the objectives of justice, liberty, equality and fraternity. But we are still very far from achieving universal primary education. High population growth rate and high drop-out rate in schools has greatly accentuated the problem of Adult illiteracy, seriously hampering development which is vital for the advancement of the nation. Universalization of elementary education and adult education are mutually reinforcing and interdependent.

7.   National development comprises economic, social, political and cultural development. Over-emphasis on one facet of development leads to imbalances and aberrations. A national plan of development should, therefore, include fuller employment and higher productivity, reduction of economic and social inequalities, a concerted attempt at population stabilization and revitalization of our rich cultural heritage. Contribution of adult education in the context of (1) employment and productivity, (2) social justice, (3) population stabilization, (4) health-care, (5) revitalization of cultural creativity, (6) social cohesiveness and (7) scientific temper & lifelong learning are important.

8. (*i*)   Employment and Productivity: Programmes of fuller employment and higher productivity in the economy involve intensification and modernization of agriculture and allied activities and rapid industrialisation. Agriculture cannot be modernized without some exposure of the farmers to the rudiments of science. In addition, a massive programme of employment in activities such as dairy, fishery, village industries, sericulture, etc. would be necessary. This often requires learning of new skills and upgrading of traditional ones. The development of industry cannot be achieved without educated and skilled workers. Moreover, improved productivity in agriculture and industry depends essentially on a literate and trained work force.

9. (*ii*)   Social Justice: Development implies increased production and rapid economic growth, and also social justice. Knowledge brings with it empowerment and enlightenment which becomes a tool to fight for equitable distribution of benefits of development, reduce social inequality, justice and to raise the standards of living of all the people, i.e., a deliberate attempt to ensure that the benefits of development are properly distributed, to reduce social inequalities and injustices and to raise the standards of living of the people who still live in conditions of want and destitution.

10. (*iii*)   Population Stabilization: Perhaps, no problem is more urgent than the containment of the population growth. Not only is the rate of the country's development partially neutralized by increase in population, but the size of the family also has a bearing on the status of women and the family's economic condition. The correlation between education and success of these programmes is universally accepted. Inclusion of population education in the adult education programme furthers this objective. It would provide the motivation and knowledge for family welfare and ensure better utilization of facilities provided by the Government.

11. (*iv*)   Health-care: Primary health-care for all is the foundation for an adequate National Health Service. It implies a shift from curative medicine to prevention of disease and self-reliance in physical well-being. This would need education in nutrition, sanitation, better awareness of the use of indigenous remedies for common ailments and physical exercise, including yoga for physical and mental health. Health-care has, therefore, to be viewed as an important aspect of people's education.

12. (*v*)   Revitalization of Cultural Creativity: Development must aim at meaningful and effective tapping of the massive unutilized reservoir of skills and creative social and cultural energy of the poverty-stricken and socially neglected majority of the people. Development of this potential depends on

creative interaction between the world of the literate, modern learning of the 'educated' and the indigenous world of 'non-literate learning' of the urban and rural poor, tribals and other groups.

13. (*vi*) Social Cohesiveness: The vast and widening gap between the educated and the uneducated is one of the distressing features of our society. A significant aspect of a nationwide programme for adult education would be to bring together the educated and illiterate and reduce the alienation of the former and make them sensitive to the sufferings of the poor. The educated will also learn from the social values of the people, including dignity of labour, and their devoted practice of a wide range of technological and artistic skills. Greater involvement of youth in Adult Education programmes should be encouraged.

14. (*vii*) Scientific Temper and Lifelong Learning: A level of literacy cannot be regarded as adequate unless it enables the learner to use it in a self-reliant manner for his day-to-day needs and means for lifelong learning. Learning in an adult education programme, if properly organized, should contribute to popularization of science and to fostering of a scientific temper and a sense of belonging to India's great composite culture and consciousness of unity in diversity.

5.1.3 Political Commitment

15. Sustained and nationwide political commitment is a precondition for a national programme of adult education. The task before the country is so immense that it would require a sizeable allocation of funds. Also, being a part of the process of national development, it would necessitate the involvement of many agencies and coordination at various levels. These cannot be achieved without a clear statement of policy on adult education and visible commitment to it.

5.1.4 Education for Future

16. Education does not merely mean enabling an individual to read written words and alphabets but, in fact, it is actually empowering the individual so that he/she is able to clearly understand the meaning of whatever he/she is reading and is able to apply the knowledge so acquired for a better quality of life. Thus, the aim of education is to create a just, humane and sustainable society where people mutually respect and acknowledge each other's human rights.

17. Article 45 under the Directive Principles of State Policy of the Constitution provide that the state endeavour to provide for free and compulsory education for all children until they complete the age of fourteen years of its commencement. Although, considerable progress has been made, UEE continues to be an elusive goal so far and only 65.3% literacy could be achieved. In this background, the aim of the adult education programmes in the Tenth Plan should be to reach the unreached. In today's world of globalization, it is imperative that every individual is able to enforce his basic rights. It is desirable that practices like bonded labour and child labour and disparities on account of gender, caste, status, colour etc. are totally eliminated from our society. This is only possible through educating the masses.

18. Literacy is a must for the empowerment of the people, for their economic development and for ensuring social justice. For the success of any development programme, including education, people's participation and ownership is a must. In this regard, the role of the local panchayats becomes very important. If the panchayats are able to take the responsibility to manage the adult education programmes at the village level with the help of village education society, the programme can be much more effective. Under the Eleventh Schedule of the Constitution (Article 243 G), "Education, including primary and secondary schools", "Adult and non-formal education" and 'Libraries" have been the assigned responsibility of the panchayats. Article 243 G of the Constitution which refers to Powers, authority and responsibilities

of Panchayats specifically mentions that the powers of the Panchayats may be extended such that the Panchayats are responsible for:

(a) the preparation of plans for economic development and social justice;

(b) the implementation of schemes for economic development and social justice as may be entrusted to them including those in relation to the matters listed in the Eleventh Schedule.

5.2 NATIONAL LITERACY MISSION

19. A nationwide effort was set in motion 12 years ago with the establishment of the National Literacy Mission in May 1988. The goal of National Literacy Mission is to attain full literacy, i.e., a sustainable threshold level of 75% by 2005. The Mission seeks to achieve this goal by imparting functional literacy to non-literates in 15-35 age group. Functional literacy implies imbibing values of national integration, conservation of environment, women's equality, observance of small family norms, etc.

20. Over 561 districts (fully/partially) have taken up the literacy programme. More than 10 million volunteers have been mobilized and 91.53 million people have been made literate upto December 2000 since the launching of National Literacy Mission in May 1988. State-wise details are given at Annex 5.1. At present, out of 588 districts in the country, 166 districts have been covered under Total Literacy Campaign, 290 under Post-Literacy (including 30 districts under RFLP) and 105 under Continuing Education. State-wise details are given at Annex 5.2.

21. Literacy as enunciated in the National Literacy Mission is not an end in itself but has to be an active and a potent instrument of change ensuring achievement of these social objectives and creation of a learning society. A concerted effort was made, at planning and implementation levels, to reinterpret and make the role of adult literacy relevant in individual, community, and national life, so that the objectives of the Mission are realistically achieved.

22. The National Literacy Mission aims at ensuring that the basic literacy campaigns and their sequel, the post- literacy campaigns, successfully move on to continuing education which provides lifelong learning and is responsible for the creation of a learning society.

23. The acquisition of functional literacy results in empowerment and a definite improvement in the quality of life. It helps to ensure the participation of the masses in sharing the benefits of the information era.

24. The target age-group is 15-35, which is in the productive and reproductive phase and constitutes a major segment of the work force. Its purposeful and effective education gives rich dividends in increased productivity, improvement in health care, family stabilization and general betterment of the social and political life of the community. Besides, persons outside this age limit are not excluded from the programme; particularly the children in the age group of 9-14 are involved where non-formal education programme is not available.

25. A remarkable feature of the Mission's work is that local initiative is clearly visible in the inter-sectoral committee called the Zilla Saksharta Samiti, involving the administration, voluntary agencies, opinion leaders, professionals from the region as well as members of the community, in the process of imparting functional literacy. After the activities of environment building in which the community is informed, sensitized, motivated and mobilized through kala jathas, rallies, wall writings, posters, melas and the use of a variety of locally relevant traditional folk forms, the identification of learners and volunteers is undertaken.

26. Women have played a major role in the programme, working against great obstacles in their homes

and in the community to go out and teach so that they can contribute to the development of society. Women learners have managed to succeed in surmounting the hurdles and surpassed the number of men who actively participated and benefited.

27.   The general awareness created by NLM programmes in a district has a multiplier effect. The increase in literacy rates in 15-35 age group are to that extent an underestimation as the literacy campaigns lead to awareness which may not only translate into adult education but also leads to increased enrolment at elementary level. It has been found that once the parents are literate, they not only send their children to school but also keep them there. The school drop-out rate reduces.

5.2.1   Revamped Mission

28.   In view of the lacunae found in working of the schemes, the Mission was revamped in 1999. While increasing the scope, the parameters and norms of financial assistance of schemes under National Literacy Mission have been substantially enhanced with the issue of notification on 5th May, 2000. Main features of the revised schemes are:

> An integrated 'Literacy Campaign' amalgamating all the features of the earlier Total Literacy and Post-Literacy phases.

> District Literacy Societies (Zilla Saksharta Samitis) would continue to oversee and run literacy programmes but they would have full freedom to synergise their strengths with those of local youth clubs, Mahila Mandals, voluntary agencies, Panchayati Raj institutions, small scale industries, cooperative societies, etc.

> Schemes of Continuing Education encompassing removal of residual illiteracy, individual interest programmes, skill development, rural libraries etc. would allow for opening of Continuing Education Centres in every major village.

> The Scheme of Rural Functional Literacy Projects is subsumed with Scheme of Literacy Campaigns and Operation Restoration.

> Major role envisaged for NGOs who would now be allowed to receive funds from District Literacy committees or Zilla Saksharta Samitis and actually run Continuing Education Centres.

> NGOs would also receive grants for activities relating to the organization of the functional literacy component in various developmental programmes and for imparting functional and technical education to neo-literates.

> Devolution of financial and administrative powers to State Literacy Mission Authorities for sanctioning of projects.

> The 25 State Resource Centres spread all over the country were considerably strengthened. The SRCs conduct the training of literacy functionaries and preparation of reading materials.

> The activities of the Jan Shikshan Sansthan (JSS) formerly known as Shramik Vidyapeeth were enlarged and their infrastructure strengthened, to enable them to function as district repository of vocational/technical skills both in urban and rural areas. In particular, the JSS would provide resource support to Zilla Saksharta Samiti (ZSS) (District Literacy society) for taking up vocational and skill development programmes.

5.2.2   Priority Areas

29.   Illiteracy is largely a problem of social groups among whom literacy rates are low and who also suffer from other handicaps, which make it difficult for them to participate in programmes of adult education. It

is most important to ensure greater participation of these groups in the future adult education programme. This implies detailed attention to their needs and problems and to the adoption of special measures to help them to participate.

5.2.2.1 Women

(i)   Factors Responsible for Poor Female Literacy Rate

30.   Historically, a variety of factors have been found to be responsible for poor female literacy rate, viz.,

> ➢ Gender based inequality.

> ➢ Social discrimination and economic exploitation.

> ➢ Occupation of girl child in domestic chores.

> ➢ Low enrolment of girls in schools.

> ➢ Low retention rate and high dropout rate.

(ii) Male-Female Differential

31.   Male-Female differential has been reducing in the last 2 decades.

Literacy Rates

Year	Total	Males	Females	Differential
1951	18.33	27.16	8.86	18.30
1961	28.31	40.40	15.34	25.06
1971	34.45	45.95	21.97	23.98
1981	43.56	56.37	29.75	26.62
1991	52.21	64.13	39.29	24.84
2001	65.38	75.85	54.16	21.69

(iii) Literacy campaigns have contributed to Female literacy in the following ways:

32.   ➢ Heightened social awareness.

> ➢ Increased school enrolment.

> ➢ Increase in self-confidence and personality development.

> ➢ Gender equity and women's empowerment.

> ➢ Status in the family.

> ➢ Educational equality.

> ➢ Women as entrepreneurs.

> ➢ Household savings and access to credit.

> ➢ Health and hygiene.

33.   Special efforts have to be made to enable women to overcome hurdles in their participation in the programme:

> ➢ Intensive and sustained measures will be necessary to influence social attitudes which discourage participation of women and to create an atmosphere in the home and the community in support of women's education and to overcome their lack of self-confidence.

> ➢ The content of the education programme will have to be closely related to their life and problems

and should help them to get over fatigue. Discussions on issues like women's status and social evils, entertainment programmes, group-singing, games, excursions, and other activities should figure prominently. The content should also include maternity, child-care and other health issues.

➢ Child-care facilities should be provided with each adult education centre for women.

➢ Adult education programmes for women are more likely to succeed if they can be organized taking their working time into account.

➢ Special efforts are needed to prepare women instructors, especially from the Scheduled Castes and Scheduled Tribes. Suitable courses should be organized for the purpose. Emphasis should be laid on the recruitment of an adequate proportion of women instructors and supervisors and women functionaries at other levels.

➢ Institutions for the education of girls and women at all levels (schools, colleges, etc., particularly colleges of home science) should be involved in the programme. The services of women teachers, women employees in the public and private sectors, women social workers, and housewives should be utilized to promote the programme.

➢ Efforts should be made to organize mahila mandals. This will help women to come together for continuing education, recreation and participation in development programmes.

➢ Implementation of Mahila Samakhya scheme should be integrated with functioning of Literacy Centres for better results.

34. The need to involve women in adult education on an adequate scale should be continuously emphasized on with the implementing agencies and functionaries at all levels.

5.2.2.2 *Scheduled Castes*

35. The problem of adult education of Scheduled Castes becomes complicated by their social disabilities and acute economic deprivations. Special efforts are, therefore, needed to extend adult education to the Scheduled Castes. These could include the following:

➢ The ideal situation would be for the Scheduled Castes and others to learn together. In such situations, separate centres for Scheduled Castes, preferably in their own Bastis, should be organized. Adequate instructors may be drawn from their own community. However, there should be a continuing effort towards common programmes for all communities.

➢ The content of the programme should relate to the problems faced by the Scheduled Castes in their daily life - availability of drinking water, difficulties in getting loans from banks and cooperative societies, and various types of social inequalities and injustices suffered by them. The programme should enable the Scheduled Caste participants to learn about the various schemes of Government from which they can benefit, get redressal of their grievances through appropriate machinery, and to organize themselves for these purposes.

➢ There should be an adequate representation of the Scheduled Castes on the ZSS and other local bodies.

5.2.2.3 *Scheduled Tribes*

36. As in the case of Scheduled Castes, the various Scheduled Tribes are at different levels of development. Their basic problem is also similar - poverty, exploitation, ill-health, and ignorance which will have to be tackled together. In case of Tribes, which live in certain concentrations, the main problems arise from lack of communication, inaccessibility of their habitations, scattered population, lack of adequate institutional

infrastructure, dearth of qualified local instructors and the variety of tribal dialects. Where tribals live in localities, the main problems arise from poverty and exploitation, alienation from their roots and tensions between the tribals and others.

37.   The tribal areas have been classified under three broad categories:

(*i*)   States and Union Territories having a majority scheduled tribe population.

(*ii*)   States and Union Territories having substantial tribal population but majority tribal population in particular administrative units, such as block and tehsils. There are identified pockets of concentration of ST population containing 50% or more ST population within a total population of minimum of 10,000.

(*iii*)   States and Union Territories having dispersed tribal population. There are identified pockets (or clusters) of tribal concentration containing 50% or more ST population within a total population of about 5,000 or more. There are also primitive tribal groups, which are tribal communities among the STs who live in near isolation in inaccessible habitats. They are characterized by a low rate of growth of population, pre-agricultural level of technology and extremely low levels of literacy.

38.   The main features of the programmes of adult education to be developed for the Scheduled Tribes are the following:

➤   The proposal for a district should incorporate the specific requirements of tribal pockets, low female literacy pockets and other undeveloped pockets. Finding solutions to the problems faced by the Adivasis/Tribals has to be an integral part of literacy activity. There should be separate machinery in every district to study the problems of the Adivasis and to evaluate them scientifically. A special curriculum has to be prepared, which recognizes their socio-cultural environment, language difference etc. The habitat of the Adivasis can be categorized into three namely, the area nearest to more developed villages/townships, the inner area and the interior forest to take care of different requirements. Alternatively, it can be in terms of Tribal districts, block clusters and tribal groups.

➤   Care has to be taken to ensure that the instructors should be recruited from those who have already been trained to teach the Tribal people. They should be able to respect the language, culture and customs of the people. The services of activists now working under the Tribal Department could be made use of. The instructors should be willing to stay in huts or sheds within the forests for long duration. A second category of instructors namely, non-residential instructors can also be recruited for those areas which lie closer to the more developed regions. As far as possible, there should be female instructors to teach the tribal women.

➤   Even though some pockets of a district are tribal dominated, the funds for those pockets could be provided at 4:1 instead of 2:1 to be shared by NLM and state.

➤   Special attention should be paid to the less advanced and the relatively isolated Scheduled Tribes.

➤   The programme for tribals should take note of their close affinity with forests and nature generally, their rich cultural heritage, corporate social values, and beautiful crafts. These need to be supported per se and made part of the adult education programme.

➤   Special steps should be taken to train, through condensed courses, local workers among the tribals so that they might be recruited as instructors and supervisors. This is especially important because of the need to use the tribal languages in the instructional programmes. It also assumes significance among the less advanced tribals (e.g. remote areas like Arunachal Pradesh or Bastar District in Chattisgarh State) and for tribal women.

> The tribal languages pose a special problem especially where the tribals do not have adequate familiarity with the regional languages. The choice of instructors should give due weightage to knowledge of the tribal dialect. Steps will also have to be taken to train non-tribal instructors in tribal dialects.

> Establishment of industries and opening up of new mines in the tribal areas leads to the retreat of the tribal people into the interior. They do not necessarily benefit from investments and opportunities in their vicinity. Special arrangements, e.g. through establishment of Jana Shikshan Sansthan (JSS) should be made to train tribal youth in order that they may be able to benefit from these programmes.

> The Integrated Tribal Development Agencies set up for implementation of the tribal sub-plans should be utilized for adult education also. This would facilitate combination of adult education with other useful programmes. There are a large number of voluntary agencies with a remarkable record of service to the tribals, and they should be fully involved.

39. As in the case of Scheduled Castes, the adult education programme among the tribals will have to be a mix of education and development, emphasis being laid on the fight against practices like bonded labour, on primary health-care, on economic improvement and on reducing exploitation. These problems are even more intractable, although the tribals do not suffer anything like the several social disabilities of the Scheduled Castes.

5.2.2.4 *North Eastern Region*

40. The North-Eastern Region of the country is comprised of eight States - Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim and Tripura. These are largely inaccessible remote, hilly areas with difficult terrain. Population, largely scheduled tribes, is dispersed with low density. Although economically under-developed with low levels of urbanization, it is rich in ethnic cultural heritage with linguistic diversity. Some parts of the region have insurgency problem. All these factors combine to result in marked intra-regional differences in educational development.

41. While, on the one hand, Mizoram has the second highest literacy rate of 88.49% in the country, on the other extreme is Arunachal Pradesh with the lowest literacy rate of 54.74% and female literacy rate of 44.24% in the region. Seven, out of a total of 14 districts of this state are uncovered by literacy programmes so far. The region requires special attention during the Tenth Plan.

5.2.3 Role of Young Professionals

42. This committee recommends that for the purpose of aiding the Panchayats and the ZSS in preparing the microplans as mentioned in the Article 243 G, of the Constitution (11th Schedule), the National Literacy Mission should utilize young professionals to bring in a more professional approach to planning, organization and management of literacy programmes and training at ground level. Council for Advancement of Peoples Action and Rural Technology (CAPART) has a programme called the Young Professional Programme wherein CAPART employs professionals from all the premier rural development institutes of the country like the Indian Institute of Forest Management, Bhopal, the Tata Institute of Social Science, Mumbai, the Xavier Institute of Social Science, Ranchi etc. These professionals are then posted by CAPART to various NGOs/DRDAs in different parts of the country for aiding their activities and providing them professional inputs. The YPs are paid a salary of Rs. 8,000/- per month and out of this, Rs. 6,000/- is paid by CAPART and the rest by the organization where these YPs are posted.

43. Similarly, if YPs are posted in each SLMA and 3-4 YPs are posted in each SRC, then the performance

of the ZSS as well as the SRC is likely to improve. These Young Professionals should have the expertise in micro-planning which they can impart to the elected Panchayat Raj Representatives to facilitate the preparation of plans for economic development and social justice as it is constitutionally mandatory. This will also help in capacity building of ZSS, State Resource Centres and PRIs.

5.2.4 Budget and Allocation

44. The details of National Literacy Mission and year-wise allocation and expenditure during the VIII and IX Plans are as under:

VIII Plan: 1992-93 to 1996-97

Approved Outlay: Rs. 1400 crore   Plan (*Rs. in crores*)

Year	Allocation	Expenditure
1992-93	120.00	97.58
1993-94	177.97	166.39
1994-95	214.00	206.90
1995-96	234.00	143.93
1996-97	224.50	103.12
Total	**970.47**	**717.92**

IX Plan: 1997-98 to 2001-2002

Approved Outlay: Rs. 630.39 crore   Plan (*Rs. in crores*)

Year	Allocation	Expenditure
1997-98	127.00	79.74
1998-99	93.97	72.23
1999-2000	110.00	87.07
2000-2001	120.00	108.16
2001-2002	200.00	—
Total	**650.97**	**347.20** (First four years of IX Plan)

45. The expenditure has been less than the allocation in the last few years mainly due to the fact that the NLM and its schemes were under scrutiny and expansion of the schemes with enhanced financial norms could be approved only in November, 1999 and finally implemented in financial year 2000-2001. The procedure for financial sanction need to be streamlined and funds once allocated should not normally be reduced without the consent of the Adult Education Bureau.

5.2.5 National Literacy Mission Authority

46. The NLM is governed by a three-tier structure:

1. NLMA at National level;
2. SLMA at State level; and
3. ZSS at district level.

47. National Literacy Mission Authority was set up as an independent and autonomous wing of the Department of Education vested with the executive and financial powers in its sphere of work. This was necesstated with a view to promoting literacy and Adult Education and achieving the goals as spelt out in NLM.

48. The NLMA has a General Council under the chairmanship of Minister for Human Resource Development. The Executive Committee and Project Approval Committee are under the Education Secretary. The Council lays down the policies and programmes in the field of Literacy and Adult Education and the Executve Committee carries out all functions of the Authority. The Project Approval Committee considers literacy projects for financial assistance.

49. The delegation of financial powers to DG (NLM), EC (NLMA) had been done keeping in view the enhanced financial powers to technology mission as applicable to scientific Ministries/Departments. The NLMAneeds to be strengthened and empowered further to carry out its functions in an effective manner.

50. In so far as AE programmes are concerned, the NLMA is the best judge about the release of funds, status of implementation and achievements made; no other agency including Finance may be allowed to impose cuts or delay the release of funds.

51. Year-wise break-up of the total outlay is given below:

Year	Proposed outlay (Rs. in crores)
2002-03	3.00
2003-04	3.00
2004-05	3.00
2005-06	3.00
2006-07	3.00
Total	**15.00**

52. Similarly, there are State Literacy Mission Authorities (SLMAs) for laying down policies 'under overall guidelines of NLM' and giving guidance and directions for efficient and effective functioning of Adult Educaton Programmes in the State. The General Council of the SLMA is under the chairmanship of Chief Minister/Education Minister while the Executive Committee of the SLMA functions under the Education Secretary. SLMAs have also been empowered to sanction projects. This has ensured effective participation in and commitment towards adult education programmes in the State apart from decentralization of authority for better management and control.

53. The functions of the SLMAs, in brief, are as follows:

   ➤ Laying down policies, giving guidance and direction for efficient and effective functioning.
   ➤ Overseeing the progress of literacy, post-literacy and CE programmes and agencies involved.
   ➤ Facilitating mass mobilization.
   ➤ Sanctioning projects, holding quarterly review meetings.
   ➤ Arranging evaluation of projects, whenever due.
   ➤ Orientation workshops for district functionaries.
   ➤ Sensitization workshops for evaluation agencies.
   ➤ Undertaking media activities for promotion of literacy programmes.

54. At the district level, there is Zilla Saksharta Samiti usually under the chairmanship of Collector. The

ZSS seeks to represent all concerned agencies/individuals who can significantly contribute towards the success of the programme in the district and down to the grassroot level. These generally include officials, NGOs', Voluntary Agencies, Social Workers, Panchayati Raj Functionaries and Academicians.

5.3   LITERACY CAMPAIGNS AND OPERATION RESTORATION

55.   Total Literacy Campaign (TLC) has been the principal strategy of the National Literacy Mission (NLM) for eradication of illiteracy after the success of the campaign mode in Ernakulam district of Kerala. The TLC has certain positive characteristics like being area-specific, time-bound, participative, delivery through voluntarism, cost-effective and outcome-oriented.

56.   On the conclusion of a Total Literacy Campaign (TLC), Post-Literacy Programme is implemented. The NLM has emphasized the integration of skill development programme with PL programme to enable the neo-literates acquire skills for their economic self-reliance to enable the neo-literates to learn the application of literacy skills as a problem solving tool, so that learning becomes relevant to living and working. 'Mopping up' operation is also taken up at this stage. Those learners, who dropped out or could not achieve the desired level of literacy norms are again mobilized, motivated to learn through target oriented strategies, remediation or mopping up operation. The PLP is to be regarded as the preparatory stage for Continuing Education Programme.

57.   At present, out of 588 districts in the country, 561 districts have been covered under Literacy Campaigns. Out of them, 166 districts are under TLC and 290 under PLC. 91.53 million persons have been made literate under all the Schemes of NLM upto December 2000.

58.   During the IX Plan period, the details of allocation and expenditure incurred are as under:

(Rs. in crores)

Year	Allocation	Expenditure
1997-98	50.00	25.80
1998-99	20.00	20.00
1999-00	20.00	20.97
2000-01	10.00	10.89
2001-02	27.00	—

5.3.1   Salient Features: in brief

5.3.1.1   *Total Literacy Campaign*

59.   ➤ Total Literacy Campaign (TLC) has been the principal strategy of the National Literacy Mission (NLM) for eradication of illiteracy after the success of the campaign mode in Ernakulam district of Kerala.

➤ The TLC has an assumed duration of 12 to 18 months of which half is devoted to preparation and half to actual teaching/learning activity. In exceptionally difficult areas, the duration is suitably extended. Two activities, namely, environment building as well as monitoring and concurrent evaluation are continued throughout the campaign.

➤ The initial activity of environment building is closely followed by a door-to-door survey to identify potential learners and volunteer instructors. Suitable primers (in 3 parts) are developed through the State Resource Centres for adult education in accordance with the new pedagogic technique of "Improved Pace and Content of Learning" (IPCL).

> The three-legged management structure of TLC consists of popular committees from district to village levels, the ZSS supported by the subject-specific sub-committees, and the officials of the district and block level administration.

> Literacy campaigns are implemented by the Zilla Saksharta Samitis, usually headed by district collectors. Both the central and state governments participate in funding in the ratio of 2:1 for normal districts while the ratio for districts under tribal sub-plan areas is 4:1. Presently, per learner cost for a TLC is between Rs. 90 to Rs. 180.

5.3.1.2 Post Literacy Programme

60. > On the conclusion of a Total Literacy Campaign (TLC), Post-Literacy Programme is implemented by the Zilla Saksharta Samiti for a period of one year.

> One of the major objectives of a PLP is to enable the neo-literates to learn the application of literacy skills as a problem solving tool.

> The NLM has emphasized the integration of skill development programme with PL programme to enable the neo-literates acquire skills for their economic self-reliance.

> One of the first tasks in a PL programme is 'mopping up' operation. Those learners, who dropped out or could not achieve the NLM levels of literacy in the TLC phase, are enabled to achieve them through remediation or mopping up operation.

> Post Literacy specifically aims at remediation, retention and consolidation of literacy skills in the first phase through guided learning. In the second phase, learners are provided with a variety of supplementary reading material and library services to help them continue learning through self-directed processes.

> The PLP is to be regarded as the preparatory stage for Continuing Education Programme in the district. The duration of PLP, which was initially for two years, has been restricted to one year.

61. The existing funding pattern of the literacy campaigns in the ratio of 2:1 and 4:1 between Centre and State Government for normal districts and for districts under Tribal Sub-plan respectively, would continue. The per learner cost for TLC and PLP has been revised upwards w.e.f. 1st April 2000. The normal time-span of TLC would be 18 months and that of PLP 12 months.

	Old Parameter	*New Parameters*
TLC	Rs. 65/- per learner	Rs. 90-180
PLP	Rs. 45/- per learner	Rs. 90-130

62. It is expected that districts would complete the basic literacy and post-literacy activities within a period of 30 months and establish the necessary infrastructure. In justifiable circumstances, extension of the period can be allowed after due examination by NLM.

5.3.2 Strengths and Weaknesses

63. The evaluation process of the on-going literacy programme has become rather weak and mechanical, focused generally on number of persons made literate with somewhat less emphasis on quality. The system needs to be strengthened with greater emphasis on impact assessment besides literacy achievements. The evaluators or the personnel involved in external evaluation must be well-acquainted with the language used in the district, to be evaluated.

64. A number of research and evaluation studies conducted of total literacy campaign (TLC) have revealed

the following facts which need to be rectified immediately, now that the hard core illiterate areas are to be tackled.

65.   In places where achievement level is low, it is due to following weaknesses in implementation of the programme at district level.

1.   It is not primer specific.

2.   Lack of proper planning, weak and inadequate training.

3.   Training needs are not properly identified. Same training model is followed in low and high literacy areas.

4.   Appropriate training methods are not used (focus is on lecture method).

5.   Insufficient support system for training.

6.   Research in training is very poor.

7.   Lack of relevant training materials on specific aspects of TLC. Primers should be in local language/ dialect as far as possible.

8.   Absence of organizational and management training.

9.   Proper monitoring, evaluation and documentation is not seen.

10.   Numbers of participants are bigger in size (un-manageable number).

11.   Fragile literacy - may lead to relapse.

66.   Involvement of the community, Panchayati Raj institutions and local NGOs is essential for effective implementation of Adult Education Programme. It has been found that in districts where Panchayat is strong and involved in literacy programmes, and community is involved, then very high progress is achieved.

67.   Whenever literacy work is weak, it is due to lack of managerial/organizational skills at district/block level. Special measures are required to improve the organizational and managerial skills of persons involved in literacy related work at various levels. Engagement of young professionals to help the ZSS in micro-planning, training of Preraks and district coordinators, organizational and managerial techniques are required to take care of this problem.

68.   Some of the strengths of the programme revealed by studies showing significant impact of Literacy Campaigns are:

➢   Women have benefited significantly and the cause of women's equality has been promoted.

➢   Higher enrolment and retention of children in schools has been witnessed.

➢   Significantly enhanced participation and awareness in health, hygiene, environment and family welfare issues have been noticed.

➢   Social, cultural and linguistic integration and communal harmony have been promoted.

➢   Abominable social evils such as dowry, child marriage, beggary and alcoholism are being attached.

5.3.3   Integrated Approach to Literacy

69.   Under the revised scheme, an integrated approach to literacy is being followed since April 2000. The new approach envisages the integration of the activities of basic teaching-learning with the post-literacy activities to ensure a smooth transition between Total Literacy Campaigns (TLC) and Post-Literacy Programmes (PLP). Now, it would be possible to take up TLC and PLP activities concurrently as two operational stages of the learning continuum drawing their financial sustenance from one single and same

budgetar provision. The integrated approach seeks to effectively bring the activities of literacy campaigns under the umbrella of a single 'Literacy Project' in order to achieve continuity, efficiency and convergence and also o minimize unnecessary time lag between the two stages. Districts, while submitting their initial Literacy project, would also submit their strategy for post-literacy on the basis of their anticipated targets and projetions.

5.3.4 Operation Restoration

70. In cases where, for reasons beyond the control of the local ZSS, such as natural calamities, absence of political vill, transfer of collector, lack of grassroot mobilisation etc., TLC has stagnated, it would be possible b formulate strategies for restoration of these campaigns. For this purpose, ZSS would prepare a detailed vork plan and the status of the campaign will be evaluated by experts nominated by NLM. Upon approval of the work plan for Campaign restoration by NLM, an additionality of upto 40-50% of the original TLC budget, if required, can be approved.

71. The Scheme of Rural Functional Literacy Projects is subsumed with the scheme of Literacy Campaigns and Opention Restoration. From the Tenth Plan onwards, this scheme will cease to exist and States will be asked to convert RFLP centres as CE centres.

72. The Working Group considered and fully endorsed the changes in the Scheme and financial parameters made effective since April 2000. It was felt that to make it more effective, ZSS/ SLMA should employ young pofessionals to help ZSS in preparing Micro plans and give inputs on Organisational and Management techniques.

5.3.5 Focus on Priority Areas

73. Spedal focus has to be on problems of disadvantaged groups like SCs/ STs and women. Regional disparities and special problems of low literacy States like U.P., Bihar, Rajasthan, Madhya Pradesh, Andhra Pradesh, &K, Jharkhand and Chattisgarh have to be given greater attention.

74. Priority may be given to the States having literacy rate below the national average and low female literacy districts during the Tenth Plan period. There are 146 low female literacy districts, based on the criteria oi SC/ST female literacy rate below 10% and general female literacy rate below 20% (Annex 5.3). Special innovative programmes and interesting reading materials may be developed and innovative implementation strategies evolved for such areas. This could be done by flexibility of approach in funding of literacy programme.

75. Although it is expected that the TLCs/PLCs set up during the Ninth Plan and 14 new TLCs to be set up during first year of the Tenth Plan would be completed by third year of the Tenth Plan i.e., 2004-2005, experience has shown that some programmes continue to be in progress due to various reasons beyond control. It is, however, expected that all out efforts would be made that the programmes of basic literacy i.e., TLC/PLC are completed in the country by the end of the Tenth Plan.

5.4 CONTINUING EDUCATION

5.4.1 Introduction

76. The Scheme of Continuing Education was launched in December 1995. It provides a learning continuum to the efforts of Total Literacy and Post-Literacy Programmes presently being implemented in 561 districts, out of 588 districts in the country.

77.   Under the Scheme, the main thrust is given to setting up of Continuing Education Centres (CECs) and Nodal Continuing Education Centres (NCECs) which function as a focal point for providing learning opportunities such as library, reading room, learning centres, sports centres, cultural centres and other individual interest promotion programmes. In accordance with the existing guidelines, Continuing Education Centres are set up to serve a population of 2000-2500 with a relaxation in the population criteria in sparsely populated areas. A Nodal Continuing Education Centre is set up for a cluster of 8-10 CECs to oversee and monitor their activities.

78.   An important element of the Scheme of Continuing Education is the programme component. Under this programme component, opportunities are provided in the Continuing Education Centres for undertaking diverse activities such as Equivalency Programmes, Quality of Life Improvement Programmes, Income Generating Programmes and Individual Interest Promotion Programmes involving alternative and innovative approaches to cater to the need of the learners. National Open School and State Open Schools are involved in Adult Education programme particularly in the equivalency programme. The CECs also provide facilities for undertaking basic literacy for the dropouts as well as new entrants.

79.   Although, a large number of districts have entered post-literacy and continuing education phase, residual illiteracy is still quite high. Therefore, basic literacy programmes will have to be taken up simultaneously with CE with a provision of additional funding to run the programme. The committee felt that convergence of TL/PL/CE would be the most appropriate strategy and should, therefore, be considered. However, funds should be released on the basis of objective assessment of actual consumption of funds. This would require laying down of parameters/ conditions required to be fulfilled at each stage before next instalment is released. Funds should also be provided for external evaluation once in 2 years.

5.4.2   Funding Pattern

80.   In accordance with the existing funding pattern of central financial assistance, the Central Government provides 100% funding for implementation of Continuing Education scheme for the first three years of implementation of the project. For the remaining two years, the Central and State Governments share the cost of the project equally in the ratio of 1:1. Thereafter, the State Governments are expected to take over total responsibility of the projects thereafter.

81.   The norms of financial assistance under this scheme have been revised upwards with effect from 1st April, 2000. In accordance with the revised norms of financial assistance, the NCEC and the CEC are provided non-recurring assistance of Rs. 45,000/- and Rs. 25,000/- once in 5 years while recurring assistance for the NCECs and CECs is provided @ Rs. 45,000/- and Rs. 25,000/- per annum. Besides the non-recurring and recurring assistance, 10% of the recurring assistance is provided as administrative cost for each centre. On an average, a district has 900 CECs and 100 NCECs on the basis of existing criteria of population prescribed under the guidelines

82.   The programme component of Continuing Education project comprises of activities such as Equivalency Programmes, Quality of Life Improvement Programmes, Income Generating Programmes and Individual Interest Promotion Programmes. Normally, activities under these programme components start in the 2nd or 3rd year of the implementation of the project. No provision was made for providing funding for the activities under the programme components of Continuing Education during the IX Plan.

5.4.3   Making CEC Functional

83.   The Continuing Education project is expected to comprise programmes and activities proposed to be taken up in a single district. However, in the first year of the implementation of the programme, priority is

given to the identification and setting up of CECs/NCECs, identification and training of 'Preraks', establishment of reading rooms and libraries, acquisition of audio-visual material and other infrastructure. Major innovative programmes are taken up when the requisite infrastructure and manpower is suitably available to sustain these programmes. Each CEC and NCEC is headed by a facilitator who is call 'Prerak'. The 'Prerak' is assisted by an 'Asstt. Prerak' who is entrusted with the responsibility for imparting basic literacy in the CECs and NCECs. In the Ist year of the project, non-recurring assistance sanctioned is to be utilised for setting up of the centres and providing infrastructural facilities. The recurring assistance is to be utilised for training of 'Preraks' and preparing them for taking up their responsibilities efficiently. Training of Preraks should include visits to other districts whose performance is better and exchange of ideas with others.

84. For effective implementation of CEP both in rural and urban areas:

> The sustainability of the CEC is another very important issue. Various factors contribute in sustaining and strengthening the CEC. Some of these are increasing the learner participation, appointment of a competent Prerak, providing relevant teaching-learning materials, regular monitoring and adequate finances.

> The CEC must be able to design and implement the various target specific programmes. The Prerak or the nodal Prerak have to be trained and empowered in all these areas. Since, the Prerak alone cannot ensure its implementation, the need arises for identifying various agencies with whose collaboration these activities could be embarked upon.

> The CEC as a centre of convergence must be built up. Apart from functioning as an information window for all development programmes, it should be ensured that it becomes the base for all kinds of development activities in the village or the community. For this purpose, there has to be coordination and liaison with all the departments at the grassroot level and common or joint action plan has to be prepared for its success.

> The reading materials available at the CECs need to be improved so as to make them relevant to the requirements of the heterogeneous and varied clientele. The standard of the neo-literates themselves is not homogenous as most of them and either at the primer-II or III levels. They alone require some kind of graded material so that they are in tune with their learning capabilities. The selection of the material has to be appropriate and the tendency to choose topics focused exclusively on development matters must be discouraged. Books should be on topical interest and the style of writing should not be didactic and prosaic. The language used should be simple and interesting.

> The environment building activities should provide information about the CE programme. The ZSS should hold meetings to disseminate information about the programmes.

> Volunteer/Prerak and Kendra Pramukh/MTs involved since the inception of the TLC programme and actively working should be given preference while selecting persons for 'Preraks and nodal Preraks' for the CEP.

> The training and orientation of Preraks and nodal Preraks should also enable them to develop a centre-based programme activity calendar.

> The ZSS should take the initiative to make Volunteer and especially the female Volunteer/MTs from the SC/ST and minority community eligible.

> Timing of the different programme of CE needs to be finalized keeping in consideration the local situation in the areas.

> A centre-wise data bank needs to be created containing the inventory and mapping of traditional and contemporary art & craft, existing resource, raw materials, infrastructure facilities.

➢ The centre-wise data bank about the learner's progress should be updated, social group and gender-wise.

➢ District should create a centre-wise inventory of learners who can immediately be involved under the Equivalency Programme (EP).

➢ The district can up-grade the skills of the neo-literates involved in the traditional art and craft. This would be an immensely important step for establishing micro-finance network in the district and would also help in planning income generating programmes under CEP.

➢ The ZSS should create functional and marketing linkages for the promotion of small entrepreneurial activities, which has wide potentiality in the district.

➢ Wherever State Govt. is undertaking skill training (e.g. - carpet making in J&K) literacy programme should be interwoven into such training programme.

➢ The ZSS should develop and strengthen self-help Groups, especially for neo-literate women and help them to establish financial linkages for promoting income-generating programme.

➢ The ZSS should promote activities related to health & hygiene promotion, vocational training and enhance the information flow and communication with the neo-literates in all the areas which touch upon their lives like culture, religion etc. so as to promote harmony and national integration.

➢ It is imperative to initiate documentation of local initiatives and success stories at the grassroots in order to share such treasure of experience that the district has gathered so far in the literacy programme. This should be coordinated at state level by SRC and all India level by DAE.

➢ The formal mechanical approach of running developmental work of literacy must be the team work, participatory work of the people and the officials. The organization of the work must necessarily be with the local mechanism such as VEC and local leaders' participation and volunteers at the local level.

➢ The training, material production and monitoring and each and every aspect of planning, implementation and evaluation must have the component of the local needs and must be flexible enough so that the needs at the local level could be identified and thus the entire developmental oriented work becomes the people-oriented and decentralization of decision making ensures the sustainability. In one word, it could be said that the District must live the philosophy and strategy of running a programme or a scheme and must initiate the developmental oriented sustainable learning for the new learning society.

5.4.4 Community Involvement

85.   Since setting up of the CECs/ NCECs involves a number of steps beginning with the identification of the site, selection and training of 'Preraks', requiring of materials, etc. etc., a lot of time is taken in establishing these centres. This time differs from district to district and State to State. Further, it has been noticed that around 75% of the centres become functional in a district at a given point of time. Thus, for calculating the cost of running by CEC in a district, we can safely take into account the functional centres to the extent of 75% of the total sanctioned CECs/ NCECs. In order that the Continuing Education Centres perform these functions properly, it is important to ensure that there is a feeling amongst the community that they own the centre. For this purpose, it is very important to involve the community in various activities of the CECs/ NCECs. Their involvement can be ensured by collecting a nominal fee from beneficiaries. This experiment has been successful in Kerala where the Kerala State Literacy Mission Authority (KSLMA) has collected a corpus fund of around Rs. 5 crore. Andhra Pradesh also has similar experience. In respect of the programme component especially, it is felt that the success of a CEC would

depend on the involvement of the community in various activities of CECs. It is, therefore, felt that commitment of Government in funding the activities under the programme components of Continuing Education should be limited to the extent of 50% only. The remaining 50% should come from the community.

86. Flexibility should be in-built in operation of the scheme. The proposal sent by states should be worked out at the ground level taking the conditions of various pockets within the district into consideration. Specific requirements of tribal pockets, low female literacy pockets and other under-developed low literacy pockets.

87. Concentration of NLM programmes now has to be on Continuing Education and steps be taken to make the scheme more effective. One way is by effective and meaningful cooperation with different developmental departments like Rural Development, Health & Family Welfare, Watershed Management etc. This needs to be strengthened at all levels i.e., National, State and District levels.

88. The role of SRC has to be expanded and also that of JSS in the context of CE scheme. SRC should be given greater responsibility in the implementation process. Role of JSS should also be made more comprehensive.

89. Emphasis should be on micro-planning. For this purpose, capacity building programmes at the district level and down below should be undertaken for preparing micro-plans. In preparation of these micro-plans by ZSS, young professionals should be utilized as is done by CAPART (Council for Advancement of Peoples Action & Rural Technology) which employs professionals from all the premier rural development institutions of the country.

5.4.5 Coverage

90. The Scheme of Continuing Education has been sanctioned to 105 districts in 18 States and Union Territories till 31st March, 2001. 260 districts are under the Post-Literacy Programme and a large number of them would be ripe for being sanctioned a Continuing Education project. By the 3rd year of CE, the districts currently under PLP+RFLP (290) also be ready for CE. During the Tenth Plan, it is proposed to cover 80 districts each year, which would mean coverage of 400 districts during the Plan Period, to ensure continuity in Literacy Programmes.

91. The CE programme in whole of the district may not commence simultaneously. Depending on the requirements of each pocket/ block, the scheme could be implemented.

5.4.6 Proposed Funding Pattern

92. As per the existing pattern of financial assistance, 100% central funding is provided for first three years of the project and the State Governments are required to share 50% of the expenditure during the 4th and 5th year of the project and thereafter take up total responsibility for the programme.

93. It is essential that the scheme is required to be fully funded by the Central Government at least for an initial period of 5 years. Sudden withdrawal of central assistance after 5 years may affect the programme adversely. Keeping in view these ground realities, some modifications in the funding pattern of central assistance were considered by the Expenditure Finance Committee (EFC) in its meeting held on 18th December, 1998. It was proposed by this Department to provide 100% central funding for the first 5 years of a Continuing Education project and cost sharing between State and Centre on a 50:50 basis for another five years thereafter. The EFC, while approving upward revision in the norms of central financial assistance, suggested that the matter regarding revised funding pattern may be considered first by the Planning Commission.

94. This view of EFC was upheld by the Cabinet in its decision taken on 30th November 1999. Planning

Commission, with whom the matter was taken up, has decided after due deliberations that the Centre: State ratio of contribution to financing may be at 80:20 for two more years except for tribal Sub-Plan areas, where central assistance may continue at 100%.

5.4.7 Status of Sanctioned CE Projects

95. Keeping in view our past experience, it is proposed that central assistance may be provided for first 5 years of implementation of the Continuing Education projects. Thereafter, for the next 5 years, the Central and the State Governments may share the expenditure on a 50:50 basis. The position of continuance of central assistance or otherwise may be reviewed after 10 years of implementation of the project.

96. Most of the Continuing Education projects approved since 1997 have been sanctioned only the first year grant of central assistance in two instalments. Some of the districts have been sanctioned first instalment of second year grant of recurring assistance. These districts are expected to be sanctioned second instalment of second year grant in the last year of the IX Plan. Thus, these districts would be taken as in the third year of the implementation of the project in the first year of the Tenth Plan i.e. 2002-2003. Thus, the central assistance would remain at this level for around 120 CE projects till third year of Tenth Plan i.e. 2004-2005. Thereafter, commitment of Central Government will get reduced to 50% in these projects for another five years. In the X Plan, however, this liability will be limited to last two years of the Plan i.e. 2005-2006 and 2006-2007.

97. It is also important to ensure that community involvement and a feeling of ownership of the Continuing Education Centres gets inculcated amongst the community. It is, therefore, proposed that the expenditure on activities under the programme components may be contributed by the user community of the Continuing Education Centres. The activities under the "Programme Components" could be taken up in the CECs/NCECs only if the community is mobilized to contribute towards part financing of these activities. The Prerak should function as a facilitator by providing resource support for such activities such as Income Generating Programmes, Individual Interest Promotion Programmes, Equivalency Programmes and Quality of Life Improvement Programmes. A token amount upto Rs.2000/- per year per centre may be provided by NLM for these programmes. Since Kerala and Andhra Pradesh model have proved successful where a corpus fund has been established through some community contribution, it is felt that this may be replicated in all Continuing Education Centres during the Tenth Plan.

Allocation and Expenditure in IX Plan

(Rs. in crores)

Year	Allocation	Expenditure
1997-1998	29.00	23.94
1998-1999	29.07	23.32
1999-2000	40.00	35.00
2000-2001	55.00	54.38
2001-2002	108.50	—
Total	**261.57**	**136.64**

5.5 MATERIAL AND TRAINING

5.5.1 Material

98. This necessitates development, production and distribution of a wide range of reading material suited to the needs and interests of wide variety of clientele groups:

> The first step in this direction is to understand who the new readers are i.e., their socio-economic status, their needs, interests, aspirations and finally their comprehension ability.

> The second step in organizing development, production and distribution of material for neo-literates is to ascertain and establish the long-term objectives for which these materials is required i.e.,:

> > Local economy and geographical factors.

> > Acquiring skill to improve their economic status and general well-being.

> > Imbibing the values of national integration, empowerment of women, conservation of environment, etc.

99. Reading material should be educationally sound, attractive and interesting so that it may be helpful in the creation of reading habit.

100. In view of these objectives, CEC material produced for the Tenth Five Year Plan should be:

Simple/self-learning material for neo-literates in graded form, keeping in view their reading needs and interests, is to be produced in large number so that new readers who usually have very low reading ability, may cultivate the habit of reading newspapers, magazines, booklets etc. These graded books will fill up the gap presently seen between the guided learning material known as PL-I or Primer IV and general reading material available in market.

101. However, in the process of preparation, production and distribution of the neo-literates' material, the following points should be kept in mind:

1. How to observe quality control?
2. How to check the wastage of funds?
3. How to solve the problem of material distribution in CEC's particularly in remote villages, tribal belts, hilly tracks, deserts, etc?
4. How to provide proper guidance to SRCs, ZSS, Preraks etc. for the proper utilization of books?
5. How to observe gradation of material?
6. How to go for basic research on specific reading vocabulary reading needs, interests, etc?
7. How to ensure availability of reading material to school dropouts, students of non-formal education centres and other educated persons living in villages?

102. Roles/Responsibilities in this regard are as under:

The local material preparation by districts themselves shall be encouraged, while role of SRC, DAE, etc. would be to facilitate through capacity building.

(a) At the National level the Directorate of Adult Education will be responsible for identifying areas in which appropriate material and its content required to be developed and recommending them to SLMAs. This job will be done at state level by SLMA/SRC and block level by village education committee.

(b) Monitoring and evaluation of the distribution system for proper utilization of the CEC material by the learners.

(c) DAE will review and ensure field testing of the existing material by SRCs and other agencies to make them more effective for the target learners.

(d) The institutions like SRCs, NBT, SLMA, NGOs and Private Publishers will play an important role in publishing neo-literate material in close collaboration with the DAE.

5.5.2 Training

103. In view of the very large number of volunteer teachers, master trainers, functionaries and resource persons involved in the literacy effort, training is an essential input for the effective implementation of literacy programmes since the focus of the literacy programmes during the Tenth Five Year Plan would be on post-literacy and continuing education. While some State Resource Centres have during the Ninth Plan attempted to develop training designs and action plans for training of functionaries for post-literacy and continuing education programmes, a comprehensive training strategy and guidelines for appropriate training modules would have to be prepared by the Directorate of Adult Education. The training should include not only literacy training methodology but also organizational and managerial aspects. The Committee feels that the training in organizational and management techniques should be undertaken with the collaboration of institutions of repute and standing to meet the requirements.

5.6 JAN SHIKSHAN SANSTHAN

104. The scheme of Jan Shikshan Sansthan (JSS) or Institute of People's Education (formerly known as Shramik Vidyapeeth) is a polyvalent or multi-faceted adult education programme aimed at improving the vocational skill and quality of life of its beneficiaries The objective of the scheme is educational, vocational and occupational development of literates, neo-literates, semi-literates and un-lettered persons The scheme is one of the strategies of adult education in the context of continuing education wherein vocational education is an important part.

105. Though the scheme does not target any specific group or areas, it concentrates on the socio-economically backward and educationally dis-advantaged groups of urban/rural population, such as neo-literates, semi-literates, SCs, STs, women and girls, slum dwellers, migrant workers etc.

106. Initially, the Shramik Vidyapeeth scheme was evolved to respond to the educational and vocational training needs of numerous groups of adult and young people living in urban and industrial areas and for persons who had been migrating from rural to urban settings.

107. Now, with the emergence of millions of neo-literates, due to the total literacy campaigns launched across the length and breadth of the country and the transformation that has taken place in the economic and social set up over the years, the role and scope of these polyvalent educational institutes have widened manifold. In view of this, during the IX five-year Plan, the scheme has been further strengthened with enhanced funding and widened scope and area of operation. In the changed scenario, the focus of JSS is now shifting from industrial workers in urban areas to the numerous neo-literates and unskilled and unemployed youth both in urban and rural areas throughout the country. Now, these Sansthans are to act as district level resource support agencies especially in regard to organisation of vocational training and skill development programmes for the neo-literates and other target groups of the continuing education scheme.

108. Till the VIII Plan, the JSS Scheme was restricted to Urban/Semi-urban areas. Now, their area of operation has been expanded both to urban and rural areas in the entire district in which they are located.

109. The main objectives of the scheme are:

(i)   To improve the occupational skills and technical knowledge of the neo-literates and the trainees and to raise their efficiency and increase productive ability.

(ii)   To provide academic and technical resource support to Zilla Saksharta Samitis and taking up vocational and skill development programmes for neo-literates both in urban and rural areas.

(iii) To serve as nodal continuing education centres and to coordinate, supervise and monitor 10-15 continuing education centres/nodal centres.

(*iv*) To organize training and orientation courses for key resource persons, master trainers on designing, development and implementation of skill development programme under the scheme of continuing education for neo-literates

(*v*) To organize equivalency programmes through Open Learning Systems.

(*vi*) To widen the range of knowledge and understanding of the social, economic and political systems in order to create a critical awareness about the environment.

(*vii*) To promote national goals such as secularism, national integration, population and development, women's equality, protection and conservation of environment etc.

110. Apart from the above, during the X Plan, the following will the thrust areas in the JSS Scheme :

(*i*) JSS will concentrate on rural areas primarily targeting neo-literates, semi-literates, women and the SCs and STs.

(*ii*) At least 30% of the beneficiary of the scheme must be neo-literates.

(*iii*) Literacy contents in JSS courses will be increased. A non-literate or neo-literate joining for vocational training should get scope in the JSS to strengthen his or her literacy skills.

(*iv*) The teaching learning material for vocational training and skill development programmes will be planned in consultation with the State Resource Centre and Zilla Saksharta Samiti.

(*v*) In consultation with the ZSSs and other district level organisations, JSS will take vocational programmes, which have employment potential in the market.

(*vi*) JSS will be encouraged to undertake innovative programmes.

(*vii*) JSS will render academic support to the ZSS in organising vocational programmes in the Continuing Education Scheme.

(*viii*) The JSS will have to run 10 to 15 CECs and at least one nodal CEC directly under it in consultation with the Zilla Saksharta Samiti

111. During the Tenth Plan, the Jan Shikshan Sansthans are to work as district level resource centres for the literacy activities. For this purpose, the work of the State Resource Centre and the Jan Shikshan Sansthans will be dovetailed.

112. The area of operation of Jan Shikshan Sansthans may be expanded to the neighbouring districts where there is no Jan Shikshan Sansthan.

113. The Jan Shikshan Sansthan may organise mobile skill training programmes utilising the resources generated by them.

114. Each JSS will be responsible to survey and identify the district specific vocational needs of the neo-literates and other target groups. Based on the findings, individual JSS will prepare training capsules with emphasis on polyvalence.

115. Every JSS must have core staff, which will include one Director who will be the administrative head of the organisation. He should be assisted by suitable selected personnel to ensure smooth administration, regular planning and monitoring, proper maintenance of accounts, systematic conduct of programmes and adequate supervision activities. The decision with regard to the number of employees, their emoluments, their duties and functions and their designations will rest entirely with the Board of Management. At least one Programme Officer/Assistant Programme Officer/Coordinator should be a woman.

116. The core staff in all newly set up JSS will be on contract basis and on consolidated amount. However, the staff on scale of pay in the JSS set up before the IX Plan will continue on the same terms and conditions.

117. JSSs will be provided training and guidance by the Central Directorate of Adult Education. The activities and programmes of JSSs will also be monitored by the Bureau of Adult Education and National Literacy Mission and the Central Directorate.

118. The SLMAs also will review the activities of the JSSs in the respective States every month in the Monthly Monitoring meetings and send their reports to NLM.

5.6.1   Number of JSSs

119. Ninetytwo Jan Shikshan Sansthans have been sanctioned till the end of 2000- 2001 including the 19 sanctioned during 1999-2000 and the 15 sanctioned during 2000-2001. Sixteen more Jan Shikshan Sansthans are proposed to be set up during the last year of the IX Five Year Plan i.e. 2001-2002. With this the total number of Jan Shikshan Sansthans set up during the IX Five Year Plan will go up to 50 and the total number of Jan Shikshan Sansthans in the country will be 108.

120. It is proposed to open 100 more JSS during the Tenth Five Year Plan at the rate of 20 per year.

121. Ultimately, it is proposed to have at least one JSS in each district.

5.6.2   Categorization

122. Now the JSSs are classified into three categories of A, B and C depending upon their location and performance.

123. Category A includes JSS in six mega cities namely, Bangalore, Calcutta, Chennai, Delhi, Hyderabad and Mumbai.

124. During the Tenth Plan, it is proposed to include four more in category A taking their number to 10.

125. There are 28 JSS in category B. They are at Ajmer, Aurangabad, Chandigarh, Coimbatore, Cuttack, Faridabad, Guntur, Indore, Jammu, Jamshedpur, Jaipur, Jodhpur, Kanpur, Kota, Lucknow, Madurai, Mysore, Nagpur, Narendrapur, Pune, Rangareddy, Rourkela, Surat, Tiruchirapalli, Thiruvananthapuram, Vadodara, Vijayawada and Visakhapatnam.

126. During the Tenth Plan, their number is proposed to be increased to 48 to include all the JSS set up till the end of the VIII Plan.

127. Remaining JSSs and all new JSSs will be in category C.

128. The JSSs can be upgraded or downgraded depending upon their performance.

5.6.3   Evaluation

129. The performance of a JSS is to be evaluated every three years by reputed evaluating agencies.

5.6.4   Courses and Activities

130. The JSSs offer around 225 different vocational training programmes from candle and agarbatti making, sewing and embroidery to computer courses. In the year 1999-2000, more than 1,20,000 beneficiaries were covered by the vocational training programmes of whom more than 72% were women, 21% were SCs, 4.5% were STs and 22.8% were OBCs.

131. Apart from vocational training programmes, JSSs also organise other activities as part of the polyvalent education such as awareness programmes, demonstrations, talks, audio-visual shows, meetings, seminars etc. During the year 1999-2000, about 2.50 lakh persons were benefited by such activities. 62% of them were women.

**Beneficiaries Covered under Vocational Programmes conducted by
Jan Shikshan Sansthan during the IX Five Year Plan (Year-Wise)**

Year	Total	Women	% age	SC	% age	ST	% age
1997-98	1,28,071	94,357	73.68	25,276	19.74	5,068	3.96
1998-99	1,11,891	83,162	72.34	22,322	19.75	4,939	4.41
1999-2000	1,20,739	92,306	72.34	25,641	21.30	5,442	4.57

5.6.5 Management

131. Earlier, the Jan Shikshan Sansthans were being set up under the aegis of non-government organisations, State Governments and universities. One JSS (Delhi) is directly under the Central Government.

132. Now, it has been decided that all the JSS will functions either under the aegis of NGOs or as independent NGOs. The administrative and financial affairs of the JSS are managed by respective Boards of Management. In order to enjoy a considerable degree of autonomy, these institutes are required to be registered under the Societies Registration Act, 1860 with their own Memorandum of Association, Rules and Regulations.

5.6.6 Funding

133. The Government of India provides annual lumpsum grants to these institutes in a set pattern. The funds provided by the government are to be spent under different heads, the ceiling for which have also been prescribed in the guidelines prepared by the Government

5.6.7 Funding Pattern

134. The funding pattern for different categories of JSS is as under:

(Rs. in lakhs)

Recurring	
Category 'A'	35
Category 'B'	30
Category 'C'	25
Non-recurring	
Category 'A'	15
Category 'B' & 'C'	10
Building grants	
Upto Rs.20.00 lakh to all JSSs.	

135. All the JSS will be encouraged to generate their resources through appropriate course fee for certain courses not strictly meant for non-literates, neo-literates and less educated. They can also mobilise resources through collection of funds from the ZSS and other such agencies for conducting training programmes for resource persons and Preraks etc. to enable them to run vocational training programmes in the CECs. The JSS will be allowed to utilise the resources thus generating for expanding their programme activities.

136. The actual/proposed year-wise expenditure during the IX five year Plan is as under:

(Rs. in crores)

1997-98	3.94
1998-99	4.63
1999-2000	6.71
2000-2001	14.00
Total (four years)	29.28
Proposed BE for 2001-2002 Rs. 25.00 crores	

5.7 SUPPORT TO NON-GOVERNMENTAL ORGANISATIONS

137. Under the scheme, funds are released to NGOs under two broad categories:

(*i*) To State Resource centres

(*ii*) To NGOs for projects regarding Adult Education.

138. The Scheme was revised for the IX Plan and the following major changes were incorporated:

(*i*) Financial support to State Resource centres had been enhanced.

(*ii*) Provision has been made for one time grant for infrastructure to the State resource centres.

(*iii*) Provision has been made for NGOs to undertake area specific Continuing Education projects as well.

139. The National Literacy Mission fully recognizes the vast potential of NGOs in furthering its programmes and schemes. Therefore, ever since its inception, the National Literacy Mission has taken measures to strengthen its partnership with NGOs. The National Literacy Mission has made all efforts to evolve both institutional and informal mechanisms to give voluntary organizations an active promotional role in the literacy movement. Under the scheme of support to NGOs, voluntary agencies are encouraged and financial assistance is provided for activities such as:

(*i*) Running post-literacy and continuing education programmes with the objective of total eradication of illiteracy in well-defined areas;

(*ii*) Undertaking resource development activities through establishment of State Resource Centres (SRCs) and District Resource Units (DRUs);

(*iii*) Organising vocational and technical education programmes for neo-literates;

(*iv*) Promoting innovation, experimentation and action research;

(*v*) Conducting evaluation and impact studies; and

(*vi*) Organising symposia and conferences, publication of relevant books and periodicals and production of mass media support aids.

140. With more and more districts having completed the post-literacy programmes, the NGOs now have to diversify the scope of their activities. They are expected to take up area-specific continuing education programmes for life long learning. This will include skill development programmes for personal, social and occupational development.

5.7.1 State Resource Centres

141. The State Resource Centres (SRCs) have carved out a niche for themselves among the professional adult education organizations in India. There were 14 SRCs in 1980 and their number increased to 25 by 2001. Managed by NGOs or universities, all SRCs are expected to provide academic and technical resource support. They impart training to district level resource persons. This is mainly done by organizing training programmes, material preparation, publishing of relevant material, extension activities, innovative projects, research studies and evaluation.

142. In order to revitalize, re-energize and expand the role of SRCs, plans are being drafted to not only increase their number but also to equip them with the necessary infrastructure and resource facilities that will enable them to play the role of catalytic agents. They would be actively involved with actual field processes in implementation and would have a key role to play in training, material production, population and development education, research and other resource support activities.

143. Another point that needs to be stressed in so far as SRCs are concerned is the retention of their

voluntary character and autonomous functioning. Efforts have recently been made to ensure that SRCs are assigned only to voluntary agencies or institutions of higher learning. State-run SRCs must be discouraged as a matter of policy.

144. During the IX Five Year Plan, the State Resource Centres are divided into two categories of A & B - and provided an annual grant of Rs. 60 Lakh and Rs. 40 Lakh respectively. The grading is done on the basis of the volume of work. Upgradation is based on performance or increased workload. Also, new resource centres are initially graded in the lower category. As the SRCs are 100 per cent centrally funded, it is imperative that they follow certain financial norms and ensure financial discipline.

145. The Cabinet approved revised scheme in November 1999 and, therefore, the revised provisions were implemented with effect from 1st April, 2000.

Old and Revised Parameters of State Resource Centres

(Rs. in lakhs)

Category	Annual Maintenance Grant		One Time Grant-
	Old Parameters	*Revised Parameters*	*Revised parameters*
A	30	60	50
B	25	40	40
C	10	—	—

146. Category C was abolished in Revised Parameters and One-Time Grant was not admissible earlier.

147. The details of budget allocation and expenditure during IX Plan are as under:

(Rs. in crores)

Year	Allocation	Expenditure
1997-98	10	7.07
1998-99	12	6.65
1999-00	14	9.00
2000-01	14	11.00
2001-02	15	3.00 (as on 10.5.2001)
Total	**65**	**36.72**

5.7.2 Tenth Five Year Plan

148. Role of the Scheme of Support to NGOs would continue to remain the same as at present i.e. to provide resource support to literacy programmes through resource centres and actual implementation of programmes in areas which are not covered otherwise under the schemes.

149. In addition to the existing activities, SRCs are required to impart training to a large number of district level resource persons, Preraks and Assistant Preraks, who have to play key role in the implementation of continuing education programme. With the new developments in adult education and its linkages with other developmental programmes along with the explosion of information and technology etc, they have to be given more advanced training to upgrade their skills with knowledge of maintenance of accounts etc. The focus would be on training and additional funding of Rs. 10 lakh is essential for this purpose.

150. Similarly, the new developments in the field of adult education and related fields are taking place at a

very fast pace and it is essential that all those involved in the process are kept informed so that exchange of views and sharing of innovative developments is ensured. For this purpose, SRCs have to engage themselves into research programmes to improve the quality of the adult education programmes. They have, therefore, to be assisted at an additional sum of Rs. 10 lakh per annum per SRC.

151. Population education is one of the important items of various programmes of SRCs. On setting up of National Population Commission, there is in an added emphasis on population stabilization project by Central and State Govt. for which innovative strategies have to be formulated and integrated with the adult education programme in a big way. At present, UNFPA is funding Population and Development Education. However, this assistance is available only till the end of IX Plan. To ensure that this work continues in X Plan, each SRC is required to be supported at an annual grant of Rs. 20 lakh.

152. It is expected that the NGOs would take up more innovative projects which would serve as examples for making policy changes by the National Literacy Mission. The State Resource Centres will, over the time, have to develop more expertise in training and implementation of Continuing Education which would start in most of the districts of the country by the end of the Tenth Plan.

153. Functions of SRC in the Tenth Plan Period are envisaged as under:

   1. Development of literacy materials (Primers for TLC/PLP), neo-literate material (Books, booklets etc.) and other form of literature.

   2. Development of training manuals for different levels of functionaries.

   3. Imparting training for key resource persons/resource persons, Prerak, voluntary instructors, master trainers and district coordinators.

   4. Development of Audio-Visual Aids for adult education programme.

   5. Coordination with media (electronic and print).

   6. Monitoring and evaluation of literacy programme being implemented by ZSS/NGOs etc.

   7. Conduct research studies for improvement of strategies for adult education programme.

   8. Innovations/Experimentation in the field of adult education.

154. In the Tenth Plan, SRCs have to equip themselves and play an important role with new thrust and inputs in the capacity building of themselves, ZSS and PRIs, which is much beyond the literacy and numeracy skills. It has to cover new areas like micro/macro planning in various areas, such as economic legal rights; educational and human rights. For performing this task, these organizations will require additional resources.

   ➢ A centre-wise data bank needs to be created containing the inventory and mapping of traditional and contemporary art & craft, existing resource, raw materials, infrastructure facilities.

   ➢ The centre-wise data bank about the learner's progress should be updated, social group and gender wise.

   ➢ District should create a centre-wise inventory of learners who can immediately be involved under the Equivalency Programme (EP).

155. It is proposed to provide additional financial support to SRCs and JSS for training, research and population and development education under the scheme of support to NGOs. In the Tenth Five Year Plan, it is proposed to include this as an integrated activity of SRCs. An annual grant of Rs. 10 lakh each for training and research for every SRC and Rs. 20 lakh for integrated population stabilization programme by every SRC and all JSS, which take up this project, would be provided.

5.8 DIRECTORATE OF ADULT EDUCATION

156. The Directorate of Adult Education (DAE), a subordinate office under the Ministry of Human Resource Development, has been functioning as the National Resource Centre in the field of adult education The Directorate also provides academic and technical resource support to National Literacy Mission. The Committee felt that the Directorate should provide the best and most current information available in the area of teaching methodology and other aspects of literacy. Role of DAE has to be strengthened for -

(*i*) Provision of academic and technical resource support to National Literacy Mission.

(*ii*) Prepare guidelines for development of teaching-learning materials.

(*iii*) Organization of training and orientation programmes.

(*iv*) Monitoring of the progress and status of literacy campaigns and to provide regular feedback to NLM.

(*v*) Production of media materials and harnessing of all kinds of media i.e. electronic, print, traditional and folk media for furtherance of the objectives of NLM.

(*vi*) Provision of regular feedback to the NLM about the findings of concurrent and external evaluation of literacy campaigns.

(*vii*) Coordination, collaboration and networking with all the State Resource Centres, Jan Shikshan Sansthans and other institutions/ agencies for continuous improvement of content and process of adult education programmes on behalf of NLM.

157. The Directorate of Adult Education has played a lead role as a national resource centre in the development of a network of resource support system by collaborating and coordinating with the State Resource Centres for providing academic and technical resource support to the literacy programmes. In the context of continuing challenge of illiteracy and mass education, need has been felt to strengthen the capabilities of the Directorate to enable it to play a more vibrant and dynamic role for human resource development through improvement of content and process of literacy, post-literacy and continuing education programmes, through better harnessing of the electronic, print and traditional media and means of communication for environment building and for instruction, and by further development of the nation-wide networking for provision of academic and technical resource support, evaluation and research.

158. In view of the new thrust and additional demands for technical support, the DAE would have to be reshaped into a professional body enjoying considerable financial and academic autonomy. It would call for strengthening of the infrastructure as well as vesting of adequate freedom to engage professionals and consultants of high caliber in appropriate manner. The DAE would network with SRCs to develop expertise in relation to the needs of their State and also in relation to important aspects of adult education programme such as pedagogy, material production, mobilization, folk and electronic media, technology, training process for special areas of concern such as members of SC/ST community, women, etc. To achieve this an appropriate Management Information System has to be put in place. The necessary Technology upgradation will have to be undertaken during the Tenth Plan.

5.8.1 Monitoring

159. Monitoring and evaluation can be regarded essentially as tools for identification of the strengths and weaknesses of a system and design to make the objectives operationally more realistic in order to ensure effective implementation of adult education programmes. The broad strategy of implementation of adult education programmes, as conceived in the National Literacy Mission, emphasises on the need for having

a more efficient management and monitoring system, to ensure reliable and steady flow of information inputs.

160. The Directorates of Adult Education now hold responsibility of monitoring literacy campaign in their respective states. They are required to hold monthly meeting on a fixed date to review the progress of literacy programmes in various districts. These meetings are attended by Secretaries of Zilla Saksharta Samitis, Directors of State Resource Centres, Jan Shikshan Sansthans. A representative of NLM or DAE is also present.

161. Apart from obtaining correct, factual and up-to-date statistical information, the focus of discussion is also on assessment of qualitative aspects such as problems encountered in accelerating the pace of literacy campaign, efficacy of corrective measures initiated in the past, activities planned for the coming month, and so on.

162. The state directorates scrutinize, analyze and compile the data from all the districts carefully and send consolidated state reports to the central Directorate of Adult Education in the prescribed format. National-level status reports on literacy and post-literacy are also compiled and published periodically.

163. The visit reports of the members of the executive committee of the National Literacy Mission, journalists, literacy consultants, departmental officers also form an important part of the monitoring system.

164. During the coming years and more so by the time the Tenth Plan comes into operation, the management information system would have to be updated with latest technology to enable it to respond to various programme dimensions such as planning, management, appraisal of results and formulation of corrective interventions.

165. During the Tenth Five Year Plan, the objective would thus be to have a strong, reliable and comprehensive database which will form the basis for computerized MIS at the state level and SRCs should help the State Directorates of Adult Education in continuously identifying the achievements and shortfalls of each district as well as in providing the Central Directorate of Adult Education with up-to-date information on status of literacy projects being implemented in the State.

5.8.2 Evaluation

166. The Mission has adopted stringent measures for the objective evaluation of literacy campaigns and post-literacy programmes. A six-member expert group was set up in 1993 under the chairmanship of Prof. Arun Ghosh, a former Planning Commission member. As per recommendations of the group, the evaluation system has been considerably tightened.

167. The National Literacy Mission now recommends a three-step evaluation:

168. Self-evaluation of learning outcomes is a built-in feature of the three literacy primers. Each primer contains a set of three tests. It is only when the learners qualify in these tests, they reach the levels of literacy and numeracy laid down in National Literacy Mission norms. This self-evaluation would enable a learner to perceive his own pace and progress of learning and should heighten his motivation.

169. Concurrent or process evaluation is a kind of mid-term appraisal of an ongoing project to assess its strengths and weaknesses and to suggest corrective measures accordingly. It is conducted in two stages during the course of the campaign. The first stage is undertaken when at least 50 per cent of the enrolled learners have completed the first primer. The second stage is completed within three months after the first stage. The concurrent evaluation is carried by competent evaluation agencies from outside the concerned districts. The state directorate nominates three evaluation agencies, of which the district chooses one to conduct the concurrent evaluation.

170. Final or summative evaluation of a literacy campaign is undertaken when at least 60 per cent of the enrolled learners have completed or are nearing completion of the third primer. This evaluation is carried out by reputed evaluating agencies from outside the state and empanelled with the National Literacy Mission. The main focus of the evaluation is the learners and the evaluation is done in the random sample method. A minimum sample of 5 per cent or 10,000 (whichever is less) is to be selected randomly. Care is taken to avoid sample loss, absenteeism and proxy attendance. The criteria for considering a learner literate is achievement of at least 50 per cent marks in each of the abilities (reading, writing and numeracy) and 70 per cent as the aggregate. So far, final evaluation has been undertaken in 262 districts. Similar concurrent and final evaluation exercises are carried out for the districts going through the post-literacy phase. The final evaluation is carried out at the end of the programme, and is more or less an impact evaluation. In case of projects sanctioned for one year only, the objectives of the mid-term evaluation will be merged with the final evaluation. Guidelines for this have been evolved by DAE through a series of regional and national workshops.

171. The evaluation process of the ongoing literacy programme has become weak and mechanical. The system of internal and external evaluation needs to be strengthened with greater emphasis on impact assessment besides literacy achievements. The evaluators or the personnel involved in external evaluation must be well-acquainted with the language used in the district, to be evaluated. The Committee also feels that there should be a periodical assessment of performance of evaluating agencies themselves to ensure quality.

5.8.3 Media and Communication

172. The thrust of the National Literacy Mission is on wider involvement of the community, including participation of youth in the Mission. The role of media in the National Literacy Mission has been conceptualized in two ways, namely:

(a) Media as a tool of environment building and media for spreading the message of literacy; and

(b) Its technology to impart literacy.

173. During the IX Plan, the central thrust of all media and communication activities undertaken by the Directorate of Adult Education was to provide support to the Districts implementing TLCs and PLCs in their environment building effort by providing them with audio-visual software and through TV spots telecast through Doordarshan. The Advt. & Publicity Unit of DAE have produced approximately 315 films ever since the unit started functioning in 1986. These films are made in different languages and of different durations. Films are available in the following languages:

174. Hindi, Bengali, Oriya, Punjabi, Gujarati, Rajasthani, Assamese, Marathi, Tamil, Kannada, Malayalam, Telugu and Urdu.

175. The NLM's strategy has so far been peripheral use of Doordarshan.

176. During the Tenth Five Year Plan, efforts will have to be made to fully utilize Doordarshan and other popular electronic media channels and AIR which have large coverage. This would, in turn, necessitate development of adequate imaginatively conceived and alternatively produced software to be used for the use of AIR and Doordarshan and other popular channels.

177. The following steps are required to be taken:

➢ Strengthen media support to the literacy programme with a greater emphasis on Continuing Education Programme.

➢ Tap private channels for publicity of literacy programmes.

> ➤ Make use of AIR more effectively as it has a wider out-reach.

> ➤ Make use of print media, specially district/ local level newspapers and magazines.

> ➤ Initiate capacity building programmes for SRC personnel on Media and in viewers /audience research.

> ➤ Take up special media campaigns focusing on special groups like women, tribal groups etc.

> ➤ Focused programmes for selected States/areas like low literacy, low female literacy.

5.8.4 Population Education in Adult Education

178. Population in India has multiplied by more than four times during the century. 15.5 million people are added to the population of the country, annually. The population and development issues have been the concern of national and state governments since the 1950s and various programmes have been implemented to attain the country's demographic goals and accelerate the pace of development. During the late 1960s when various strategies to implement programmes relating to population policy were being considered, the potential of education was realized and the strategy to "address the young potential parents" became an integral part of the over-all Information Education and Communication (IEC) activities and accordingly the Population Education Programme was initiated in India.

179. The Project on "Integration of Population Education in Adult Literacy Programme" was launched in 1986 with the financial support of United Nations Fund for Population Activities (UNFPA). The implementing agency for the Project is the Directorate of Adult Education. It gets necessary guidance from Ministry of Human Resource Development and National Literacy Mission. The nodal agency is the Department of Family Welfare in Ministry of Health and Family Welfare which coordinates all projects relating to population education including those being implemented by National Council for Educational Research and Training (NCERT) and University Grants Commission (UGC).

180. The agreement for this project was signed between the Govt. of India and UNFPA in 1985, revised in 1990. The first phase of the project was for five years from 1986 but was continued upto 1993 and extended upto 1996 as a second phase which concluded in May 1998. The third phase of the Project started from June 1998 for a period of 43 months i.e., upto the end of the year 2001 and is titled Integration of Population and Development Education in Post-literacy and Continuing Education.

181. The thrust areas of the first and second phases of the project will continue in the third phase also. The areas are: Small Family Norm, Responsible Parenthood, Right Age at Marriage, Population Growth and Environment, Population and Development, Beliefs and Tradition, STD and AIDS, Gender Bias, Inter-spouse Communication and Women's Empowerment.

182. In addition to the existing thrust areas indicated above, new thrust areas for the third phase are:

1. Reproductive Health and Reproductive Rights.
2. Fostering Human Dignity.
3. Adolescent Reproductive Health/Sexuality Education.
4. Family Life Education.
5. Preventive and Curative Education for STD & AIDS.

183. So far Population and Development Education has been implemented with the financial assistance of UNFPA. The present phase of the Project is coming to a close by December 2001. Approximately, Rs. 2.50 crore is spent every year for project implementation through State Resource Centres and Jan Shikshan Sansthans.

5.8.5 Jan Shikshan Sansthan, Delhi

184. JSS, Delhi is the only JSS working directly under the Central Government. It is working as a sub-unit of the Dte. of Adult Education, a subordinate office of the Department of Elementary Education and Literacy Mission. JSS, Delhi has a separate budget head and enjoys functional autonomy. Director, JSS is the Head of office. The employees of JSS, Delhi are central Govt. employees.

185. JSS, Delhi has been visualised as a national level model JSS to facilitate development of innovative training programmes and materials to be adopted/adapted by other JSSs.

186. Jan Shikshan Sansthan, Delhi has been attempting to introduce an element of ingenuity in all its programmes and activities apart from helping the Jan Shikshan Sansthan Unit of the Directorate of Adult in conducting training/orientation to the functionaries of Jan Shikshan Sansthan, Standardization of Vocational Curriculum, Monitoring including visit to other Jan Shikshan Sansthans.

187. During the Tenth Five Year Plan period, it is proposed to revamp, restructure and strengthen the Jan Shikshan Sansthan, Delhi so as to facilitate the Sansthan in discharging the role played by it.

5.8.6 Strengthening of Academic and Administrative Staff Support

188. The workload and the responsibilities required to be discharged by the DAE have increased enormously year after year, specially since the launching of the National Literacy Mission in 1988. The DAE has been carrying out its functions and responsibilities with the skeleton staff, which was largely sanctioned at the time of launching of the National Adult Education Programme in 1978. There has been no augmentation of staff strength in DAE since then. In view of the manifold increase in the size of the Adult Education Programme spread throughout the country and consequent multiplication of academic and technical resource support requirements, like monitoring and evaluation, training and material development, collection and dissemination of data related to literacy and adult education, it has now become necessary to adequately strengthen DAE.

5.9 NATIONAL INSTITUTE OF ADULT EDUCATION

189. The creation of an apex institution at the national level to provide 'academic, technical and research support in the field of adult education' was the recommendation of the Task Force set up during the planning of the launch of the National Literacy Mission (NLM) in 1988. Set up by the Government of India as an autonomous organization in 1991 under the Department of Education within the Ministry of Human Resource Development, the aim of NIAE was to establish Adult Education as an interdisciplinary field of study forging links with different disciplines of social sciences through a network of collaborative and coordinated research with agencies in India and abroad. Also, the objective was to ensure a strong two-way relationship between research and practice; improve action; inform policy and engage in theory building. NIAE made some beginnings towards meeting these requirements, but the growth of the literacy movement in size and stages calls for a greatly increased engagement in the different areas of NIAE's involvement as initially envisaged.

190. While progress has been made in literacy worldwide, the problem still remains a cause for concern. In our country, significant progress has been made since the launch of NLM in 1988 with the overall literacy rate exceeding 65%, as revealed in the Census in 2001. The short-term target of 75% literacy by 2005 appears to be achievable. However, what is being increasingly realized is that the very definition of literacy has to be expanded to include problem-solving and life-skills that empower individuals to meaningfully participate in society in a rapidly changing socio-economic environment. The requirements of the new continuing education programme are that the Preraks and others involved in the planning and

implementation of the programme are better equipped to meet the multiple and varying needs of the beneficiaries.

191. In keeping with the priorities outlined above, work-plan for the next five years (2002-2007) has been developed with the basic assumption that NIAE shall become the apex resource support for NLM's continuing education programme and execute its mandate in collaboration with the network of SRCs, Jan Shikshan Sansthan, NGOs, AE departments of Universities and other research agencies.

5.9.1   Documentation and Action Research

192. The present knowledge base about the literacy movement in India is very limited and gives mainly a quantitative feel of the programme. The Status Reports of NLM indicate mainly the physical and financial achievement while the External Evaluations indicate the literacy achievement vis-à-vis the target. While there are few parallels to the Indian literacy movement in sheer size of the target, contextual diversities, scale of human effort, social mobilization and involvement, there is very little authentic knowledge of this massive social intervention enterprise. A proper study and documentation of some of these enduring as well as the not so vibrant Adult and Continuing Education Programmes would be of crucial relevance in many ways. The Programmes that NIAE could take up, in this regard, are:

1.   *Building Knowledge Base on Adult and CE Programmes*

193. Documentation for building knowledge base about enduring Adult and Continuing Education Programmes. This would help in evolving strategies to revamp dormant programmes by building capacity of literacy workers and sensitization of various social resources and agencies. A set of 1-2 CE programmes per State, in 5-6 States, could be taken up, over 2-3 years, to be studied collaboratively by NIAE, SRCs, ZSS, University Adult and CE Centres / Depts.

2.   *Innovative Adult and CE Programmes : Action Research*

194. Innovative Adult and CE Programmes, as would emerge from the studies, could be adopted by NIAE/Collaborating agency(ies) for action research for theory building.

3.   *Special Areas / Themes*

195. Enduring Adult and CE programmes are marked by their success in focusing on one or two areas of local relevance, their organizational and human resourcefulness for convergence, etc. (*i*) Women Empowerment (*ii*) Literacy and Health Linkage; (*iii*) Quality of Life Improvement Skills through Convergence with Govt. Depts., and agencies; (*iv*) Innovative Approach to Residual Illiteracy; and many such strands are evident in different CE programmes. NIAE could take on these themes, sequentially, for study, advocacy and capacity building.

4.   *Population Education, RCH and Continuing Education*

196. The link between population stabilization, quality of life, socio-economic development, reproductive health and empowerment of women has been clearly recognized all over the world. The direct impact of such inter-linkage on the improvement of gender equality and equity, education of girls, empowerment of women has also been clearly visible wherever population education, conceived so holistically, has been undertaken. There have been some attempts to incorporate the population, RCH issues in the literacy programme in India, both during the TLC-PL phases as well in the CE stage. NIAE could undertake an action research study to assess and reinforce the inter-linkages between population, RCH and CE Programme.

5.   NLM-*Industry Partnership in Continuing Education*

197. Industry is one of the important sectors through which CE programme can be further strengthened. In most private sector industries, there are social welfare units engaged in various educational and social activities not only for the factory workers and their families, but also for the neighbouring urban slum community. There is emerging need for NLM to collaborate with industries in CE programmes. NIAE could undertake in-depth action research in areas where industry's involvement in literacy and education activities has a strong presence. Thereby, NIAE could provide inputs to NLM on industry's partnership in CE.

5.9.2   Capacity Building : Training and Orientation Programmes

198. The literacy movement in India has been attempted not at literacy alone, but also at social engineering. This also entailed convergence of energies of all these different agencies. Capacity building through training and orientation of the different actors and providers in Adult and CE is crucial for the programme effectiveness. Yet, this capacity building has been the weakest link and this has been recognised by all the agencies. The agencies engaged in training and orientation, such as the ZSS, Jan Shikshan Sansthan, SRCs, SLMAs, have their respective districts and States as the focus. There has not been much opportunity for these agencies and institutions to draw upon the experience of capacity building as obtain in other States. NIAE has been conceived as the nodal organization at the national level to bridge this gap. It could undertake capacity building of these very institutions and agencies. It could, in collaboration with such agencies also organize one or two exemplar capacity building programmes to ZSS. There are also other agencies like the Panchayats, banks, industries, Government Departments like Health, Agriculture, etc., and NGOs whose involvement in A&CE is vitally important, and their sensitization and orientation must also form part of NIAE's capacity building role. The programmes envisaged in this regard are :

1. *Training of Trainers in CE Planning and Management*

199. Based on NLM's CE Guidelines and documentation of enduring CE Programmes, organizing Training/ Orientation Programmes for Trainers. SLMA/SDAE, SRCs, JSSs and ZSS leadership would be the clientele. This could be organized at Regional levels @ 1 programme per year.

2. *Capacity Building of Key Functionaries in CE Planning and Management*

200. Based on Training of trainers programme, and as an Exemplar, one Training/Orientation programme on CE Planning and Management per Region, in a year, could be organized for key CE functionaries and PRIs.

5.9.3   Alliances and Networking

1. *National Alliance of Social Resources for A&CE : Annual Conferences*

201. SLMAs, SRCs, JSSs, University Adult and CE Centres/Departments, Government Departments like Health, Agriculture, and agencies like Banks, NGOs, industries and Panchayats, engaged in adult and CE programmes do not have an opportunity to share their experiences and forging linkages. NIAE could bring together annually these players and providers of Adult and CE, to share their experience and build solidarity. These annual conferences, publication of key presentations, deliberations and suggestions and dissemination could help to build a strong force and advocacy for Adult and CE.

2. *Regional Alliances for Adult and Continuing Education*

202. Very similar to the national alliance, in purpose, these Regional Alliances could be organized under

EFA, UNESCO, SAARC, SOUTH/SOUTH-EAST ASIA contexts. NIAE, as initially envisaged in its charter, would be the nodal agency.

203. NIAE should develop as a regional resource centre of Adult Education for SAARC countries. A rich database of the experiences of different parts of India and other countries in achieving the adult literacy objective - the difficulties faced and solutions to problems must be developed.

5.9.4   Application of Information and Communication Technologies (ICT) in CE:

204. (*i*)   Under the experimental project of IGNOU, a training curriculum for literacy tutors using ICT is being developed such that CE workers can meaningfully apply these tools for producing literacy/ CE materials for neo-literates. NIAE is associated with the assessment of the effectiveness of using these technologies in community learning centers set up under the project in MP and Rajasthan. NIAE along with the Centre for Extension Education, IGNOU shall extend the application of this project to other states in a phased manner over the next five years.

   (*ii*)   NIAE, in association with SRCs, would undertake the responsibility of developing a multimedia interactive CE instructor training package using available software in this area. The work would involve creation of databases, documenting case-studies from the field, designing a user friendly interactive software and preparing a CD ROM-based training tool that can be used extensively in the districts. This would also have the facility of upgrading from time to time.

   (*iii*)   A third programme in this area is the development of a Learning Resource Kit (LRK) to support and strengthen the vocational courses being offered by the Jan Shikshan Sansthans (JSS). This would involve the use of educational radio and other audio-visual media to improve the content and design of the training courses offered by JSS and make them more widely applicable.

205. While the identified projects and programme activities are separate, they will support one another and strengthen the collaborating agencies and make available the experiences and materials.

5.9.5   Research Fellowships

206. Reflection and recollections on innovations in Adult and Continuing Education Programme by researchers and practitioners is a vital but altogether missing component today. This could be a valuable addition to the scanty knowledge base. Short-term assignments by NIAE by way of Fellowships, as in vogue in similar institutions (e.g. NIEPA) would greatly encourage those thickly involved in the literacy movement to recount their experiences, insights and perceptions. Presence of such people in NIAE, albeit for short periods, would also be useful for NIAE's various research and training/orientation programmes.

5.10 CULTURAL EXCHANGE PROGRAMME

207. Under the Cultural Exchange Programme (CEP), about 4-5 visits of the delegation of the countries with which the CEP has been signed take place on reciprocal basis covering the area of policy making and the implementation of the adult education programme at field level including the work of material production and training for a period of two weeks so as to study adult education programme/vocational training in the respective countries.

208. The Indian Adult Education Programme is now entering into the Continuing Education phase in more and more districts. Since this is relatively a new area, the methods and models of other countries need to be studied so that the most appropriate strategy is incorporated in the implementation of the CE Programme. It is, therefore, essential that the people involved in literacy in various parts of the country, besides the policy makers, are exposed to such field work in other countries.

209. The expenditure under this Programme has following components:

    (*i*) Travel expense for delegations from India;

    (*ii*) 25% DSA for the delegation at the rate applicable in the country visited-boarding and lodging of the delegation is borne by the host country; and

    (*iii*) Expense on boarding, lodging and hospitality for the delegation visiting India on reciprocal basis.

5.11 STRATEGY FOR THE TENTH PLAN

210. The National Literacy Mission was set up in May, 1988 and there has been considerable progress in coverage of districts as well as literacy rates as per Census 2001. There are significant achievements worth mentioning which could be highlighted. Despite about 2% per annum growth of population, there has been highest ever jump of 13.17 per cent in overall literacy rates, and for the first time the number of non-literates has been reduced by over 13.09 million, while on the other hand, the number of literates has increased by a phenomenal 203.6 million during the decade. The female literacy rate has established an increase of 14.87% as against 11.72% for the males and gap between male-female literacy has decreased. Male literacy rate is above 60% in all the States without exception. With achievement in literacy rates, there has been substantial improvement in terms of harmony between the people, national integration, empowerment of weaker sections and awareness created to take decisions.

211. The NLM objective is to attain sustainable threshold level of 75% literacy by 2005. The target is 15-35 age group. However, 10% increase in literacy during a span of 4 years would require tremendous effort on the part of NLM as well as other agencies involved in the process of promoting Elementary Education. Despite the difficulties in achieving the objective, all out efforts should be made towards this direction so that at least by the end of Tenth Plan this goal is achieved. As it is imperative that there need not be any delay in achieving this target which has larger implications in terms of national development, special strategies have to be developed and areas of concern in terms of residual illiteracy and segments of population must be given top priority.

212. The concept of functional literacy to be achieved by NLM goes beyond self-reliance in basic literacy skills and implies:

    (*i*) Imbibing values of national integration, self-respect and self-sufficiency in every day activities.

    (*ii*) Conservation of environment, women's equality and empowerment, health and hygiene, observance of small family norms, etc.

213. The impact of these values goes much beyond the self-reliance in literacy. NLM also integrates literacy with vocational and technical skills alongwith income generation and quality of life improvement programmes. This has greater impact on the demand for not only literacy amongst adults but also formal education of their children. It has improved considerably their standard of living and has created desired awareness, self-confidence amongst women and weaker sections of society particularly under-privileged SCs & STs. This obviously would have larger repercussions on national development as the major segment of society constitute not only literates, semi-literates, unskilled, semi-skilled persons, who, in the absence of appropriate opportunities, have not been able to develop their potentialities upto the optimum level. This has to be done and strategic action plans have to be drawn in a time-bound manner so that the requirements of the target group in terms of their tradition, ethnic culture and their trade and handicrafts etc. are not only maintained undisturbed and promoted as well. NGOs, State Resource Centres, Jan Shikshan Sansthans, Panchayati Raj Institutions and other local bodies have to create need based and target group specific innovative programmes.

214. Although, a large number of districts have entered post-literacy and continuing education phase, residual illiteracy is still quite high. Therefore, basic literacy programmes will have to be taken up simultaneously with CE, with a provision of additional funding to run the programme. A convergence of TL/PL/CE would be the most appropriate strategy and should, therefore, be considered. However, funds should be released on the basis of objective assessment of actual consumption of funds. This would require laying down of parameters/conditions required to be fulfilled at each stage before next instalment is released. Provision of funds should be made for evaluation every 2 years of CE.

215. Flexibility should be in-built, in operation of the scheme. The proposal sent by states should be worked out at the ground level taking the conditions of various pockets within the district into consideration. Specific requirements of tribal pockets, low female literacy pockets and other under-developed low literacy pockets should be tackled with innovative programmes/projects.

216. Exchange of visits by literacy activists of different districts would greatly benefit the voluntary instructors and other literacy activists of various TL, PL and CE districts where literacy campaign is about to be launched. Such exchange from districts where the programme is about to be launched and where it has been successfully conducted, sharing of experiences among neo-literates of different districts specially exchange visits by human activists has to be encouraged.

217. Funds should be earmarked separately for JSS, SRC, Cultural Exchange Programme, NLMA, DAE, NIAE, Support to NGOs for the purposes of the Tenth Plan. However, the estimates for the literacy campaigns could be presented as the total per learner costs (TLC, PL, CE), inclusive of the 4 related programmes of CE, multiplied by the estimated number of non-literates, semi-literates and neo-literates in the 15-35 age group.

218. The target age group of 15-35 must continue to be maintained, although all those, who are interested, may be involved in the integrated programmes without any age bar so that people may feel free to join the programme according to their requirements. The programme has to be attractive, useful, need based, demanded by the community only then the target group would be motivated to participate willingly. If willing participation is achieved, which has been achieved in several pockets and districts in the country, the programme would be owned by the people and the role of the state would be limited to a facilitator. This programme would then be self-reliant in terms of finance and other inputs and its success and impacts need not then be regularly monitored by the state. In this endeavour, efforts should be made to seek cooperation from all sections of the society like educational, social, cultural, religious and other institutions.

219. There is need for institutional linkages between schemes under this Department with other departments such as Youth Affairs and Sports, Rural Development, Health & Family Welfare, etc. so that infrastructural and manpower requirements of one can be complemented by the other. This can be achieved at the grassroot level as the beneficiaries are primarily the same persons. In this context, it may be mentioned that National Literacy Mission and Nehru Yuvak Kendra Sangathan have decided to converge their activities and services; and synergise their strengths as well as financial and human resources to strengthen delivery mechanisms and ensure their common target group benefit from joint endeavours. Such coordination has to be achieved at ground level with all other developmental departments.

220. The right to education starts from early childhood and continues through adulthood. Sarva Shiksha Abhiyan and adult education are the part of the same process. To promote gender equality in education at all levels—school, non-formal education and adult education—the crucial factor is change in attitudes and values and practices of parents of children of school going age. Adult education as implemented by National Literacy Mission aims to go further and get integrated with the wider process of community

development and empowerment. Various sectors of Education such as Elementary, School Education, Vocational Education, Higher Education, Technical Education can play a vital role in promoting the objectives of NLM if some activities relating to the programme are involved in their curriculum or extra-curricular activities.

221. In order to decentralize administrative and managerial activities of NLM, greater powers are required to be delegated to SLMAs who have to frame policy guidelines based on the district specific/state specific requirements of the target group under the overall guidelines of NLM. The SLMAs may involve other related departments in the state for better coordination, convergence and linkages so that an integrated approach is adopted and the objective of functional literacy should become one of the key agenda of important meetings as well as tour programmes of the concerned agencies/officers. The feedback on the achievements and drawbacks must be brought to the notice of SLMAs/ZSSs for appropriate remedial actions, although, there is an in-built mechanism of concurrent evaluation as well as monthly monitoring meetings.

222. The decentralization should permeate down to the Panchayats and action plan prepared that the demand of the requirement should come from the people themselves. However, awareness has to be generated and information made available about the range of choice at the disposal.

223. Although much has been achieved, there is still much more to be done as about 35% population is still non-literate which needs to be addressed.

224. Compared to the VIII Plan outlay of Rs. 1400 crore, Rs. 630.39 crore was allocated for IX Plan which is grossly inadequate to meet the increasing needs of the programme. The procedure for release of funds needs to be streamlined and NLM powers need to be adequately enhanced to ensure that the funds once allocated are not reduced without the consent of the bureau during the year, unless it is absolutely necessary.

SECTION VI

Financial Outlay

1.   The total amount planned in the Central sector for the entire five year period of the Tenth Plan is Rs 61,792.86 crores, if the Scenario I of Mid-day Meal scheme is adopted, i.e. the scheme is limited to the present coverage of only primary schools. However, if the scheme were expanded to upper primary also, the total plan outlay for Elementary Education and Literacy would be Rs 66,023.81 crores. Scheme wise break up of the total central outlay is as follows:

<div align="right">(Rs. in crores)</div>

A.	Elementary Education			
	(*a*) Elementary Education (except MDM&TE)	:	42,840.11	
	(*i*) SSA	: 34,599.75		
	(*ii*) DPEP	: 4,800.00		
	(*iii*) LJP	: 250.00		
	(*iv*) SKP	: 90.00		
	(*v*) GOI-Janshala	: 20.00		
	(*vi*) Mahila Samakhya	: 250.00		
	(*vii*) KGSV	: 1,200.00		
	(*viii*) NPEGEL	: 1,500.00		
	(*ix*) NBB	: 70.36		
	(*x*) NCTE	: 60.00		
	(*b*) Mid-day Meal Scheme			
	Scenario 1 (Primary only)	:	10,536.25	
	Scenario 2 (Expansion to Upper Primary)	:	14,767.20	
	(*c*) Teachers' Education	:	2,077	
	(*d*) Total Elementary Education (a + b + c)			
	Scenario 1			: 55,453.36
	Scenario 2			: 59,684.31
B.	Adult Education			: 6,339.50
C.	Total Elementary Education & Literacy			
	Scenario 1			: 61,792.86
	Scenario 2			: 66,023.81

6.1 ELEMENTARY EDUCATION

6.1.1   Elementary Education (except MDM and TE)

2.   Estimation of financial requirements for elementary education is an urgent task. There are three important aspects relating to allocation of resources to education: (*a*) allocation of resources to education vis-à-vis other sectors, which can be referred to as intersectoral allocation of resources, (*b*) intra-sectoral allocation of resources within education i.e. allocation to different levels of education, and (*c*) inter-functional allocation of resources referring to allocation of resources to different activities such as teaching, administrative, welfare activities etc. Yet another important dimension of allocation of resources to education,

that is important in a federal system like India, is allocation of resources by the union government to the states.

3.   Presently 3.6 per cent of GDP is invested in education in India (1997-98). Compared to the very low level of 1.2 per cent in 1950-51, this marks a very significant progress. However, it needs to be underlined that this proportion is less than (*a*) the requirements of the education system to provide reasonable levels of quality education to all students enrolled presently, (*b*) the requirements of the system to provide universal elementary education of eight years for every child of the age-group 6-14, and consequent growth in secondary and higher education, as universalization of elementary education in a comprehensive sense includes universal provision of facilities, universal enrolment and universal retention, (*c*) the recommendations of the Education Commission (1966), the resolve made in the National Policy Education 1968, reiterated in the National Policy on Education 1986, and the revised Policy (1992) to invest six per cent of National Income in education, and (*d*) finally the proportion invested in India before the Jomtien Conference.

6.1.1.1 Plan and Non-Plan Expenditure on Elementary Education

4.   All this may present only a partial picture because non-plan expenditure is also equally important. Plan expenditure on education, including that on elementary education, is relatively very small, compared to non-plan expenditure on education. In fact, non-plan expenditures form the major chunk of expenditures on education. A large proportion of the expenditure on elementary education (and also education as a whole) in non-plan is nature, and presently only 12 per cent is of the plan category. Since 1980-81, this proportion has increased from 5.9 per cent to 7.5 per cent in 1990-91 and then jumped to 24 per cent in 1996-97. It may be emphasized that since non-plan expenditure is only for maintenance, the smaller plan expenditure, reduce the scope for setting new directions of development and to introduce reforms.

5.   The share of elementary education in GDP has decreased marginally from 1.53 per cent in 1989-90 to 1.38 per cent in 1995-96. The trend is not the same in all states. Himachal Pradesh, for example, allocated four per cent of its SDP to elementary education and Punjab about one per cent only. The share of elementary schools in the total 'direct/recurring' expenditure on education, plan and non-plan, combined together, remained more or less stagnant, ranging between 40 per cent and 50 per cent.

6.   Though plan expenditures are relatively small, the increase in plan expenditure is very important as plan expenditures allow increase in development activities, including construction of school buildings, recruitment of new teachers and launching of new development programmes. The significant increase in the relative share of plan expenditure on elementary education in the 1990s could be due to (*a*) the massive operation blackboard programme that involved provision of additional classrooms, additional teachers in single teacher schools and provision of a basket of teaching-learning material, that is expected to have significant effects on quality of education, (*b*) provision of incentives, particularly mid-day meals to school children, and (*c*) flow of external aid to education, in the form of DPEP and other projects.

7.   In all, expenditure on elementary education increased significantly at current prices. During the 1990s alone, the public expenditure on elementary education increased by 2.4 times from Rs. 7,956 crore in 1990-91 to Rs. 20,780 crore by 1997-98 (budgeted). However, in real terms the growth has not been so impressive.

6.1.1.2 Financial Norms under SSA

8.   Mostly the financial norms of Sarva Shiksha Abhiyan (SSA) have been adopted in estimating financial requirement for the Tenth Plan. The SSA norms are given in Annex 6.1. However, some modifications to the SSA norms have also been suggested, where absolutely necessary.

6.1.1.3 Data Requirements for Estimation of Financial Requirements

9.   The procedure of estimating the financial requirements in the Tenth Plan is based on the availability of the following data:

    (*i*)   Population of children in the age-group 6-14 years.

    (*ii*)   Number of children in the age-group 6-14 years who are enrolled in elementary classes.

    (*iii*)   Estimated addition to the population of children in the age-group 6-14 years who should be enrolled during the Tenth Plan.

10.   Data on the relevant age-group population are available from the Registrar General of India (Census). Projection of population of children in the age-groups 6-11 years and 11-14 years (based on 2001 Census) have been made the basis for estimation of financial requirements in the Tenth Plan. Details of the projections made are given in Annexes 3.1 to 3.5.

6.1.1.4 Financial Norms Proposed for the Tenth Plan

11.   The financial requirements have been worked out in the Tenth Plan on the basis of the following norms:

    (*i*)   Provision of teachers in the ratio of 1:40 at primary level and 1:35 at upper primary level, a provision of at least two teachers in every primary school, and a minimum of three teachers and a Head Master in every Upper Primary School.

    (*ii*)   Provision of a primary school within one kilometer of every habitation, provision for opening of new schools as per state norms or for setting up EGS like schools in un-served habitations.

    (*iii*)   Provision for opening of Upper Primary School as per requirement based on the number of children completing primary education, upto a ceiling of one upper primary school/section for every two primary schools.

    (*iv*)   Provision of a classroom for every teacher in primary and upper primary and a separate room for Head Master in Upper Primary School/Section.

    (*v*)   It is assumed that 10% of the new primary schools required will be met by EGS and AIE and the cost of setting up NFE centre will be about Rs. 10,000/- to Rs. 20,000/-. Consequently, the estimated cost for construction of new classrooms in the primary is reduced to that extent. In the case of upper primary, it is assumed that about 2% of the new upper primary schools required will be met by the EGS and AIE.

    (*vi*)   Provision of school equipment (TLE) to all proposed new primary schools and upper primary schools and uncovered schools at the rate of Rs. 10,000 per primary school and Rs. 50,000 per upper primary school.

    (*vii*)   Provision of incentives in terms of scholarship, uniform, free textbooks, stationery etc. to all girls, SC/ST children and children below the poverty line @ Rs. 250/- per child per year.

    (*viii*)   Provision for maintenance of school buildings and other school infrastructure and replacement of school equipment at primary and upper primary levels upto Rs. 5,000/- per school per year.

    (*ix*)   Provision of Rs. 2,000/- per year per primary/upper primary school for replacement of non-functional school equipment in the existing schools.

    (*x*)   Provision of Rs. 500/- per teacher per year for support material and aids in primary and upper primary school.

    (*xi*)   Provision of Rs 1200/- per child per year for integration of disabled children. It is assumed that

about 3% of the children in 6-14 age group have moderate/severe/profound disability and 2% have mild disability.

(*xii*) Expenditures on education is also incurred by other departments like Ministry of Social Justice & Empowerment for SC/ST, backward classes and disabled children, Ministry of Labour for Working Children, Ministry of Tribal Affairs and Department of Women and Child Development for pre-primary school children. On an average, investments from other departments are about 10-15% of the total investments made by the Department of Education. The Ministry of Rural Areas and Employment provided resources for the construction of primary school buildings.

(*xiii*) Considering the current trends, 15-percentage coverage by unaided sector is assumed and cost estimates have been reduced to that extent. However, it will have no consequence for poor children.

(*xiv*) While assessing teachers' salaries, attempts have been made to provide for higher salaries in the light of state-specific pay recommendations after the Fifth Pay Commission. Since every state has its own system of working out these requirements, no national pay scales have been suggested. For the purpose of estimation, provision of salary of Rs. 6,000/- p.m. for primary school teachers and Rs. 7,000/- p.m. for upper primary school teachers has been made.

(*xv*) Salary of teacher in EGS and AIE has been taken as Rs. 1000/- p.m.

(*xvi*) It is assumed that 50% of the newly appointed teachers in the primary and upper primary will be teachers appointed on reduced salary of about Rs. 3000/- per month as done in Gujarat and Maharashtra. Most of these teachers are likely to get regular pay scale after a certain period.

(*xvii*) Mobilisation of the community especially women, and an institutional role for community leaders in managing the affairs of elementary schools, holds the key to sustainable quality education for all. There is a need to reinforce the moral authority of the teacher and to use community persuasion through Panchayati Raj institutions for bringing all children to the school. The participation of the poorest households by effective mobilization is a precondition for UEE. No amount of resource provisioning can be a substitute for genuine community mobilization.

(*xviii*) BRC/CRC to be located in school campus as far as possible, Rs. 6 lakh ceiling for BRC building construction wherever required, Rs. 2 lakh for CRC construction wherever required should be used as an additional classroom in the schools. State support so far would be in the order of nearly Rs. 250 crore annually and adjustments for additional requirements have been made accordingly.

6.1.1.5 *Mobilising Additional Resources in the Tenth Plan*

12. It was felt necessary to estimate the item-wise financial requirement for the Tenth Plan, as given in Annex 6.2. As per the estimates, we require Rs. 55,360/- crore for expansion of elementary education and particularly to achieve UPE in the Tenth Plan. When seen in the context of overall budget expenditure of this country and the national commitment to spend 6% of the GDP on education, this does not appear to be a daunting task at all. If the current spending on education is about 4.5 per cent of the GDP, this would mean that by 2006-07, a 6 per cent allocation would be sufficient to maintain other sectors of education at current level and also to provide for universal elementary education. It is imperative that 6 per cent of GDP be allocated to education to universalise elementary education and to provide for sufficient grants in secondary and higher education.

13. Another fact to be considered is that on account of the Fifth Central Pay Commission's recommendations and its implications for salaries of teachers' in States/UTs, there is bound to be some increase in the expenditure on teachers already appointed. Even assuming an increase in GDP spending on account of increased salaries, there would still be sufficient resource available not only for universalising elementary education, but also for providing additional resources in other sectors of education.

14.   Strategies of resource augmentation through subsidy reduction, improved non-tax revenues and expenditure restructuring will have to take place both at the level of the Centre and States. However, the relative share of the Centre and the States in providing the additional resources required for UEE will be as per the SSA framework. It is evident that the Centre would have to provide for a lot of the additional resources as most of it would come as plan expenditure. As per SSA norm of 75:25 ratio of sharing of resources in the Tenth Plan, the states may find it difficult to provide for additionally, immediately considering that the pressures from additional salaries on account of Pay Commission's recommendations are still adversely affecting their way and means position.

15.   The challenge of UEE can be best met by a more efficient utilisation of resources and this would require community mobilisation and promotion of contextual need based plans. The sovereignty of each village would have to be respected and the expenditure would have to be determined by the process of school mapping and micro planning at the habitation level.

16.   The Panchayat bodies have been given the charge of the elementary education sector in many states. This would also involve mobilisation of the community resources for education. Participation of the community in promoting UEE needs to be encouraged and it is recommended that Bank account be set up in each school, to be jointly operated by the School Head Master and elected Panchayat representative at the village panchayat level. This Bank account can even attract fund support from the well-to-do sections of society. In case an educated well-to-do Indian staying in a city wants to support the village school in his/her native village, he/she should be able to do so. These contributions are not being suggested to encourage abdication of the state's responsibility for mobilising resources for UEE. Greater community involvement on a voluntary basis in the management of the school may substantially help in the achievement of UEE.

6.1.1.6   Autonomous Institutions

17.   During the Tenth Plan period, it is proposed to make a provision of a budget of Rs. 70.36 crore for National Bal Bhavan and Rs 60 lakh for NCTE. A summary of the financial proposals of National Bal Bhavan for the Tenth Plan period is enclosed in Annex 6.3.

6.1.1.7   Total Financial Outlay for EE (excluding MDM and TE)

18.   Item-wise financial requirement for the Tenth Plan has been worked out and given in Annex 6.2. Annex 6.4 gives the expenditure break-up of gender specific programmes like Mahila Samakhya (MS), Kasturba Gandhi Swatantra Vidyalaya (KGSV) and National Programme for Education of Girls at the Elementary Level (NPEGEL). As per the estimates Rs. 55,360.36 crore is required for expansion of elementary education and particularly to achieve UEE in the Tenth Plan. The scheme-wise break-up of this amount is as follows:

(*Rs. in crores*)

Programme	Total Outlay	Central Share	State Share
SSA	46,133.00	34,599.75	11,533.25
DPEP	5,647.00	4,800.00	847.00
LJP	300.00	250.00	50.00
SKP	180.00	90.00	90.00
GOI-Janshala	20.00	20.00	0.00
Mahila Samakhya	250.00	250.00	0.00
KGSV	1,200.00	1,200.00	0.00
NPEGEL	1,500.00	1,500.00	0.00
NCTE	60.00	60.00	0.00
NBB	70.36	70.36	0.00
	55,360.36	**42,840.11**	**12,520.25**

19. Of this, the SSA share would be shared between the Centre and the States in the 75:25 ratio, DPEP in the ratio of 85:15, LJP in the ratio of 5:1 and SKP in the ratio of 50:50. Other schemes are central schemes. Accordingly, the central sector share comes to Rs 42,840.11 crore and the state share Rs 16,720.25 crore, including Rs 4,200 crore as salary for backlog teachers.

6.1.2 Mid-day Meal Scheme

20. During 2002-03, (first year of Tenth Plan), it is estimated that there will be about 11 crore children enrolled in primary and EGS schools. In addition, about 4 crore children would be in the upper primary classes. The following table gives the expenditure being incurred by States towards the conversion cost on the Mid-day Meals programme:

TABLE : Per Capita Cost of Hot Meals being borne by the States in Addition to the Central Support

Expenditure per child per school day					
State/UT	*Pulse*	*Vegetable, Condiments & I.F. Salt*	*Oil*	*Administrative Expenditure*	*Fuel*	*Total*
Gujarat	1.00	0.50	0.25	1.75		
Kerala	0.46	0.13	0.10	0.69		
M.P		Details not available		0.75		
Orissa	0.35	0.11	0.03	0.10	0.06	0.65
Tamil Nadu*	0.28	0.13	0.03	Not furnished	0.05	0.49
Pondicherry	0.25	1.38	0.09	0.75	0.3	2.77

* *Excluding administrative cost.*

21. On the basis of the expenditure being incurred by States/UTs, it has to be explored that at least Re.1 per child per school day may be mobilised towards the conversion cost. In this effort, the Central Government may contribute 0.50 paisa per child per school day and the other 0.50 paisa may be contributed by the States/local bodies/NGOs.

22. The financial requirements for the Mid-day meal scheme have been worked out for two scenarios: the first scenario limiting the scope to the existing coverage and the second scenario envisaging the expansion of the programme to Upper Primary also. The annual expenditure, then, on the programme with the expanded coverage of EGS&AIE children, in addition to the current coverage and as per the Central Government's support stated herein above, would be as under:

6.1.2.1 Scenario 1: Annual Requirement of Funds under the existing coverage - Formal primary schools run under Government, local bodies and Government aided schools, and EGS centres.

A. On Cost of Food-grains

No. of Children as per Select Educational Statistics (1998-99) (No. in crores)	*Requirement of food-grains for 200 days (in qtls)*	*Assuming that there will be average of 85% attendance. (in qtls)*	*Average cost of food grains (wheat/rice) @ Rs. 550 per qtl. (Rs. in crores)*
Primary-11.09	@100 gms. (0.001 qtls.) 221.8 lakh qtls.	188.53 lakh qtls.	Rs. 1036.92 crores

B. On Transportation Charges

Requirement of transportation charges on 188.53 lakh qtls.	@ Rs. 50 per quintal as admissible under PDS	Rs. 94.26 crores

C. Conversion

Central Support for Conversion Cost	@ 0.50 paisa per child per school day for 9.42 crore children (85% of 11.09 crore)	Rs. 942.65 crores

D. Monitoring, Supervision, Research, Evaluation and Advocacy

Monitoring by External Agencies	For 5912 revenue blocks @Rs. 40,000	Rs. 29.56 crores
Supervision - staff requirement	One Assistant-cum-Data Entry Operator @Rs .60,000 per annum on contract basis for each district.(576 districts x Rs 60,000)	Rs. 3.46 crores
Research and Evaluation	By external agencies	Rs. 0.40 crores
TOTAL		**Rs. 33.42 crores**

Total annual implication on the Central Government (A+B+C+D):   Rs. 2107.25 crores
Funds required during the Tenth Plan Period: Rs 10536.25 crores

6.1.2.2   Scenario 2: Annual requirement of funds under expansion for covering the children studying in primary and upper primary schools under Government, local bodies and Government aided schools, and under the EGS&AIE Scheme.

A. On Cost of Food-grains

No. of Children as per Select Educational Statistics (1998-99) (No. in crores)	*Requirement of food-grains for 200 days (in qtls)*	*Assuming that there will be average of 85% attendance. (in qtls)*	*Average cost of food-grains (wheat/rice) @ Rs. 550 per qtl. (Rs. in crores)*
Primary-11.09 Upper Primary-4.03	@100 gms. (0.001 qtls.) 221.8 lakh qtls. @ 125 gms. (0.00125 qtls.) 100.75 lakh qtls.		
Total =15.12 crores	**Total = 322.55 lakh qtls.**	**274.17 lakh qtls.**	**Rs. 1507.93 crores**

B. On Transportation Charges

Requirement of transportation charges on 274.17 lakh qtls.	@ Rs. 50 per quintal as admissible under PDS	Rs. 137.09 crores

C. Conversion

Central Support for Conversion Cost	@ 0.50 paisa per child per school day for 12.75 crore children (85% of 15 crores)	Rs. 1275 crores

D. Monitoring, Supervision, Research, Evaluation and Advocacy

Monitoring by External Agencies	For 5912 revenue blocks @Rs. 50,000	Rs. 29.56 crores
Supervision - staff requirement	One Assistant-cum-Data Entry Operator @ Rs. 60,000 per annum on contract basis for each district.(576 districts × Rs 60,000)	Rs. 3.46 crores
Research and Evaluation	By external agencies	Rs. 0.40 crores
TOTAL		Rs. 33.42 crores

Total annual implication on the Central Government (A+B+C+D): Rs. 2953.44 crores
Funds required during the Tenth Plan Period: Rs. 14767.20 crores

6.1.3 Teacher Education

23. The total expenditure in the Tenth Plan period comes to Rs 2077 crore as per the table below. The principle in arriving at this outlay and the detailed calculations are given in Annex 6.4.

(Rs. in crores)

Summary of component-wise allocation proposed for the Tenth Plan

I.	(a)	Recurring expenditure on existing functional/to be made functional DIETs.	1107.40
	(b)	Additional grant of Rs. 20 lakhs for DIETs for construction of boundary walls and augmentation of water and electricity supply etc.	46.20
	(a)	New DIETs	
		Civil works and Equipments (55 new @ Rs. 1.75 crores per DIET and Rs. 1.10 crores for upgraded DIETs)	151.25
	(b)	Recurring expenditure for 119 new DIETs to be made operational during Plan period	149.52
	(c)	Institutional development and capacity building for 580 DIETs	11.60
	(d)	New computers and upgradation of libraries etc. for DIETs	29.00
		Total	**1495.00**
II.		CTEs & IASEs	
	(a)	Secondary Education	
		(i) Non-recurring expenditure for civil work and equipment for 100 new CTEs	105.00
		(ii) Non-recurring expenditure for civil work and equipment for 20 new IASEs	25.00
		(iii) Programme fund (recurring) for CTEs @ Rs. 1.00 crore per CTE(old) & @ Rs. 50.00 lakhs per CTE(new)	135.00
		(iv) Institutional development and capacity building for CTEs	18.50
		(v) Programme fund (recurring) for IASEs @ Rs. 1.00 crore per IASE(old) & @ Rs. 50.00 lakhs per IASE(new)	47.00
		Total for Secondary Education	**330.50**

(*b*) Elementary Education

      (*i*) Recurring expenditure on conduction of programmes and salary of the faculty of IASEs   85.50

      (*ii*) Networking and capacity building of IASEs   1.00

      Total   **86.50**

III.   Strengthening of SCERTs - Non-recurring and recurring grant for 35 SCERTs   70.00

IV.   Capacity building of teacher educators by institutions other than SCERTs and IASEs   10.00

V.   Strengthening of pre-service teacher training by NCTE and other national level organisations   10.00

VI.   Development of computer network by NCTE for Teacher Education Programme   4.50

VII. Innovation and Pilot projects in pre-service and in-service Training
by Govt. and Non-Govt. organisations.   50.00

VIII. Learner evaluation   20.00

      Grand Total (I+II+III+IV+V+VI+VII+VIII)   **2077.00**

6.1.4 Total Elementary Education

24. The total Central outlay for elementary education taking the two scenarios of Mid-day Meal Scheme is as follows:

(Rs. crores)

	Expenditure description	Scenario 1	Scenario 2
1	Elementary Education	42,840.36	42,840.36
2	Mid-day Meal	10,536.25	14,767.20
3	Teachers Education	2,077	2,077
	Total Elementary Education	**54,453.36**	**59,684.31**

6.2 ADULT EDUCATION

25. Since its inception, NLM has made 91.53 million adults literate till December 2000. Only about Rs 145/- per head has been spent to make these people literate in the last 10-12 years, given the fact that only Rs 1320 crore approximately have been spent on Adult education during this period. As against this, in formal school system, per head per annum cost comes to approximately Rs 900/-. It is therefore clear that NLM has been able to make people literate at very low cost. However, now that a greater effort is required to reach the unreached, and ensure that those already made literate do not relapse into illiteracy, costs would have to be worked out based on total per learner/enrolled person costs per annum inclusive of TLC, PL, CE; provide this to implementing organizations/districts as a multiple of the coverage of persons over three phases of about two years each; define the total period of time (say, six or seven years); and define the expected outcomes at the end of this period.

26. As per 2001 Census, there are about 296 million persons who are illiterate at present. While these are the primary target group for NLM, the scheme of Continuing Education targets the whole population of neo-literates and other sections of the society. Thus, efforts have to be made to ensure that these neo-literates do not relapse into illiteracy. The target in the Tenth Plan is to make approximately 100 million persons literate and ensure that about 100 million neo-literates do not relapse to illiteracy. Based on this,

the totalprojections for the Tenth Plan comes to Rs 6339.50 crore. Scheme-wise details are given in Annex 6.5 to 6.11. The detailed scheme-wise break-up is as follows:

Schme	*Category*	*2002-3*	*2003-4*	*2004-5*	*2005-6*	*2006-7*	*Total*
(1)	*(2)*	*(3)*	*(4)*	*(5)*	*(6)*	*(7)*	*(8)*
Literacy Campaigns andOperation Resoration	Central	130.00	130.00	110.00	60.00	34.00	464.00
Cortinuing Education for 1eo-literates	CSS	670.00	918.00	1166.00	1240.00	1256.00	5250.00
Jan Shikshan Sansthans	Central	40.00	45.00	50.00	55.00	60.00	250.00
Culural Exchange Pro;ramme	Central	0.10	0.10	0.10	0.10	0.10	0.50
Natonal Literacy Mision Authority	Central	3.00	3.00	3.00	3.00	3.00	15.00
Directorate of Adilt Education	Central	26.00	28.00	30.00	32.00	34.00	150.00
Population Education in Adilt education	CSS	3.00	4.00	4.00	4.00	5.00	20.00
Naional Institute of Adilt Education	Central	3.00	3.50	4.00	4.50	5.00	20.00
Support to NGOs	Central	30.00	32.00	34.00	36.00	38.00	170.00
Totil		**905.10**	**1,163.60**	**1,401.10**	**1,434.60**	**1435.10**	**6,339.50**

6.3 TOTAL PLAN OUTLAY IN CENTRAL SECTOR FOR ELEMENTARY EDUCATION AND LITERACY

27. This, the total outlay for the Department of Elementary Education and Literacy for the Tenth Plan is Rs. 61,792.86 crore in Scenario I and Rs 66,023.70 crore in Scenario II, as follows:

(Rs. in crores)

(*i*)	Elementary Education:	55,453.36 (Scenario 1)
		59,684.31 (Scenario 2)
(*ii*)	Adult Education:	6,339.50
(*iii*)	Total	61,792.86 (Scenario 1)
		66,023.81 (Scenario 2)

28. If ve inflate the 1999-2000 GDP figure of Rs. 17,86,459 crore (at Constant Prices), @ 12%, to come to the 2002-2003 projected GDP figure of Rs 25,09,846 crore, the above suggested amount comes to 2.4 % of the GDP in case of Scenario I and 2.6 % in case of Scenario II, against the IX Plan figure of 1.7% (Outlay of Rs. 17,0)0 crore in a GDP of Rs 10,16,266 crore at Constant Prices in 1997-98). The annual outlay as percentage of GDP is 0.48% in Scenario I and 0.52% in Scenario II, against the IX Plan ratio of 0.33%. While this is only a marginal increase, it reflects the greater commitment of the Government towards Human Resources Development.

Annex 1.1

M.12015/7/2000 Edn.
Government of India
Planning Commission
(Education Division)

Yojana Bhavan, Sansad Marg,
New Delhi, dated 7.12.2000

ORDER

**Sub: Constitution of Working Group on Elementary and Adult Education
for the formulation of Tenth Five Year Plan – 2002-7.**

In the context of the formulation of the Tenth Five Year Plan (2002-07), it has been decided to set up a Working Group on Elementary and Adult Education under the Department of Elementary Education & Literacy, Ministry of Human Resource Development.

The composition of the Working Group may be seen at Annexure-I.

The Terms of Reference of the Working Group may be seen at Annexure-II.

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

The Working Group will finalize its report by June 30, 2001.

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

Sd/-
(T.R. Meena)
Deputy Secretary (Admn.)

Copy to: Chairman and Members of the Working Group on Elementary and Adult Education.

Copy also to:

1. P.S. to Deputy Chairman, Planning Commission.

2. P.S. to MOS (P&PI), Planning Commission.

3. P.S. to all Members, Planning Commission.

4. P.S. to Secretary, Planning Commission.

5. P.S. to Secy.(Expenditure), Deptt of Expenditure, Ministry of Finance, North Block.N.D.

6. P.S. to Secretary (Home), Deptt of Home, Ministry of Home Affairs, North Block, N.D.

7. All Heads of the Division, Planning Commission.

8. IFA Unit, Planning Commission.

9. Administration/ Accounts/ General Branches, Planning Commission.
10. Under Secretary (Admn.), Planning Commission.
11. Information Officer, Planning Commission.
12. Library, Planning Commission.
13. Plan & Coordination Division, Planning Commission.
14. P.S. to Deputy Secretary, Planning Commission.

List of Experts for the working group on Elementary Education and Adult Education—Tenth Five Year Plan

Smt. Achala Moulik   Chairperson
Secretary
Elementary Education & Literacy
Ministry of Human Resource Development
"C" Wing, Shastri Bhawan, New Delhi

Shri Sumit Bose, Joint Secretary (E E)   Member Convenor
Department of Elementary Education & Literacy
Ministry of Human Resource Development
"C" Wing, Shastri Bhawan, New Delhi

Shri Jagan Mathews   Member Convenor
Joint Secretary (AE)
Department of Elementary Education & Literacy
Ministry of Human Resource Development
"C" Wing, Shastri Bhavan, New Delhi

Mrs. Mina Swaminathan   Member
3rd Cross Street, Chennai – 600 113

Dr. (Mrs.) Radhika Herzburger   Member
Director, Rishi Valley School
P. O. Madanapalli, District – Chitoor

Shri Achyut Das   Member
Agragamee P. O. Kashipur,
Koraput, Orissa

Ms. Shanta Sinha   Member
M. V. Foundation
28, Manedepally West
Road No. 1, Secunderabad – 500 026

Shri Hari Dang (Padama Shri)   Member
President, The Society for Techology & Action for
Sustainable Development (TASD)
1, Factory Road (Ring Road) South
New Delhi – 110 029

Shri Johar Kumar   Member
Centre for Learning Resources
8-Deccan College Road
Yerwada, Pune

Dr. Jean Dreze   Member
Visiting Professor
Delhi School of Economics
Delhi

Shri Denzil Saldhana   Member
T. I. S. S.
Mumbai

Prof. A. K. Jalaluddin   Member
Former Joint Director
NCERT
New Delhi

Prof. Shyam Menon, CIE   Member
Delhi University
Delhi – 110 007

Shri P. P. Ghosh   Member
ADRI, Patna (Bihar)

Shri Kashmiri Lal Zakir   Member
H. No.367, Sector 44 – A
Chandigarh

Shri Jacob Aikara   Member
Tata Institute of Social Science
Mumbai

Prof. B. P. Khandelwal   Member
Director, NIEPA
Sri Aurobindo Marg
New Delhi – 110 016

Dr. J. S. Rajput   Member
Director, NCERT
Sri Aurobindo Marg
New Delhi – 110 016

Dr. A. N. Maheshwari   Member
Chairman
NCTE
New Delhi

Dr. N. K.Ambasht   Member
Chairman, NOS
Kailash Colony
New Delhi

Shri Prem Prashant   Member
Education Secretary
Government of Haryana
Chandigarh

Smt. Amita Sharma   Member
Secretary Education
Government of Madhya Pradesh
Bhopal

Shri K. Jaya Kumar   Member
Education Secretary
Government of Kerala
Kerala

Shri Nikhilesh Das   Member
Education Secretary
Government of West Bengal
West Bengal

Ms. Vrinda Sarup   Member
SPD, DPEP
Government of Uttar Pradesh
Uttar Pradesh

Ms. Banno Z. Zamir   Member
Education Secretary
Government of Nagaland

Smt. Kirti Saxena   Member
Director
Education Division
Planning Commission

Shri G. L. Jambhulkar   Member
Deputy Adviser
Education Division
Planning Commission

Terms of reference of the Working Group on Elementary and Adult Education—Tenth Five Year Plan

➢ To review the existing plans and programmes under Elementary Education and Adult Education programmes.

➢ To suggest mechanism for effective implementation of different schemes/programmes merged into Sarva Shiksha Abhiyan.

➢ To decide future course of action to be taken for externally aided programmes under Elementary Education.

➢ To suggest ways and means to achieve the aim of UEE and to work out financial projections for the same.

➢ To suggest measures to create effective linkage of adult education programmes with Sarva Shiksha Abhiyan.

➢ To achieve universal adult literacy in age group 15-35 in a specific time period.

➢ To review educational indicators like definition of literacy, enrolment ratio, teacher pupil ratio, dropout rate, teacher's appointment and training.

➢ To suggest modifications in educational indicators keeping the quality of education in view.

Annex 1.2

No.F.12-79/2000-EE (Pt.)
Government of India
Ministry of Human Resource Development
Department of Elementary Education & Literacy

New Delhi, the 2nd March, 2001

ORDER

Sub: Formulation of Tenth Five Year Plan – Constitution of the Sub Groups of the Task Force of the Working Group on Elementary Education and Adult Education.

In pursuance of the decision taken in the meeting of the Working Group on Elementary Education and Adult Education held on 16th February, 2001 under the chairmanship of Secretary (Elementary Education and Literacy), it has been decided to constitute four Sub-Groups one each for Teacher Education (TE); Mid-Day Meal (MDM); Universalisation of Elementary Education (UEE) and Adult Education (AE).

2.   The composition of each of the Sub Groups is as given in Annexure-I.

3.   These Sub Groups would finalise such portions of the report of the Working Group as are relevant to the individual subjects for which they are constituted. While finalizing their reports the Sub Groups shall keep in view the discussions already held in the meeting of the Working Group.

4.   The report of these Sub Groups shall form the part of the final report of the Working Group.

5.   The TA/DA of the non-official members of the Working Group will be reimbursed as per rules.

6.   The Sub Groups shall submit their reports to the Chairman of the Working Group by 15th April, 2001.

7.   The Terms of reference for the Working Group of the Xth plan is also enclosed at Annexure-II.

Sd/-

(Amarjeet Sinha)

Director

Sub-Group on Universalisation of Elementary Education

1.	Prof. BP Khandelwal, Director, NIEPA	Chairman
2.	Shri Sumit Bose, JS(EE)	
3.	Dr. (Ms.) Shantha Sinha, MV Foundation, Secunderabad	
4.	Ms. Vrinda Sarup, SPD, DPEP, UP	
5.	Dr. Amita Sharma, Education Secretary, MP	
6.	Mrs. Mina Swaminathan, Chennai	
7.	Shri John Kurian, Centre for Learning Resources, Pune	
8.	Shri T.N. Mannen, Principal Secretary, Nagaland	
9.	Shri Nikhilesh Das, Education Secretary, West Bengal	
10	Shri PK Choudhary, Education Secretary, Haryana	
11.	Shri GL Jambulkar, Dy. Adviser, Planning Commission	
12.	Shri Amarjeet Sinha, Director, MHRD	Convenor (till April 2001)
13.	Shri Job Zacharia, Directore, MHRD	Convenor (since May 2001)

SPECIAL INVITEES

1. Dr. JBG Tilak , NIEPA
2. Dr. KK Vashishtha , NCERT

SUB-GROUP ON TEACHER EDUCATION

1.	Prof. A.N. Maheshwari, Chairman, NCTE	Chairman
2.	Prof. Shyam Menon, CIE, Delhi University	
3.	Dr. (Mrs.) Radhika Herzburger, Director, Rishi Valley School	
4.	Prof. A.K. Jalaluddin, Former JD, NCERT	
5.	Prof. John Kurian	
6.	Ms. Rashmi Sharma, Director, MHRD	Convenor

SPECIAL INVITEES

1   Prof. R. Govinda, NIEPA
2   Director, SCERT, Kerala
3   Director, SCERT, Gujarat
4   Director, SCERT, Andhra Pradesh

5   Shri Rohit Dhankar, Digantar, Rajasthan

6   Ms. Anjali Naroha, Eklavya, Bhopal

7   Dr. G.L. Arora, Head, Teacher Education, NCERT

SUB-GROUP ON MID-DAY MEAL

1.   Dr. J.S. Rajput, Director, NCERT   Chairman

2.   Dr. Jacob Aikara, TISS Mumbai

3.   Dr. Jean Dreze, Visiting Prof. Delhi School of Economics

4.   Shri PP Ghosh, ADRI, Patna

5.   Shri Prem Prashant, Education Secretary, Haryana

6.   Shri K. Jaya Kumar, Education Secretary, Kerala

7.   Smt. Kirti Saxena, Director, Planning commission

8.   Shri P. K. Mohanti, DEA, MHRD   Convenor

SPECIAL INVITEES

1.   Shri M.A. Gourishankar, Education Secretary, Tamil Nadu

2.   Shri AK Tripathy, Education Secretary, Orissa

SUB-GROUP ON ADULT EDUCATION

1.   Shri Jagan Mathew, JS (AE)   Chairman

2.   Dr. Hari Dang, President, TASD

3.   Shri Achyut Das, Orissa

4.   Dr. N. K. Ambasht, Chairman, NOS

5.   Shri Denzil Saldana, TISS

6.   Shri P. P. Ghosh, ADRI

7.   Shri K. L. Zakir

8.   Ms. Ira Joshi, Director (AE)   Convener

SPECIAL INVITEES

1.   Shri Avdesh Kaushal

2.   Shri M. Nagarujuna, Director of Adult Education (FAC),
     EO, State Literacy Mission & Ex Officio Secretary
     to the Government of Andhra Pradesh

3.   Shri Ranjan Chatterjee, Secretary, Meghalaya

4.   Ms. Anita Rampal

Terms of reference of the Working Group on Elementary and Adult Education—Tenth Five Year Plan

➢ To review the existing plans and programmes under Elementary Education and Adult Education programmes.

➢ To suggest mechanism for effective implementation of different schemes/programmes merged into Sarva Shiksha Abhiyan.

➢ To decide future course of action to be taken for externally aided programmes under Elementary Education.

➢ To suggest ways and means to achieve the aim of UEE and to work out financial projections for the same.

➢ To suggest measures to create effective linkage of adult education programmes with Sarva Shiksha Abhiyan.

➢ To achieve universal adult literacy in age group 15-35 in a specific time period.

➢ To review educational indicators like definition of literacy, enrolment ratio, teacher pupil ratio, dropout rate, teacher's appointment and training.

➢ To suggest modifications in educational indicators keeping the quality of education in view.

Annex 3.1

Year-wise Projected Enrolment at Primary and Upper Primary Levels, 2000-01 to 2006-07 (Alternative Scenario-I)

(in millions)

Year	Enrolment (Grades I-V)			Enrolment (Grades VI-VIII)		
	Boys	Girls	Total	Boys	Girls	Total
1999-2000	64.10	49.51	113.61	25.08	16.98	42.06
2000-01	63.54	50.56	114.10	25.91	18.12	44.02
2001-02	62.98	51.64	114.62	26.76	19.33	46.09
2002-03	62.43	52.74	115.17	27.64	20.63	48.26
2003-04	61.88	53.86	115.74	28.55	22.01	50.56
2004-05	61.33	55.01	116.35	29.49	23.48	52.97
2005-06	60.79	56.18	116.98	30.46	25.06	55.51
2006-07	60.26	57.38	117.64	31.45	26.73	58.18
Required Growth Rate (1999-2000 to 2006-07)	**–0.88**	**2.13**	**0.50**	**3.29**	**6.70**	**4.74**

Notes: In this scenario, the child population (6-11 and 11-14) of 2006 as projected by Expert Committee under Registrar General of India, New Delhi (as reported in Selected Educational Statistics, 1998-99, MHRD, Govt. of Indi(a) was considered as the target enrolment after inflating it by 10 per cent to take into account over and underage children both at primary and upper primary levels. Then by taking the enrolment of 1999-2000 as the base year enrolment (as reported in Annual Report, 1999-2000, M/HRD), annual intake at primary and upper primary levels during Tenth Five Year Plan has been estimated.

As per this scenario, the enrolment at primary level needs to grow at the annual average growth rate of 0.50 per cent. The required growth rates of enrolment of boys and girls at the primary level are –0.88 per cent and 2.13 per cent respectively. Similarly, during the Tenth Plan period, enrolment at upper primary level needs to increase at an average annual growth rate of 4.74 per cent if the target is to achieve UEE by the year 2010. The required average annual growth rates of enrolment of boys and girls at the upper primary level during the Tenth Plan period are 3.29 per cent and 6.7 per cent respectively.

Year-wise Projected Enrolment at Primary and Upper Primary Levels, 2000-01 to 2006-07 (Alternative Scenario-II)

(in millions)

Year	Enrolment (Grades I-V)			Enrolment (Grades VI-VIII)		
	Boys	*Girls*	*Total*	*Boys*	*Girls*	*Total*
1999-2000	57.69	44.56	102.25	21.57	14.60	36.17
2000-01	58.05	44.84	102.88	21.70	14.69	36.40
2001-02	58.41	45.11	103.52	21.84	14.78	36.62
2002-03	58.77	45.39	104.16	21.97	14.88	36.85
2003-04	59.13	45.67	104.81	22.11	14.97	37.08
2004-05	59.50	45.96	105.46	22.25	15.06	37.31
2005-06	59.87	46.24	106.11	22.38	15.15	37.54
2006-07	60.26	57.38	117.64	31.45	26.73	58.18
Required Growth Rate (1998-99 to 2006-07)	**0.62**	**3.68**	**2.02**	**5.54**	**9.02**	**7.03**

Notes: In Scenario-II, the target enrolment as estimated in the *Alternative Scenario-I* remains the same, but the enrolment of 1999-2000 as reported by MHRD, GOI has been adjusted by taking into account the extent of over-reporting and the consequent difference in enrolment (boys, girls, total) figures of Sixth All-India Educational Survey, 1993 NCERT and Selected Educational Statistics, 1993-94, MHRD, Government of India.

There is a difference of 111,71,304 in enrolment at primary level and 58,43,524 at upper primary level between Sixth All India Educational Survey, 1993 and MHRD Statistics, 1993-94. This difference as percentage to total enrolment (as reported by MHRD) was 10.32 per cent at primary level and 14.64 per cent at upper primary level in 1992-93. This means that the MHRD statistics on enrolment were over-reported. It is assumed here that the same trend in reporting educational statistics, particularly data on enrolment continues till today. This implies that the enrolment data reported in the Selected Educational Statistics, 1999-2000 are over-reported by around 10 per cent at primary level and 14 per cent at upper primary level in 1999-2000. Accordingly, the enrolment data reported in Selected Educational Statistics, 1999-2000 of MHRD may be adjusted or deflated by 10 per cent at primary level and 14 per cent at upper primary level to avoid over-reporting.

The enrolment projection during the Tenth Five Year Plan period after adjusting the enrolment figure in 1999-2000 by 10 per cent at primary level and 14 per cent at upper primary level is given by:

Adjusted enrolment at primary level in 1999-2000 = Enrolment in 1999-2000 × 0.90

Adjusted enrolment at upper primary level in 1999-2000 = Enrolment in 1999-2000 × 0.86

The enrolment at primary level need to grow at the annual average growth rates of 0.62 per cent for boys, 3.68 per cent for girls (2.02 per cent at primary level), and at upper primary level at 5.54 per cent for boys and 9.02 per cent for girls.

Year-wise Projected Enrolment at Primary and Upper Primary Levels, 2000-01 to 2006-07 (Alternative Scenario-IV)

(in millions)

Year	Enrolment (Grades I-V)			Enrolment (Grades VI-VIII)		
	Boys	Girls	Total	Boys	Girls	Total
1999-2000	64.01	49.51	113.61	25.08	16.98	42.06
2000-01	63.85	50.80	114.65	25.85	18.07	43.92
2001-02	63.60	52.12	115.72	26.64	19.23	45.87
2002-03	63.36	53.48	116.84	27.45	20.47	47.92
2003-04	63.11	54.87	117.98	28.29	21.78	50.07
2004-05	62.87	56.30	119.17	29.16	23.17	52.33
2005-06	62.62	57.77	120.39	30.05	24.67	54.72
2006-07	62.38	59.27	121.65	30.97	26.25	57.22
Required average annual Growth Rate (1999-2000 to 2006-07)	**-0.39**	**2.60**	**0.98**	**3.06**	**6.42**	**4.5**

Note* : Provisional as reported in Selected Educational Statistics, 1998-99, MHRD, GOI.

Notes: In this scenario, the enrolment data at the primary and upper primary levels for the year 1999-2000 as reported in the Selected Educational Statistics, 1999-2000, M/HRD have been taken as base year enrolment. The target year enrolment at primary level and upper primary remain the same as estimated in Scenario-III.

According to this Scenario IV, the enrolment at primary level needs to grow at the average annual growth rate of -0.39 per cent for boys, 2.60 per cent for girls (0.98 per cent at primary level), and at upper primary level at 3.06 per cent for boys, 6.42 for girls (4.5 per cent at upper primary level).

Projected Average Annual Growth Rates of Enrolment at Primary and Upper Primary Levels : Alternative Scenarios

Period	Enrolment (Grades I-V)			Enrolment (Grades VI-VIII)		
	Boys	Girls	Total	Boys	Girls	Total
1980-81 to 1990-91	2.32	3.55	2.81	4.46	6.28	5.09
1990-91 to 1993-94	-1.12	1.22	-0.14	-1.42	2.6	0.1
1993-04 to 1999-2000*	2.55	2.82	2.67	3.33	3.9	3.56
	(0.77)	(1.03)	(0.88)	(0.77)	(1.31)	(0.99)
1990-91 to 1999-2000*	1.31	2.29	1.73	1.73	3.46	2.39
	(0.13)	(1.09)	(0.54)	(0.04)	(1.74)	(0.69)
Scenario-I						
(1999-2000 to 2006-07)	-0.88	2.13	0.50	3.29	6.7	4.74
Scenario-II						
(1999-2000 to 2006-07)	0.62	3.68	2.02	5.54	9.02	7.03
Scenario-III						
(1999-2000 to 2006-07)	1.12	4.16	2.51	4.62	8.03	6.08
Scenario-IV						
(1999-2000 to 2006-07)	-0.39	2.60	0.98	3.06	6.42	4.50

Note *: The figures in the bracket are growth rates of enrolment after adjusting enrolment data in 1999-2000 (i.e. deflating by 10% for primary level and by 14% at upper primary level).

Year-wise Estimated Additional Cumulative Enrolments at Primary and Upper Primary Levels, 2000-01 to 2006-07

Year	Scenario-I						Scenario-II					
	Primary (Grades I-V)			Upper Primary (Grades VI-VIII)			Primary (Grades I-V)			Upper Primary (Grades VI-VIII)		
	B	G	T	B	G	T	B	G	T	B	G	T
2000-01	−0.56	1.05	0.49	0.83	1.14	1.96	0.36	0.28	0.63	0.13	0.09	0.23
2001-02	−1.12	2.13	1.01	1.68	2.35	4.03	0.72	0.55	1.27	0.27	0.18	0.45
2002-03	−1.67	3.23	1.56	2.56	3.65	6.20	1.08	0.83	1.91	0.40	0.28	0.68
2003-04	−2.22	4.35	2.13	3.47	5.03	8.50	1.44	1.11	2.56	0.54	0.37	0.91
2004-05	−2.77	5.50	2.74	4.41	6.50	10.91	1.81	1.40	3.21	0.68	0.46	1.14
2005-06	−3.31	6.67	3.37	5.38	8.08	13.45	2.18	1.68	3.86	0.81	0.55	1.37
2006-07	−3.84	7.87	4.03	6.37	9.75	16.12	2.57	12.82	15.39	9.88	12.13	22.01

Year	Scenario-I						Scenario-II					
	Primary (Grades I-V)			Upper Primary (Grades VI-VIII)			Primary (Grades I-V)			Upper Primary (Grades VI-VIII)		
	B	G	T	B	G	T	B	G	T	B	G	T
2000-01	0.65	1.85	2.50	1.04	1.23	2.27	-0.25	1.29	1.04	0.77	1.07	1.84
2001-02	1.30	3.78	5.08	2.14	2.55	4.69	-0.5	2.61	2.11	1.56	2.25	3.81
2002-03	1.97	5.79	7.76	3.28	3.99	7.27	-0.74	3.97	3.23	2.37	3.49	5.86
2003-04	2.64	7.89	10.53	4.47	5.53	10.00	-0.99	5.36	4.35	3.21	4.8	8.01
2004-05	3.31	10.07	13.38	5.72	7.20	12.92	-1.23	6.79	5.56	4.08	6.19	10.27
2005-06	4.00	12.34	16.34	7.03	9.01	16.04	-1.48	8.26	6.78	4.97	7.69	12.66
2006-07	4.69	14.71	19.40	8.40	10.96	19.36	-1.72	9.76	8.04	5.89	9.27	15.16

Suggested Area-Wise Staffing Pattern for CTEs/IASEs

CTEs and IASEs are expected to have an academic faculty consisting of 16 and 26 members respectively, excluding the Principal. These faculty members may belong to the areas specified below, so as to cover all the main academic areas of the Institution's responsibility.

Area	CTE				IASE		
	Reader	Lect.	R/L	Prof.	Reader	Lect.	P/R/L
1	2	3	4	5	6	7	8
A. "Education" Subjects							
1. Foundation of Education (Philosophy, Sociology & Psychology of Education)	1	1	-	1	-	2	-
2. Elementary Education	-	-	-	-	1	1	-
3. In-service Education & Extension Services	1	-	-	-	1	1	-
4. Educational Technology	-	1	-	-	-	1	-
5. Educational Planning & Management/Admn.	-	-	-	-	1	-	-
6. AE/NFE	-	-	-	-	-	1	-
7. Special Education	-	-	-	-	-	1	-
B. "School" Subjects- Content-cum-Methodology							
(i) Science & Mathematics							
1. Maths	-	-	1	-	-	-	1
2. Phy. Science	-	-	1	-	-	-	2
3. Biological Sciences	-	-	1	-	-	-	2
4. Home Science	-	-	1	-	-	-	1
(ii) Others (Languages, Humanities, Social Sciences, Commerce & WE)							
1. Languages (Regional/Classical/Hindi/English)	-	-	3	-	-	-	3
2. Social Sciences & Humanities	-	-	3	-	-	-	4
3. Commerce (Including Accountancy, Banking and Insurance)	-	-	1	-	-	-	1
4. Work Experience	-	-	1	-	-	-	1
	2	2	12	1	3	7	15
Add (+)	1	11 (1 Reader)	1	3		(1 Prof., 3 Readers & 11 Lects.)	
Break up of R/L or P/R/L	(11 Lects.) ----------------- 3		13	2		6	18

Note :

1. As far as school subjects are concerned, the criterion for providing a post in CTE/IASE for any of them would be that :

   (*a*) a sufficient no. of postgraduates of that subject are consistently getting admission to B.Ed./ M.Ed. courses in the institution, and

   (*b*) there are about 200 or more teachers in that subject in the Govt. and Aided secondary schools of the distt. which the Institution is expected to serve.

2. "R/L" stands for "Reader/Lecturer" and "P/R/L" stands for Professor/Reader/Lecturer.

3. In a CTE :

   Of the 12 posts in "School" subjects, one may be Reader and the rest Lecturers.

4. In an IASE :

   (*i*) Of the 15 posts in 'School' subjects, one, three and eleven may be of Professor, Readers and Lecturers respectively.

   (*ii*) The post of Professor may be in any 'School' subject. Of the 3 posts of Readers, one and two respectively may be in 'Science' and 'other' subjects.

5. Apart from the Lecturer in Educational Technology, Instruction to pre-service and in-service trainees in computers and their applications would also be imparted by faculty members belonging to school subjects, after they have themselves been suitably trained in computers.

Staffing Pattern for a DIET

Principal–1

Steno to Principal–1

Branch/Unit/Section	Number of Posts					
	Vice-Principal/ Sr. Lecturer	Lecturers	Statistician/O S/Librarian/ Technician/ WE Teacher	Accountant/ Clerks/Lab Asstt.	Class IV	Total
1. PSTE	1	8	-	1 Lab Asstt.	-	10
2. WE	1	1	WE Teacher	-	-	3
3. DRU for AE/NFE	1	4	-	2 (1 Stenotypist, 1 Clerk)	-	7
4. IFIC	1	1	-	1 Clerk	-	3
5. CMDE	1	1	-	-	-	2
6. ET	1	1	1 Technician	-	-	3
7. P&M	1	1	1 Statistician	-	-	3
8. Library	-	-	1 Librarian	1 Clerk	-	2
9. Admn. Section	-	-	1 OS	1 Accountant 5 Clerks (inclu ding one for hostel)	6	13
	1 Vice-PPL 6 Lecturers	17	5	11	6	46
					1 Principal 1 Steno	
						Total 48

Note :1. For further details of the above structure, please see section 2.4

2. In addition to the above full-time posts :

(*a*) consultants resource persons may be engaged for upto 50 man months in a year, @ maximum of Rs. 300 per man month.

(*b*) a part-time Medical Officer will be engaged for the clinic.

Number of DIETs, CTEs and IASEs for States and UTs

	Name of State/UT	Number sanctioned		
		DIET	CTEs	IASEs
1.	Andhra Pradesh	23	4	10
2.	Arunachal Pradesh	11	0	0
3.	Assam	19	10	0
4.	Bihar	34*	5*	0
5.	Chhattisgarh			
6.	Goa	1	0	0
7.	Gujarat	19	7	4
8.	Haryana	12	0	0
9.	Himachal Pradesh	12	1	0
10.	Jammu & Kashmir	14	2	0
11.	Jharkhand			
12.	Karnataka	20	10	1
13.	Kerala	14	3	1
14.	Madhya Pradesh	45*	7*	3*
15.	Maharashtra	30	4	1
16.	Manipur	8	1	0
17.	Meghalaya	7	2	0
18.	Mizoram	2	1	0
19.	Nagaland	3	1	0
20.	Orissa	17	6	3
21.	Punjab	12	2	1
22.	Rajasthan	30	6	4
23.	Sikkim	3	0	0
24.	Tamil Nadu	29	5	2
25.	Tripura	3	1	0
26.	Uttar Pradesh	67*	3*	3*
27.	Uttaranchal			
28.	West Bengal	16	4	2
29.	A & N Islands	1	0	0
30.	Delhi	7	0	2
31.	Pondicherry	1	0	0
32.	Lakshadweep	1	0	0
	Total	461	85	37

* including new State

Studies and Evaluations

A. ASSESSMENT BY NIEPA

In order to assess the technical and infrastructure capacity of DIETs, a national evaluation was begun by NIEPA, in November, 1997*. The specific objectives of the study were:

> ➤ To make a critical evaluation of the performance of DIETs in terms of original job description and the changing scenario of elementary education.

> ➤ To recommend immediate and long term actions for strengthening the capacity of DIETs

> ➤ To prepare a Directory of DIETs.

Some of the major observations arising from the above studies have been summarized as follows:

Establishment of DIETs

It is known that the DIETs have not been established across States in a uniform time frame. Some States like West Bengal have begun very recently. Carving of new districts in many States also poses new questions. The already existing elementary teacher training institutions also need to be carefully reconciled.

Infrastructure

It was observed that 83 per cent of the DIETs were functioning in their own building. Poor maintenance of buildings was found to be a common feature. In many cases, the DIET buildings remained unprotected.

Hostel

Hostel facilities for trainees were not available in three States—Delhi, Pondicherry and Meghalaya. In the remaining States, 39 per cent of the DIETs did not have hostels. In almost all the States, girls' hostels were not fully utilized.

Regarding the residential accommodation for faculty and the administrative staff, common complaints for inadequate accommodation were found. On the other hand, many of the available staff quarters, and accommodation for the DIET Principal remained unoccupied.

Equipments available in the DIETs were found to be either not in working condition or not used in UP, Tripura, Orissa, Manipur and Nagaland. While the condition and use of equipment was found to be reasonably good in Kerala, Tamil Nadu and Karnataka, the same was found to be better in Pondicherry where faculty made a good use of IT.

Internal Structure

All DIETs have adopted the same structure as suggested in the Guidelines. No State level adaptation was made in the structure of any DIET. Four branches, namely P&M, ET, CMDE and WE were found to be practically non-functional in almost all the DIETs. The role of DRU was quite unclear; in some States DRUs

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* Final report is awaited

were outside the DIETs. In States like Mizoram, Arunachal Pradesh and Orissa, the libraries were found to be in a state of total neglect. In Mizoram particularly, librarians had not been appointed in the DIET library.

Staff Position

The recruitment policy for the DIETs is not uniform. Appointments are made either directly or through transfer and promotion. In what could be a case of over-specialization, appointments are made to different branches, with some exceptions.

Teaching positions are not filled up fully. Shortage was observed in many States, especially in Mizoram and Arunachal Pradesh where it is 80 per cent and 57 per cent respectively. Kerala and Nagaland are exceptions and have 4 per cent and 7.6 per cent shortage respectively.

Training Programmes – Pre-service

In all the States, standard programmes developed by the State are implemented with very little innovation on part of the DIETs. In some NE States, PSTE has been suspended, especially in Manipur where 3 out of 5 DIETs don't organize PSTE. In some of the DIETs in Kerala too, PSTE is suspended. This has implications for staff structure.

The curriculum followed is not suited to the local conditions.

Training Programmes – In-service

This is the core activity pursued by most of the DIETs along with the PSTE(Mizoram, Arunachal Pradesh and Manipur do not organize In-service programmes). But the school teachers are not satisfied with the quality of programmes. The coverage of in-service training programmes is quite inadequate even in relatively smaller districts.

More attention needs to be given to co-ordination with district authorities. In-service Programmes of DIETs are not coordinated with BRC and CRC activities in many DPEP districts, some States like Gujarat are beginning to tackle this issue. Most of the in-service programmes are conducted without a long term plan. Orientation Programmes for other functionaries lack perspective and are organised irregularly.

Research and Field Experimentation

This is the weakest component. No research has been reported in Mizoram, Nagaland, Tripura, Arunachal Pradesh and Manipur. In Kerala – 11 out of a total of 14 DIETs completed 19 research studies; in Delhi – 5 out of 7 DIETs completed 44 studies; in Tamil Nadu – 24 studies were conducted in 11 DIETs out of a total of 21; in Assam – out of 18 DIETs, 9 DIETs completed 24 studies and in Orissa – 7 out of 13 DIETs completed 21 projects.

Various factors are responsible for small number of research projects and field experimentation:

➢ Motivation level is very low among the faculty for doing research.

➢ There is a lack of capacity and very little academic-technical support.

➢ Sub-committee on Studies and Action Research has not been constituted.

➢ Linkage and interaction with elementary schools and field functionaries is very limited.

Management and Co-ordination

Varying practices are adopted for the overall management of DIETs at the State level.

Although SCERT has emerged as the main coordinating agency in Delhi, Orissa, Gujarat and Tamil Nadu, yet poor academic support from SCERT is a common complaint. Many DIETs have no Programme Advisory Committee. Internal management of DIETs in many cases is highly bureaucratized.

Independent district specific programme planning is not a regular practice in most of the DIETs. Programme planning is generally centralized in nature and is done in collaboration with SCERT. Linkage with sub-district level structures is very limited because of which most DIETs are unable to come to terms with the emergence of BRCs and CRCs. No thought is given to this subject even at the State level.

Finance

Fund flow from Centre to State to SCERT/DIET continues to be a problem area in many States. This is a problem that is common with other schemes. Gross under-utilization of funds available for Training/ Research & Library/Extension is a common feature.

Thus, as the above study reveals, there are many areas in which the Teacher Education Scheme has not functioned as envisaged. This is true not only DIETs, but also of CTEs, IASEs and SCERTs. Moreover, there have been many parallel developments in other sectors in school education which need to be taken into account for further planning.

B. STUDY BY NCERT: OPERATIONALISATION OF DIETS

To institutionalize in-service and pre-service education of teachers and to build resource institutions at the grassroots level, DIETs have been set up as a part of the centrally sponsored scheme for restructuring of teacher education. Nearly 457 DIETs have been set up but on the ground they are at different stages of operationalisation. A stock of the functioning of DIETs was undertaken by the Department of Teacher Education & Extension of NCERT during 1999-2000.

A DIET Questionnaire and Teacher Educator Information Blanks were developed to seek organizational, structure, programme planning, monitoring of activities of different branches of DIETs, research projects, PSTE programmes, information about teaching staff, physical resources, information regarding staff quarters etc. 156 DIETs out of 395 DIETs from 22 States and UT responded to the main questionnaire.

The analysis and interpretation of data revealed the following:

➤ More than 50% DIETs have been established by upgrading the existing elementary teacher training institutes and are functioning in rural area. A majority of teacher trainees admitted belong to rural area. However, the number of male teacher trainees from rural areas is greater than the urban areas, while the number of female trainees belonging to urban areas is greater than belonging to rural areas. In almost all states except Tripura and Assam fresh candidates belonging to general category ranges between 40-67% in most of the states except Tripura, MP, Karnataka, Assam and Arunachal Pradesh, where it is less than 40%.

➤ In most of the states principal of DIET has been given the rank equivalent to Deputy Director of Education or DEO.

➤ Most of the DIETs have identified lab areas near DIETs.

➤ The faculty of DIET is almost familiar with the roles and functions of DIETs.

➤ All the seven branches are set up in more than 50% sampled states except in states (Arunachal Pradesh, Meghalaya, and Tripur(a) where only PSTE is set up. In other states position differ from 2 to 6.

➤ A majority of DIETs prepare an annual calendar and have PAC to examine and execute their

programme. The Pre-service Teacher Education Programmes in DIETs have different nomenclature in different states as TTC, JBT, PTC, ETT, DED or DTED etc.

➤ A majority of teacher trainees are senior secondary. However, in some states the number of teacher trainees with graduation or post-graduation qualification is also quite sizeable.

➤ The percentage of successful candidates in the final examination is more than 90 per cent in most of the states.

➤ Almost all the DIETs make use of questionnaire, interview and workshop/seminar for the identification of training needs of in-service teacher.

➤ On an average 5-10 position of lecturers or senior lecturers are lying vacant in most of the state. The mode of recruitment of teachers is mainly deputation or transfer in most of the states.

➤ Library is frequently used by the faculty members, students and resource persons in most of the DIETs. The services of trained librarian are available only to 25 to 30% DIETs.

➤ Data regarding profiles of 2203 teacher educators from 189 DIETs of 23 States/UT has revealed:

➤ The proportion of male teachers is more than female in all states except Mizoram and Bihar. Category-wise, 75% general category, 7% SC, 3% ST and 15% OBC is prevalent in most of the states.

➤ Approximately 27% sample teachers are between 50 to 60 years and remaining are below 50 years. About 60% teacher educators are permanent employees.

➤ From 9% to 30% teacher educators hold post-graduate degree in different disciplines and that too in 2nd division. Approximately 90% of DIET teacher educators possess B.Ed degree and 50% possess M.Ed degree. About 12 per cent teacher educators have improved their professional qualifications after joining service.

➤ Only 1/4th teacher educators have the experience of teaching at elementary level.

➤ Only 2% teacher educators are engaged in guiding research at M.Ed or Ph.D. level.

➤ About 90% teacher educators have not published any article or paper in Journals or even completed any research project during the last 3 years. Only 2% teacher educators have won any academic recognition like NCERT awards.

On the basis of above analysis, it is important to provide special training to develop the capabilities of DIET faculty working in Research and Development Institution. There is a need to evolve a strategy to upgrade their capabilities, which can go a long way in developing their academic ethos. IASE, SCERTs too need to be strengthened suitably so as to enable them to provide academic guidance to DIETs as it may not be possible for National Central Institutes to provide training to the entire DIET faculty.

DTEE has conducted one more study of DIETs with reference to Human Resource Development (HERD) climate.

➤ Human resource utilization is a crucial factor in determining the extent and pace of economic and educational development which does not only depend upon material inputs or infrastructural facilities; but also upon the inner motivation of human beings.

➤ The operationalisation of the institute mainly depends upon the multidimensional support from the educational leaders directing towards three things—commitment, team work and human touch.

➤ The educational system in DIETs totally deals with human resource as prime input, process and output. To make the human resource output of educational system (trained teachers) operational, HRD climate should be very conducive.

> HRD Climate include the activities and processes undertaken to promote the intellectual, moral, psychological, cultural, social and economic development of the individual in order to realize the highest human potential as a prime resource for the development of social cause (education of teachers).

> This climate is used to designate the quality of the internal environment, which affects in turn the quality of co-operation, development of the individual, the extent of the members' dedication to organizational purposes and the efficiencies with which that purpose gets translated into results.

> It has been observed that DIETs have not realized the importance of HRD climate in its overall performance.

> A study was undertaken to have an empirical qualitative and quantitative status of HRD climate of DIETs in terms of general supportive climate.

> 40 items 5-points scale was developed exclusively for DIETs on 10 major factors of HRD climate. Responsibility, Reward, Risk-taking behaviour, Top support, Feedback Supportive HRD practices, openeness/communication.

> 154 academic faculty from 16 DIETs of 5 states were the sample of the study.

> Qualitative data was collected from the target group about the existing status of labs, functioning of computers, vacant posts etc. Statistical appropriate analysis was done to find out the significant differences of various HRD factors.

> Profile of DIETs and content analysis revealed significant differences in the HRD climate of DIETs.

> Team spirit, reward, trust responsibility, openness/communication needs to be developed in DIETs faculty members.

> Feedback and top-support to some extent are functional.

> Only 4 DIETs were having conducive HRD climate.

> HRD climate is affected by lop-sided recruitment policies, irrational placement practices, vacant posts, non-functionality of many branches of DIETs, delayed sanctions and release of grants, meagre amount of honorarium, lack of departmental promotion, non-availability of computer operators etc.

> It is essential to generate academic ethos in DIETs in order to realize the mission of these institutions by creating conducive HRD climates.

Reference:

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➢ It is essential to generate academic ethos in DIETs in order to realize the mission of these institutions by creating conducive HRD climates.

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Annex 5.1

Number of persons made literate since the launch of national literacy mission

(Status as on 31-12-2000)

S.No.	Name of States/UTs	No.of persons made literate
1.	Andhra Pradesh	89,91,084
2.	Arunachal Pradesh	79,612
3.	Assam	18,40,023
4.	Bihar	59,06,233
5.	Chhatisgarh	19,35,613
6.	Goa	71,237
7.	Gujarat	62,12,355
8.	Haryana	5,71,831
9.	Himachal Pradesh	5,56,804
10.	Jammu & Kashmir	2,70,052
11.	Jharkhand	10,65,997
12.	Karnataka	61,70,639
13.	Kerala	15,60,152
14.	Madhya Pradesh	78,69,570
15.	Maharashtra	69,25,707
16.	Manipur	90,051
17.	Meghalaya	1,23,183
18.	Mizoram	63,919
19.	Nagaland	63,123
20.	Orissa	29,63,107
21.	Punjab	7,88,034
22.	Rajasthan	71,51,684
23.	Sikkim	26,604
24.	Tamil Nadu	77,46,765
25.	Tripura	5,14,660
26.	Uttaranchal	4,38,000
27.	Uttar Pradesh	1,15,54,868
28.	West Bengal	93,53,769
29.	A & N Islands	14,492
30.	Chandigarh	41,404
31.	D & N Haveli	7,723
32.	Daman & Diu	3,451
33.	Delhi	4,56,504
34.	Lakshadweep	986
35.	Pondicherry	1,04,152
	TOTAL :	**9,15,33,388**

State-wise number of Districts covered under various schemes of NLM
(31st March, 2001)

S. No.	Name of States/UTs	No. of Distt.	TLC	PLP	RFLP distt	CEP	Total distts covered	Uncovered distts
1.	Andhra Pradesh	23	0	3	0	20	23	0
2.	Arunachal Pradesh	14	0	0	7	0	7	7
3.	Assam	23	12	10	1	0	23	0
4.	Bihar	37	20	12	0	0	32	5
5.	Chattisgarh	16	9	6	0	1	16	0
6.	Delhi	9	9	0	0	0	9	0
7.	Goa	2	2	0	0	0	2	0
8.	Gujarat	25	0	14	0	11	25	0
9.	Haryana	19	13	5	0	1	19	0
10.	Himachal Pradesh	12	0	11	0	1	12	0
11.	Jammu & Kashmir	14	5	0	4	0	9	5
12.	Jharkhand	18	10	3	0	1	14	4
13.	Karnataka	27	0	15	0	12	27	0
14.	Kerala	14	0	0	0	14	14	0
15.	Madhya Pradesh	45	18	26	0	1	45	0
16.	Maharashtra	35	6	20	0	9	35	0
17.	Manipur	9	1	0	7	0	8	1
18.	Meghalaya	7	6	0	0	0	6	1
19.	Mizoram	3	0	0	0	3	3	0
20.	Nagaland	7	0	0	7	0	7	0
21.	Orissa	30	16	14	0	0	30	0
22.	Punjab	17	10	6	0	1	17	0
23.	Rajasthan	32	0	25	0	7	32	0
24.	Sikkim	4	0	0	4	0	4	0
25.	Tamil Nadu	30	3	18	0	9	30	0
26.	Tripura	4	0	4	0	0	4	0
27.	Uttaranchal	13	1	12	0	0	13	0
28.	Uttar Pradesh	70	20	48	0	2	70	0
29.	West Bengal	18	4	7	0	7	18	0
30.	A & N Islands	2	0	0	0	0	0	2
31.	Chandigarh	1	0	0	0	1	1	0
32.	D & N Haveli	1	1	0	0	0	1	0
33.	Daman & Diu	2	0	1	0	0	1	1
34.	Lakshadweep	1	0	0	0	0	0	1
35.	Pondicheery	4	0	0	0	4	4	0
	TOTAL :	**588**	**166**	**260**	**30**	**105**	**561**	**27**

List of Low Female Literacy Districts

CATEGORY A : DISTRICTS WHERE BOTH SCs/STs
FEMALE LITERACY RATE IS LESS THAN 10%

S. No.	Districts State	Female Literacy Rate	
		SCs	STs
	Andhra Pradesh		
1.	Mahbubnagar	5.42	3.11
2.	Medak	7.69	2.92
3.	Nizamabad	9.83	3.64
	Bihar		
4.	Araria	3.41	2.95
5.	Bhagalpur	7.70	7.73
6.	Deoghar	7.71	5.40
7.	Giridih	5.93	5.75
8.	Godda	9.01	9.74
9.	Gopalganj	6.04	8.83
10.	Katihar	8.77	7.28
11.	Kishanganj	8.02	2.95
12.	Madhepura	3.22	9.84
13.	Munger	7.54	6.62
14.	Nawada	4.29	4.45
15.	Paschim Champaran	3.17	3.68
16.	Purbi Champaran	3.60	7.08
17.	Purnia	5.22	7.40
18.	Rohtas	9.38	6.77
19.	Saharsa	3.24	8.67
20.	Sitamarhi	2.06	8.26
21.	Siwan	7.65	9.73
	Madhya Pradesh		
22.	Chattarpur	8.08	3.41
23.	Guna	7.61	1.94
24.	Morena	9.12	1.43
25.	Panna	7.18	4.36
26.	Rajgarh	6.15	6.65
27.	Rewa	6.95	3.88
28.	Satna	9.84	3.89
29.	Sehore	9.95	6.68

S. No.	Districts State	Female Literacy Rate	
		SCs	STs
30.	Shajapur	6.97	8.94
31.	Shivpuri	7.04	1.55
32.	Sidhi	3.38	3.23
	Rajasthan		
33.	Banswara	7.88	3.25
34.	Barmer	2.42	0.79
35.	Bhilwara	5.02	2.17
36.	Bundi	6.58	3.50
37.	Chittorgarh	6.59	1.70
38.	Dhaulpur	4.46	3.56
39.	Dungarpur	9.91	4.87
40.	Jaisalmer	3.79	1.40
41.	Jalor	2.09	0.55
42.	Jhalawar	6.13	4.45
43.	Jodhpur	8.15	3.96
44.	Nagpur	2.69	7.12
45.	Pali	6.91	2.48
46.	Swai Madhopur	5.38	5.63
47.	Sirohi	8.30	2.15
48.	Tonk	5.68	3.00
	Uttar Pradesh		
49.	Allahabad	6.82	4.02
50.	Bahraich	2.28	1.33
51.	Deorai	7.44	1.05
52.	Gonda	2.69	2.93
53.	Kheri	5.60	4.36
54.	Lalitpur	5.18	2.88
55.	Pilibhit	7.99	9.24
56.	Raiareli	6.84	6.95
57.	Shahjahanpur	7.89	8.86
58.	Sidharthanagar	2.95	8.11
59.	Sitapur	5.92	8.42
60.	Unao	9.56	4.36

Note: This does not include districts where the population of SCs or STs is insignificant.

CATEGORY-B DISTRICTS WHERE EITHER SCs OR STs
FEMALE LITERACY RATE IS LESS THAN 5%

S. No.	Districts State	Female Literacy Rate	
		SCs	STs
	Andhra Pradesh		
61.	Karimnagar		4.08
62.	Nalgonda		4.21
63.	Warangal		4.91
	Bihar		
64.	Darbhanga	4.74	
65.	Gaya	4.72	
66.	Madhubani	2.69	
67.	Muzaffarpur	4.59	
	Madhya Pradesh		
68.	Jhabua		4.68
69.	Ratlam		4.50
	Orissa		
70.	Koraput		2.39
	Rajasthan		
71.	Churu	3.91	
72.	Udaipur		2.90
	Uttar Pradesh		
73.	Banda	4.67	
74.	Maharajganj	3.32	
75.	Mirzapur	4.60	
76.	Sonbhadra	3.47	

CATEGORY-C : DISTRICTS WHERE EITHER SCs OR STs
FEMALE LITERACY RATE IS MORE THAN 5% BUT LESS THAN 10%

S. No.	Districts State	Female Literacy Rate	
		SCs	*STs*
	Andhra Pradesh		
77.	Adilabad		7.55
78.	Khammam		8.02
79.	Rangareddy		7.88
80.	Vishakhapatnam		7.83
81.	Vizinagaram		8.79
	Arunachal Pradesh		
82.	East Kameng		9.47
	Bihar		
83.	Aurangabad	7.59	
84.	Begusarai	8.45	
85.	Bhojpur	8.66	
86.	Dumka		9.59
87.	Hazaribagh	6.42	
88.	Jehanabad	7.61	
89.	Khagaria	6.11	
90.	Nalanda	7.82	
91.	Palamu	5.04	
92.	Sahibganj		8.61
93.	Samastipur	5.18	
94.	Saran	7.60	
95.	Vaishali	7.40	
	Gujarat		
96.	Banskantha		9.45
97.	Kachchh		8.23
	Karnataka		
98.	Gulbarga		9.37
99.	Raichur		6.47
	Madhya Pradesh		
100.	Baster		7.23
101.	Betul		8.35
102.	Datia		6.60
103.	Dewas		6.11
104.	Dhar		7.38
105.	East Nimar		6.31
106.	Mandsaur		5.61

S. No.	Districts State	Female Literacy Rate	
		SCs	STs
107.	Raisen		5.99
108.	Sagar		9.93
109.	Sarguja		8.98
110.	Shadole		6.32
111.	Tikamgarh		6.40
112.	Vidisha		5.72
113.	West Nimar		7.05
	Orissa		
114.	Balangir		9.03
115.	Baleshwar		7.14
116.	Cuttack		6.89
117.	Ganjam		6.82
118.	Kalahandi		5.38
	Rajasthan		
119.	Alwar		7.44
120.	Bharatpur	6.88	
121.	Bikaner	6.17	
122.	Ganganagar	7.28	
123.	Jaipur		6.90
124.	Kota		8.54
125.	Sikar	7.94	
	Uttar Pradesh		
126.	Azamgarh	8.80	
127.	Barabanki	5.11	
128.	Budaun	5.72	
129.	Basti	6.33	
130.	Bareilly	9.22	
131.	Faizabad	8.23	
132.	Gorakhpur	8.92	
133.	Hamirpur	7.78	
134.	Hardoi	7.31	
135.	Jaunpur	9.31	
136.	Mathura	8.89	
137.	Moradabad	7.70	
138.	Pratapgarh	6.80	
139.	Rampur	5.63	
140.	Sultanpur	5.62	
141.	Varanasi	9.42	
	West Bengal		
142.	Birbhum		5.63
143.	Maldah		6.42
144.	West Dinajpur		9.10

CATEGORY-D : DISTRICTS WHERE TOTAL FEMALE LITERACY RATE IS LESS THAN 20%

S. No.	Districts	State	Female Literacy Rate	
			SCs	STs
	Arunachal Pradesh			
145.	Tawang		16.83	
146.	Tirap		18.52	

SSA Norms for funding

Intervention	Norm
Teacher	➤ One teacher for every 40 children in primary and upper primary school
	➤ At least two teachers in a primary school
	➤ One classroom for every teacher in Upper Primary
School/ Alternative Schooling facility	➤ Within one kilometer of every habitation
Upper Primary Schools/ Sector	➤ As per requirement based on the number of children completing primary education, upto a ceiling of one upper primary school/section for every two primary schools
Class Rooms	➤ A room for every teacher in primary and upper primary
	➤ A room for Head Master in upper primary school/sector.
Free Textbooks	➤ To all girls/SC/ST children at primary and upper primary level - Rs. 150/- per child.
Civil Works	➤ Ceiling of 33% of SSA programme funds
	➤ For improvement of school facilities, BRC/CRC construction
	➤ No expenditure on construction of office buildings
Maintenance and repair of	➤ Only through school management committees
school buildings	➤ Upto Rs. 5000 per year as per a specific proposal by the school committee.
	➤ Must involve community contribution
Upgradation of EGS to regular school	➤ Provision for TLE @ Rs. 10,000/- per school.
	➤ Provision for teacher & classrooms.
TLE for upper primary.	➤ @ Rs. 50,000/- per school for uncovered schools.
School Grants	➤ Rs. 2000/- per year per primary/upper primary school for replacement of school equipment's
Teacher Grant	➤ Rs. 500/- per teacher per year in primary and upper primary.
Teacher training	➤ Provision of 20 days in-service training for all teachers, 60 days refresher courses for untrained teachers and 30 day orientation for freshly trained recruits @ Rs. 70/- per day.

Intervention	Norm
State Institute of Educational Management Administration & Training (SIEMAT)	➢ One time assistance upto Rs. 30 million.
Training of community leaders	➢ For a maximum of 8 persons in a village for 2 days annually ➢ @ Rs. 30/- per day
Provision for disabled children	➢ Upto Rs. 1200/- per child for integration of disabled children.
Management cost	➢ Not to exceed 6% of the budget of a district plan.
Research, evaluation, supervision & monitoring	➢ Upto Rs.1500/- per school per year. ➢ By creating pool of resource persons, providing travel grant and honorarium for monitoring, generation of community based data, research studies, cost of assessment and appraisal terms & their field activities.
Innovative activities	➢ Upto to Rs. 15 lakh for each innovative project and Rs. 50 lakh for a district will apply for SSA.
Block Resource Centres/Cluster Resource Centres	➢ Rs. 6 lakh ceiling for BRC construction wherever required ➢ Rs. 2 lakh for CRC construction wherever required ➢ Deployment of up to 20 teachers in a block with more than 100 schools ➢ Provision of furniture etc. @ Rs. 1 lakh for a BRC and Rs. 10,000/- for a CRC ➢ Contingency grant of Rs. 12,500/- for a BRC and Rs.2500/- per CRC per year

Interventions for out of school children	➢ As per norms already approved under Education Guarantee Scheme & Alternative and Innovative Education, providing for the following kind of interventions
	  ● Setting up Education Guarantee Centres in unserved habitations
	  ● Setting up other alternative schooling models
	  ● Bridge course, remedial courses, Back to School Campus with a focus on mainstreaming out of school children into regular schools.

Preparatory activities for micro-planning, house-hold surveys, studies, community mobilisation, school based activities, office equipment, etc.	➢ As per specific proposal

Estimated Budget for Tenth Plan - Elementary Education

1.   School Infrastructure (Non-Recurring Cost)

Item	Norm	Cost and Investment	Financial Requirement (Rs. in crores)
A1. Const. of primary classrooms with community supervision	➢ Provision of a classroom for every 40 children at primary level and at least two rooms in the newly established 1.79 lakh primary school thus requiring 3,58,000 class-rooms. (As per SSA norms)	➢ Rs. 1.25 lakh per class-room. This would provide savings for facilities like drinking water, toilets, playgrounds if implemen-ted with community support. It could even be used for renovation of existing school infra-structure where necessary	P - 4475 Adjustments - Private Sector –670 EGS & AIE –410 Convergence –1000 **Total - 2395**
A2. Const. of primary classrooms (backlog till March 31ˢᵗ, 2002)	➢ Recommended for 10ᵗʰ Plan	➢ Rs. 1.25 lakh per class-room (1 lakh classrooms)	P – 1250
A3. Const. of upper primary classrooms 1030 with community supervision	➢ Provision of a classroom for every 35 children at upper primary stages, at least 3 rooms in every newly established upper primary school on a norm of one upper primary school for every two primary schools and a Headmaster's room. The total number of additional classrooms required is estimated to be 5,58,857 (recommended for Tenth Plan)	➢ Rs. 1.25 lakh per class room	UP – 6860 Adjustment Private Sector – EGS & AIE – 130 Convergence – 1400 **Total – 4300**
A4. Const. of upper primary classrooms (for backlog till March 31ˢᵗ, 2002)	➢ Recommended for 10ᵗʰ Plan	➢ Rs. 1.25 lakh per class-room (for 50,000 classrooms).	UP – 625

Item	Norm	Cost and Investment	Financial Requirement (Rs. in crores)
A5 Provision of school equipment by decentralised procurement	➤ Provision of school equipment as per SSA norms.	➤ @ Rs. 10,000 per new primary schools (for 1.79 lakh new primary schools)	P - 180
		➤ @ Rs. 10,000 for uncovered existing primary schools (for one lakh schools).	P- 100
		➤ @ Rs. 50,000 per new upper primary school (for 1,39,714 new upper primary schools)	UP– 700
		➤ @ Rs. 50,000 per uncovered existing UP schools (for 50,000 UP schools).	UP– 250

2. Academic Support Structures (Non-recurring Cost)

Item	Norm	Cost and Investment	Financial Requirement (Rs. in crores)
A6 Establishment of BRCs	➤ One BRC per block (for 3000 blocks) as per SSA norms	➤ Rs. 7 lakh per BRC (Rs. 6 lakh for construction and Rs. One lakh for furniture)	210
A7 Establishment of CRCs	➤ One lead school out of every 10 schools (for 30,000 CRCs) as per SSA norms	➤ Rs. 2.10 lakh per CRC (Rs. two lakh for construction and Rs. 10,000 for furniture)	630
A8 Setting-up SIEMATs	➤ As per SSA norms	➤ Rs. 3 crore per state	45

3. Teacher Development (Recurring Cost)

Item	Norm	Cost and Investment	Financial Requirement (Rs. in crores)
A9 Teacher Salaries	➤ Provision of primary school teachers at the rate of 1 : 40 children and provision of 2 primary school teachers in all new primary schools irrespective of number of children (as per SSA norms)	➤ Salaries of primary school teachers @ Rs. 6000 per month (for 3,58,000 teachers)	P - 7560 Adjustment Private – 1135 EGS & AIE – 635 Trs. on reduced salary – 1890 **Total – 3900**

Item	Norm	Cost and Investment	Financial Requirement (Rs. in crores)
	➢ Provision of salary of backlog of primary teachers (for 1 lakh teachers) as recommended here	➢ To be borne by the state. ➢ 50,000 teachers @ Rs. 3,000 p.m. and ➢ 50,000 trs. @ Rs. 6,000 p.m. for 5 years	P - 2700
	➢ Provision of one teacher in upper primary school for every 35 children and at least 3 teachers in all newly established upper primary schools and a headmaster per upper primary school (recommended for Tenth Plan)	➢ Salaries of upper primary school teachers have been taken as Rs. 7000 per month (5,58,857 teachers)	UP - 13485 Adjustments Private – 2020 EGS&AIE – 200 Trs. on reduced salary – 2900 **Total – 8365**
	➢ Provision of salary of backlog of UP teachers (50,000 teachers) as recommended here.	➢ To be borne by the state. ➢ 25,000 teachers @ Rs. 7,000 p.m. per teacher. ➢ 25,000 teachers @ Rs. 3,000 p.m. per teacher.	UP - 1500
A10 Teachers' support materials and aids	➢ For all primary and upper primary school teachers (25 lakh primary teachers & 15 lakh upper primary teachers), as per SSA norms.	➢ At the rate of Rs. 500 p.a. for primary and upper primary school teachers.	P – 625 UP – 375
A11 Teacher in-service training	➢ As per SSA norms. ➢ Upper primary 15 lakh teachers.	➢ Primary 25 lakh teachers.	P – 1750 UP – 1050

4. Others (Recurring Cost)

Item	Norm	Cost and Investment	Financial Requirement (Rs. in crores)
A12 Maintenance and repair of school infrastructure with community support	➢ Creation of maintenance fund for all primary and upper primary schools to be operated with community support (as per SSA norms).	➢ Provision of Rs. 5000 per year per primary and upper primary school, as per requirement.	P – 400 UP – 300

Item	Norm	Cost and Investment	Financial Requirement (Rs. in crores)
A13 Provision for replacement of non-functional school equipment	➢ Provision for sustainable replacement/repair maintenance of non-functional school equipment (as per SSA norms).	➢ At the rate of Rs. 2000 per year per primary/ upper primary school (for existing 4,60,000 primary school and 1,90,000 UP schools.	P – 460 UP – 190
A 14 Salaries and other expenses of Block and Cluster level institutions	➢ One Coordinator, one Grade-IV employee (as recommended here) ➢ Contingency grant of Rs. 12500 per BRC and Rs. 2500 per CRC per year (as per SSA norms).	➢ Rs. 10,000 p.m. per BRC and 5000 p.m. per CRC. · ➢ 5,000 BRC and 50,000 CRC	Salary 1650 Contingency 95
A15 Non-teaching Costs (incl. mgt. cost)	➢ Within the norms of 6% management cost.	➢ 5% of the teaching cost per every years	P – 650 UP – 625

5. Special Needs (Recurrent Cost)

Item	Norm	Cost and Investment	Financial Requirement (Rs. in crores)
B1 Integrated Education for Disabled Children	➢ As per SSA norms recommended here and assuming a 3 per cent incidence of disability (moderate and above) among children	➢ Rs. 1200 per student per year	P – 1710 UP – 760

6. Incentives (Recurrent Costs)

Item	Norm	Cost and Investment	Financial Requirement (Rs. in crores)
C1. Incentives for SC/ST	➢ Free textbook, uniform, scholarships, stationery etc. for SC/ST boys (12% of boys enrolled at primary & UP level). (recommended for Tenth Plan)	➢ Rs. 250 per student. primary and UP levels ➢ States are currently providing upto approx. Rs. 200 crores annually.	P – 1735 UP – 765 Adj. – 1000 **Total – 1500**
C2. Incentive for children below poverty line.	➢ Free textbooks, uniform, scholarship, stationery etc. for all boys enrolled at primary & UP level (12% of the boys enrolled). (recommended for Tenth Plan)	➢ Rs. 250 per student. ➢ States are currently providing upto approx. Rs. 200 crores annually.	P – 1735 UP – 765 Adj. – 1000 **Total – 1500**

Item	Norm	Cost and Investment	Financial Requirement (Rs. in crores)
C3. Incentives for girls	➤ Free textbooks, uniform, scholarship, stationery etc. for all girls enrolled at primary & UP level (100% of the girls enrolled). (recommended for Tenth Plan)	➤ Rs. 250 per girl student at primary & UP level. ➤ States are currently providing upto approx. Rs. 400 crores annually.	P – 6840 UP – 2830 Adj. – 2000 Total – 7670

7. Special Intervention for Girls.

Item	Norm	Cost and Investment	Financial Requirement (Rs. in crores)
(a) Mahila Samakhaya (b) KGSV (c) National Programme for the Education of Girls in Elementary Level	➤ As recommended here		MS - 250 KGSV - 1200 NPEGEL- 1500

8. Early Childhood Care & Education (ECCE)

Item	Norm	Cost and Investment	Financial Requirement (Rs. in crores)
Early Childhood Care & Education (ECCE)	➤ Based on the estimates of POA, 1992.	➤ Rs. 10,000 per ECCE centre per year.	5200.00

9. Curriculum (Non-Recurring Cost)

Item	Norm	Cost and Investment	Financial Requirement (Rs. in crores)
Curriculum and textbook development	➤ lump sum provision (recommended for Tenth Plan)	➤ Rs. 15 lakh each for primary and upper primary school per State/UT	P- 5 UP- 5

10. Monitoring (Recurring Cost)

Item	Norm	Cost and Investment	Financial Requirement (Rs. in crores)
Monitoring, Evaluation, MIS, Supervision, Research etc.	➤ Provision as per norms under SSA (as recommended here)	➤ Upto Rs. 1500 per primary/upper primary school per year (10 lakh primary schools and 4 lakhs UP schools)	P – 750 UP – 300

11. Media

Item	Norm	Cost and Investment	Financial Requirement (Rs. in crores)
Media and Community Mobilisation	➤ As recommended here	➤ Rs. 500 per village per year (for 6.4 lakh villages as per Census -2001)	160

12. Computer Education

Computer Education	➤ As recommended here.	➤ Rs. 2 lakh per cluster for 5 years.	1000

13. Innovative Fund

Innovative Fund		➤ Rs 1 crore per district	600

14. Other Heads: Autonomous Institutions

1. NCTE 2. NBB		60 70.36	60 70.36
Grand Total (Recurring + Non-Recurring Costs + Autonomous Institutions)			**55360.36**

Notes : P = Primary and UP = Upper Primary.

Centre State Share of Financial Requirement in Tenth Five Year Plan (2002-2007)

(Rs. crores)

Programme	Total Outlay	Sharing Pattern	Central Share	State Share
SSA	46,133.00	75:25	34599.75	11,533.25
DPEP	5,647.00	85:15	4,800.00	847.00
LJP	300.00	5:1	250.00	50.00
SKP	180.00	50:50	90.00	90.00
GOI-Janshala	20.00	100% Central	20.00	0.00
Mahila Samakhya	250.00	100% Central	250.00	0.00
KGSV	1,200.00	100% Central	1,200.00	0.00
NPEGEL	1,500.00	100% Central	1,500.00	0.00
NCTE	60.00	100% Central	60.00	0.00
NBB	70.36	100% Central	70.36	0.00
	55,360.36		**42,840.11**	**12,520.25**

Annex 6.3

Summary of Financial Outlay for Bal Bhawan

(in Rs.)

		2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	*Total*
1	Ongoing programmes/ Activities	5,07,20,000	3,76,70,000	3,67,10,000	3,42,10,000	3,42,10,000	19,35,20,000
2	Strengthining of National Bal Bhavan	64,00,000	61,00,000	46,00,000	41,00,000	41,00,000	2,53,00,000
3	Opening of State Bal Bhawans in States where there is none. @ 44 lakh per Bal Bhawan for 75 in 5 years.	6,60,00,000	6,60,00,000	6,60,00,000	6,60,00,000	6,60,00,000	33,00,00,000
4	Opening of Mini Bal Bhawan in North East States @Rs.8 lakh each in 7 States (56 No.)	90,00,000	90,00,000	90,00,000	90,00,000	88,00,000	4,48,00,000
5	International Children's Exchange Programme	1,00,00,000	1,00,00,000	1,00,00,000	1,00,00,000	1,00,00,000	5,00,00,000
6	Replacement of Mini Train into Diesel	50,00,000	1,50,00,000	-	-	-	2,00,00,000
7	Construction on land allotted by Ministry of Urban Development to National Bal Bhavan	50,00,000	50,00,000	50,00,000	50,00,000	-	2,00,00,000
8	Rural Children's Exchange Programme	40,00,000	40,00,000	40,00,000	40,00,000	40,00,000	2,00,00,000
	Grand Total	**15,61,20,000**	**50,27,70,000**	**13,53,10,000**	**13,23,10,000**	**12,71,10,000**	**70,36,20,000**

(say Rs. 7036.20 lakhs)

Financial Outlay for Gender-Specific Programmes

1. Mahila Samakhya:

(Rs. in lakhs)

		2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	Total
National Level	Management cost	20.00	20.00	25.00	25.00	25.00	115
	Programme cost	30.00	30.00	35.00	35.00	35.00	165
	TOTAL	50.00	50.00	60.00	60.00	60.00	280
State level	Management cost	30.00	30.00	40.00	40.00	50.00	190
	Programme cost	35.00	35.00	40.00	45.00	45.00	200
	TOTAL	650	780	1120	1190	1330	5460
Districts	Management cost	10.00	10.00	15.00	15.00	20.00	70
	Programme cost	20.00	20.00	25.00	30.00	30.00	125
	TOTAL	2100	2550	4000	4500	5000	19500
GRAND TOTAL		**2800**	**3380**	**5180**	**5750**	**6190**	**25240**

2. National strategy for ensuring greater participation of women in the educational field:

(Rs. in crores)

	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	Total
National Level	2.50	3.00	3.00	3.00	3.50	15.00
State level	235.00	250.00	300.00	300.00	400.00	1485.00

3. Kasturba Gandhi Swatantra Vidyalay:

(Rs. in crores)

	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	Total
KGSV	125	200	275	275	325	1200

Costing for Teacher Education

I. Physical Targets

1. Ninth Plan allocation year wise

(Rs. in crores)

1997-98	1998-99	1999-2000	2000-2001	2001-2002	Total
89.50	159.00	219.00	232.50	254.50	954.50

Actual Expenditure

89.50	158.33	150.00	192.57	220.00(BE)

2. Number of districts in the country   580 (approx.)

3. Target number of institutions to be set up by Ninth Plan	DIETs	CTEs	IASEs
	525	200	50
4. Number of institutions sanctioned till now	461	85	37
5. Expected achievement by the end of Ninth Plan	475	100	40
6. Remaining number of districts to be covered during Tenth Plan (580 – 475 = 105 DIETs)	105*	100	20*

* 50 % of these DIETs would be full DIETs and others Telescoped DIETs. For setting up of 20 new IASEs, the criteria is one IASE for 1-15 districts, two for 16-25 districts and three for 26 and more districts with at least one for each State in addition to 37 already existing.

II. Unit Cost & Details of Estimated Expenditure :

I. DIETs

(a) Non-recurring

New DIETs	Civil work	Rs. 150.00 lakhs (in two instalments)
	Equipment	Rs. 25.00 lakhs
Upgraded	Civil work	Rs. 90.00 lakhs (in one instalment)
	Equipment	Rs. 20.00 lakhs

(b) Recurring:

For 461 sanctioned DIETs   *(Total cost in crores of Rs.)*

Rs. 42.00 lakhs in 1st year	194.62
Rs. 45.00 lakhs in 2nd year	207.45
Rs. 48.00 lakhs in 3rd year	221.28
Rs. 51.00 lakhs in 4th year and	235.11
Rs. 54.00 lakhs in 5th year	248.94
	1107.40

(The yearly increase has been proposed to compensate the rise in pay, DA etc. Under the existing norm, each DIET is eligible to get a total of Rs. 60.00 lakhs on account of pay & allowances, training, extension programme & contingencies. The actual expenditure on each DIET is however less and the financial requirement has been worked out as Rs. 42 lakhs per year per DIET. The above estimate has been calculated on this average.)

(c) Additional grant of Rs. 20 lakhs (for 50% of DIETs sanctioned so far as these DIETs are expected to require these facilities) for construction of boundary walls and augmentation of water and electricity supply etc.

Rs. 46.20 crores

(d) For new DIETs (580-461=119)

Year-wise Target for setting up new DIETs during Tenth Plan

Year	Number	Recurring Expenditure @ Rs. 42 lakhs per DIET
2003-04	20	Rs. 8.40 crores on 20 DIETs
2004-05	25	Rs. 18.90 crores on 45 DIETs
2005-06	30	Rs. 31.50 crores on 75 DIETs
2006-07	22	Rs. 40.74 crores on 97 DIETs
2007-08	22	Rs. 49.98 crores on 119 DIETS
Total	**119**	**Rs 149.52 crores**

(The estimation is at uniform rate without extra provision per year to take care of pay increase etc. as DIETs do not start functioning at uniform pace and uniform rate can cover the variation)

(e) Institutional development and capacity building in DIETs (@ Rs. 2 lakhs per DIET for 580 DIETs)

Rs. 11.60 crores

(f) New computers and upgradation of Libraries etc. for 580 DIETs (@ Rs. 5 lakhs per DIET)

Rs. 29.00 crores

II. CTEs and IASEs

(a) *Secondary Education:*

(i) CTEs (for 100 new CTEs)

Civil work   Rs. 85.00 lakhs (in two instalments)
Equipment   Rs. 20.00 lakhs(in one instalment)
(100 × 105)

Rs. 105.00 crores

(ii) IASEs (for 20 new IASEs)

Civil work   Rs. 95.00 lakhs (in two instalments)
Equipment   Rs. 30.00 lakhs (in one instalment)
(20 × 125)

Rs. 25.00 crores

(iii) Programme fund (recurring) for CTEs @ Rs. 1.00 crores Per CTE

85 old CTEs –
100 new CTEs

Rs. 85.00 crores

@ Rs. 50 lakhs per CTE

Rs. 50.00 crores

Rs. 135.00 crores

(iv) Institutional development and capacity buildings for 185 CTEs @ Rs. 2 lakhs per CTE per year
(185 × 2 × 5)

Rs. 18.50 crores

(*v*) Programme fund (recurring) for secondary education
       for IASEs @ Rs. 1.00 crores per IASE

37 old IASEs –   Rs. 37.00 crores

20 new IASEs @

Rs. 50 lakhs per IASE   Rs. 10.00 crores   Rs. 47.00 crores

       Total   **Rs. 330.50 crores**

(*b*) *Elementary Education*

   (*i*)   Recurring expenditure on programme fund including   Rs. 85.50 crores
           salaries of faculty of IASEs engaged for conducting
           programmes on elementary education @ Rs. 1.50 crores
           for all the IASEs for entire Plan period (57 × 1.50).

   (*ii*) Net- working of IASEs and capacity building
           for elementary education   Rs. 1.00 crores

           Total   **Rs. 86.50 crores**

III.   SCERTs

         Non-recurring

(*a*)   Civil works & Equipment (in one instalment   Rs. 17. 50 crore
         for development of infrastructure, Computer
         and hostel for residential training programme
         @ Rs. 50 lakhs per SCERT for 35 SCERTs)

         Recurring

   (*iii*) Capacity building for SCERT faculty @ Rs. 10 lakhs   Rs. 17.50 crores
            per SCERT for 35 SCERTs

(*d*)   Establishment of Cell for computer education   Rs. 8.75 crores
         @ Rs. 5 lakhs per SCERT for 35 SCERTs

(*e*)   Strengthening of English education @ Rs. 5 lakhs   Rs. 8.75 crores
         per SCERT for 35 SCERTs

(*f*)   Development of modalities for certifying in-service   Rs. 5.25 crores
         Education and linking to promotion @ Rs. 3 lakhs per
         SCERT

(*g*)   conduction of training courses for in service teachers   Rs. 12.25 crores
         and teacher educators @ Rs. 7 lakhs per SCERT per year

         Total   **Rs. 70.00 crores**

IV. Capacity building of teacher educators by institutions   Rs. 10.00 crores
         other than SCERTs and IASEs for the entire Plan period

V.   Strengthening of pre-service teacher training by   Rs. 10.00 crores
         NCTE and other national level organisations
         (fund for in-service training would be available
         from SSA) @ Rs. 2 crores per year

VI.	Development of computer net work by NCTE for Teacher Education Programme	Rs. 4.50 crores
VII.	Innovation and Pilot projects in pre-service and in-service Training by Govt. and Non-Govt. organisations under Teacher Education Programme @ Rs. 20 crores per year	Rs. 50.00 crores
VIII.	Learner evaluation & evaluation studies	Rs. 20.00 crores
IX.	Operationalization of recommendations	Rs 0.50 crores
	Total	Rs 2077 crores

Projection for the Tenth Plan- Literacy Campaigns and Operation Restoration

During the first year of the Tenth Plan, i.e 2002-2003 fourteen new districts are to be covered under TLC which requires an amount of 42.00 crores @ 3.00 crores per district for an average of 3.00 lakh learners as per the revised per learner cost. This expenditure is expected to be incurred during the first three year of the Tenth Plan. TLCs started in thirteen new districts during 2001-2002 would also continue and a sum of rupess @ 2 crores per district would be required which comes to a total of Rs. 26 crores.

During the Tenth Plan, 166 districts are to be covered under Post-Literacy Programme. The total cost for 166 fresh proposals is Rs. 415 crores @ Rs.2.50 crores per district. This amount is expected to be incurred during the first three years of the Tenth Plan.

Under Total Literacy Campaign, an amount of Rs.83.00 crores is required for 166 districts where the TLC is expected to be completed during the first three years of the Tenth Plan. The liabilities for on-going prbjects have been worked out as per the financial parameters. Each district requires an approximate amount of Rs. 50.00 lakhs to complete the project.

Under Post-Literacy Programme, 260 districts are expected to complete their progress during the first three years of the Tenth Plan. As per conservative estimates, each district requires an amount of at least Rs. 50.00 lakhs. The total liabilities for the on-going project is Rs. 130.00 crores.

The total requirement works out to Rs. 696 crores, two third of which comes to Rs. 464 crores, year-wise details are given below:

(Rs. in crores)

S.No	Year	Total Requirement
1.	2002-2003	130
2.	2003-2004	130
3.	2004-2005	110
4.	2005-2006	60
5.	2006-2007	34
	Total	**464**

Allocation in Xth Plan – Continuing Education

A district under Continuing Education has, on an average, 1000 centres with 900 CECs and 100 NCECs. On the basis of existing financial norms, the annual committed expenditure per district would come to around Rs. 2.90 crores. Therefore, the total financial implication for 120 existing projects of Continuing Education in the first year of the Tenth Plan, i.e. 2002-2003 would be of the order of Rs. 348.00 crores. Total Requirement of Central funding for implementation of Continuing Education projects during the Tenth Plan has been calculated as Rs. 5250 crores. Detailed item-wise break-up and basis of calculations have been given in Annex-6.7.1, 6.7.2 & 6.7.3. The year-wise details are given below:

(Rs. in crores)

S.No	Year	Total Requirement
1.	2002-2003	670.00
2.	2003-2004	918.00
3.	2004-2005	1166.00
4.	2005-2006	1240.00
5.	2006-2007	1256.00
	Total	**5250.00**

Tenth Plan Projections for Continuing Education

(Rupees in crores)

S.. No		2002- 2003	2003- 2004	2004- 2005	2005- 2006	2006- 2007	Grand Total
1.	Recurring expenditure for previous years	120 × 2.9 = 348	120 × 2.9 = 348	120 × 2.9 = 348	50% of 348 = 174	50% of 348 = 174	1392
2.	Non-recurring and recurring cost for CECs/NCECs for current year	80 × 3.5 = 280	80 × 3.5 = 280	80 × 3.5 = 280	80 × 3.5 = 280	80 × 3.5 = 280	1400
3.	Recurring cost of projects sanctioned during 10th Plan	—	80 × 2.9 = 232	160 × 2.9 = 464	80 × 2.9 = 232 160 × 2.9 = $\frac{464}{696}$	160 × 2.9 = 464	2088
4.	State Literacy Mission Authority (SLMA)	2.00	2.00	2.00	2.00	2.00	10
5.	Other innovative programmes like equivalency, skill development etc.	40.00	56.00	72.00	88.00	104.00	360
	Total	**670.00**	**918.00**	**1166.00**	**1240.00**	**1256.00**	**5250**

Total cost during Tenth Plan (rounded off) = Rs. 5250.00 crores

Basis of Calculations for CECs & NCECs

At present total sanctioned projects under CE are 95. Till the end of IX Five Year Plan the expected CE projects are 120. The calculations have been done by considering the 120 projects sanctioned under CE at the end of IX Plan.

Recurring cost of a CEC

Regular Programmes	-	25,000
Innovative Programmes	-	2,000
Non-recurring cost of a CEC	-	25,000
Recurring cost of a NCEC	-	45,000
Non-recurring cost of a NCEC	-	45,000
Administrative cost (10% of total recurring cost)	-	

Calculation have been done by taking an average of 1000 CECs and 100 NCECs in a district to be opened in a phased manner.

No. of CECs	-	1000
No. of NCECs	-	100

Calculation for CE Linked Programme

1 Centre is established for population of 2000-2500 considering

10% as neo-literates	-	200-250
Average neo-literates	-	150
Centres for 1 district	-	1000
Average cost per year for innovative programmes	-	Rs.2000/-
For 1 district for 1000 Centres	-	Rs.20 lakhs
Govt. of India Commitment for 120 districts per year	-	Rs.24 crores

80 new CE districts per year @ Rs.16 crores

Year	New CE Centres	Existing CE Centres	
	80	120	16 + 24 = 40
2002-03	160	120	32 + 24 = 56
2003-04	240	120	48 + 24 = 72
2004-05	320	120	64 + 24 = 88
2005-06	400	120	80 + 24 = 104
			360

Outlay for Jan Shikshan Sansthan

Taking into account all these factors an amount of Rupees 250.00 crores would be required during the Tenth Five Year Plan for the scheme of Jan Shikshan Sansthan. The details of proposed requirement is given below:

(Rupees in lakhs)

Year	No.of JSS	Expenditure Recurring			
2002-2003	Category A - 10	10×35	=	350	
	Category B - 48	48×30	=	1440	
	Category C - 70	70×25	=	1750	= 3540
2003-2004	Category A - 10	10×35	=	350	
	Category B - 48	48×30	=	1440	
	Category C - 90	90×25	=	2250	= 4040
2004-2005	Category A - 10	10×35	=	350	
	Category B - 48	48×30	=	1440	
	Category C - 110	110×25	=	2750	= 4540
2005-2006	Category A - 10	10×35	=	350	
	Category B - 48	48×30	=	1440	
	Category C - 130	130×25	=	3250	= 5040
2006-2007	Category A - 10	10×35	=	350	
	Category B - 48	48×30	=	1440	
	Category C - 150	150×25	=	3750	= 5540
	Total				**22700**

NON-RECURRING EXPENDITURE

108 new Jan Shikshan Sansthans x 10	=	Rs.1080 lakhs
Old Jan Shikshan Sansthans	=	Rs. 220 lakhs
Building Grant to 50 Jan Shikshan Sansthan	=	50×20 = Rs. 1000 lakhs
Grand Total		**Rs. 25000 lakhs**

Break-up of total budget required is as follows:-

(Rs. in crores)

Year	Proposed Outlay
2002-2003	40
2003-2004	45
2004-2005	50
2005-2006	55
2006-2007	60
TOTAL	**250**

Funding for State Resource Centres

At present there are 25 SRCs. During the Tenth Plan, it is proposed to increase their number to 35 @ of 2 per year to meet the increased requirements of CE phase. At the rate of Rs.130 lakhs per annum per SRC, there would be an additional requirement of Rs.260 lakh each year.

Break-up of total budget required is as follows:-

(*Rs. in crores*)

Year	Proposed Outlay
2002-2003	30
2003-2004	32
2004-2005	34
2005-2006	36
2006-2007	38
TOTAL	**170**

Financial Outlay for Directorate of Adult Education

Keeping in view the role and responsibilities that the Directorate of Adult Education would be called upon to discharge during the course of Tenth Five Year Plan, a total outlay of Rs.170 crores has been proposed for the DAE. The proposed outlay includes budgetary requirements for strengthening the infrastructure and setting up of MIS (Management Information System) in the DAE, additional manpower requirements including engaging of professionals and consultants for its various units and financial requirements towards various programmes and activities.

Year-wise break-up of the total outlay of Directorate of Adult Education, including Population Education, is given below:-

(Rs. in crores)

Year	Proposed Outlay
2002-03	29.00
2003-04	32.00
2004-05	34.00
2005-06	36.00
2006-07	39.00
TOTAL	**170.00**

Tenth Plan Projections for NIAE

On the basis of current and proposed activities of NIAE, a budget of Rs. 20 crores has been projected for the Tenth Plan which amounts to an increase of Rs. 50 lakh per year. Although, item-wise expenditure may vary from year to year on the basis of the actual requirements, an expenditure of Rs. 5 crores has been proposed to cover staff salary, office maintenance, etc during the Plan period. The details with item-wise break-up have been given below.

NIAE Budget for the Tenth Plan Period (2002-2007)

(Rupees in Lakhs)

Budget Item	Plan Period (2002-2007)
Non-recurring items :	
Computers and other hardware for NIAE and partner institutions (SRCs and Jss etc)	175
Project Staff	300
Research Fellowship	100
Airfare and TA/DA	225
Prototype Audiovisual (ICT) and other training material	150
Meetings, Conferences, Seminars and Workshops	250
Documentation, Reports, Publications & Research	550
Maintenance of Web-site and Internet connectivity for network	100
Administrative overheads and other sundry costs	100
Contingencies	50
Total	**2000 lakhs or Rs. 20 crores**

Note :

1. The non-recurring items continue all through the plan period as the project expands to gradually cover more associated institutions

2. While the budget estimate has been calculated on a uniform annual cost basis, it is quite likely that there will be less expenditure initially and expenditures will increase over the years as the project get scaled up.

3. Apart from the programme budget covered under X Plan, there will be a non-plan expenditure of Rs. 5 crores to cover staff salary, office maintenance etc.

Year-wise break-up of the total outlay is given below :

(Rs. in crores)

Year	Proposed Outlay
2002-03	3.00
2003-04	3.50
2004-05	4.00
2005-06	4.50
2006-07	5.00
TOTAL	**20.00**

Financial Outlay for Cultural Exchange Programme in AE

A budget provision of Rs. 50 lakhs @ Rs.10 lakh per year would be required to meet the requirement during 2002-2007.

Year-wise break-up of the total outlay is given below:

(Rs. in crores)

Year	Proposed Outlay
2002-03	0.10
2003-04	0.10
2004-05	0.10
2005-06	0.10
2006-07	0.10
TOTAL	**0.50**