

**Report of
the Committee for Re-constitution of
National Elementary Education Mission**

NEEM

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**Department of Education
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Preface

The Committee for the re-constitution of National Elementary Education Mission (NEEM) was set-up under my Chairmanship in October 1996.

The issue of re-constitution came up as it was felt that the then existing mission was a DPEP mission and was not constituted on the lines suggested in the Programme of Action (POA) 1992. The Steering Committee of the Planning Commission for the IX Five Year Plan had also suggested re-constitution of NEEM. According to its terms of reference, the Committee was to suggest responsibilities, powers and functions to be assigned to NEEM and recommend the mode of establishment of the Mission, its staffing and funding.

The Committee held five meetings in New Delhi. Consultation with State Education Secretaries and senior officials of Education Departments were held in zonal meetings in different parts of the country in May-June, 1997. On the basis of suggestions received and after carefully analysing the existing Mission structures in the social sector, the Committee has made recommendations, which essentially aim to provide a framework for establishment of a National Elementary Education Mission (NEEM) to integrate and intensify efforts for Universalisation of Elementary Education with genuine people's participation.

I would like to thank all the members of this Committee State Education Secretaries, who made valuable suggestions and all other individuals and institutions who have helped us in looking at the complex issues involved in the proposal in a proper perspective. I would especially like to thank Shri Abhimanyu Singh, Joint Secretary (Elementary Education) and Member-Secretary of the Committee who has assisted the Committee in preparing background papers and drafting this report.

P.R. DASGUPTA

Contents

Preface	iii
Abbreviations	vi
Executive Summary	vii
Report	
I Background	3
II Constitution of NEEM	3
III Reconstitution of NEEM	4
IV Committee for reconstitution of NEEM	5
V Meeting of the Committee	6
VI Consultation with States	7
VII Universalisation of Elementary Education (UEE) - An Unfinished Task	9
VIII Recommendations	12
IX Conclusion	18
Annexures	
I Copy of Resolution No. F. 13-9/94-PN-IV Dated the 30th August, 1995, of the Government of India constituting NEEM	21
II Copy of Order No. F. 8-2/96-EE dated 8th October, 1996, of the Government of India constituting the Committee for Reconstitution of NEEM	26
III Copy of Resolution No. F. No. 13-9/94-PN-IV dated 31 December, 1996, of the Government of India amending the Resolution No.F. 13-9/94-PN-IV dated 30th August, 1995	30
IV Organisational Structure of NEEM	32

Abbreviations

CBOs	-	Community Based Organisations
DPEP	-	District Primary Education Programme
HRD	-	Human Resource Development
JRY	-	Jawahar Rozgar Yojana
LJP	-	Lok Jumbish Project
MLLs	-	Minimum Levels of Learning
NCERT	-	National Council of Educational Research and Training
NEEM	-	National Elementary Education Mission
NFE	-	Non-Formal Education
NGOs	-	Non-Governmental Organisations
NIEPA	-	National Institute of Educational Planning and Administration
NLM	-	National Literacy Mission
NPE	-	National Policy on Education
OB	-	Operation Blackboard
POA	-	Programme of Action
PRIs	-	Panchayati Raj Institutions
SKP	-	Shiksha Karmi Project
TE	-	Teacher Education
TLC	-	Total Literacy Campaign
UEE	-	Universalisation of Elementary Education
VEC	-	Village Education Committee

Executive Summary

A Committee under the Chairmanship of the Union Education Secretary for the re-constitution of National Elementary Education Mission (NEEM) was set-up in October 1996. The terms of reference of the Committee were:-

- i. to consider reconstitution of NEEM on the lines indicated in revised NPE and POA, 1992 and in keeping with the views of the Steering Committee of the Planning Commission for the 9th Five Year Plan;
- ii. to suggest structure of the Mission to be established at National, State, District and Block level to achieve the goals of Universalisation of Elementary Education (UEE);
- iii. to suggest responsibilities, powers and functions to be assigned to the Mission; and
- iv. to recommend the mode of establishment of NEEM, its staffing and funding patterns.

The Committee decided that the existing Mission constituted in August, 1995 be retained only as a DPEP national level structure. Accordingly, the Resolution dated August 30, 1995, constituting the Mission was amended in December, 1996 and the existing National Elementary Education Mission (NEEM) was re-designated as District Primary Education Programme Mission.

The Committee held five meetings and consulted the state governments through zonal meetings held in May-June, 1997.

The State Education Secretaries felt that NEEM should play a major and important role in operationalising the proposed Constitutional Amendment to make education for children from 6 to 14 years of age, a fundamental right. While fully endorsing the proposal to set up NEEM, representatives of States/UTs underscored the need for creation of such a body at the national level to integrate



and co-ordinate Centrally Sponsored Schemes, internationally assisted projects and State schemes to achieve UEE, as also to bring about convergence in the on-going efforts for this purpose. It was agreed that NEEM should have the objective of achieving the targets set out in the revised National Policy on Education (NPE), 1992 to provide free and compulsory education of satisfactory quality to all children up to 14 years of age before we enter the 21st century and that it should have the necessary autonomy, authority and flexibility as well as sufficient funding to achieve this task in a mission mode within a given time-frame.

The Committee of State Education Ministers constituted to consider implications of the proposal to make the right to elementary education a fundamental right, had recommended that a National Elementary Education Mission should be effectively operationalised in the Ninth Plan to encourage people's participation in the programmes of UEE through decentralised structures such as Village Education Committees (VECs) and Panchayat Raj Institutions (PRIs).

The Committee is of the view that there is an urgent need for a National Elementary Education Mission to facilitate early completion of the unfinished task of UEE. Effective co-ordination and delivery of various programmes that affect educational development and performance of children in schools should be vested in an inter-departmental autonomous body like NEEM.

The Committee recognises that the decision to establish NEEM would reflect Government's recognition that i) UEE is an important instrument of socio-economic transformation and human development in the country; ii) every child in this country has a fundamental right to free elementary education; iii) UEE should be achieved in a given time frame in a systematic sustained and integrated manner by involving all segments of civil society; and iv) all efforts at reaching the unreached, especially girls, scheduled castes and scheduled tribes should be made.



The recommendations of the Committee are as follows:

- i) NEEM should be a body corporate registered under the Societies Registration Act with adequate functional autonomy, flexibility and operational freedom. The Committee has recommended a National Governing Council of NEEM as a non-partisan body and suggested that the President of India be invited to chair the Council.
- ii) Within the **overall objectives**, NEEM should have following **specific objectives**:-
 - a) to support State, district, block and village level governmental and non-governmental organisations including all Panchayati Raj Institutions in the achievement of UEE;
 - b) to promote a people's movement for making elementary education a fundamental right of children in the 6-14 age group;
 - c) to strengthen advocacy for involvement of local communities in improving school effectiveness;
 - d) to promote research, innovation, monitoring and evaluation that are community-based and that provide an opportunity for learning in the process of programme implementation; and
 - e) to encourage decentralised initiatives and to document successful local initiatives that could be of relevance to other districts and States in the country.
- iii) **Approach and strategy** of the Mission should incorporate the following tenets:
 - a) Genuine and effective involvement and participation of all people viz., political parties, mass organisations (Trade Unions, Peasants, Youth Groups, Mahila Samooch), NGOs, CBOs, Voluntary Organisations, teachers, students, creative individuals and social activists so as to make UEE a mass movement.
 - b) National arousal and social mobilisation through Media viz. Electronic, Print, Theatre, Folk culture, Kaia jathas, etc.



- c) A time bound and decentralised perspective with rigorous planning at district, block and cluster levels for achieving the goal of UEE.
- d) Accountability and transparency at all levels of the elementary education system.
- iv) The **functions of NEEM** should be:-
- a) to provide policy and strategic guidance for UEE; ensure convergence and synergisation of efforts towards UEE; undertake media publicity and advocacy for UEE; promote research and facilitate innovation and experimentation for promotion of UEE.
- b) In pursuance of these tasks, the **specific functions** of the Mission should include to:
- secure necessary political commitment and national consensus for UEE
 - develop and nurture alternative paradigms and approaches in elementary education
 - evolve strategies and make interventions to address gender, caste, sectional and regional disparities in elementary education
 - review and monitor the progress of UEE in the country
 - promote holistic planning for achieving UEE
 - effectively harness all resources and institutions including Panchayati Raj Institutions (PRIs), CBOs, NGOs and the corporate sector in the national endeavour to achieve UEE
 - assist and strengthen existing structures and institutions for promotion of elementary education in the country and attempt to build synergy in their efforts
 - integrate and coordinate efforts for achieving UEE
 - encourage and strengthen efforts to promote early childhood care and education
 - facilitate convergence of all national and internationally assisted programmes for basic education and adult literacy



- build public opinion and mobilise social support for UEE
- elicit active and constructive participation of public representatives, teachers, academicians, educational thinkers, planners, practitioners, and voluntary organisations in the task of UEE
- launch and sustain a national media and advocacy campaign for UEE
- critically look at Centrally Sponsored Schemes to give them full contextual flexibility in implementation
- assist and promote basic and field research to improve the efficiency and quality of the elementary education system
- promote and support innovation and experimentation in the field of elementary education
- initiate and support local initiatives and community based efforts for improving functioning of schools and the quality of elementary education
- assist States/UTs and non-governmental organisations in evolving and implementing programmes aimed at promotion of quality and equity in elementary education
- act as a clearing house for dissemination and replication of success stories and honey bee efforts in elementary education

v) **Management of NEEM** should be mission-oriented with close involvement of State Government in all bodies. Besides the Governing Council, there should be a Panchayati Raj Pratinidhi Sabha, a Teachers' Forum, Conference of NGOs and Educationists and five Commissions on the following thematic areas:-

- Monitoring and Evaluation of programmes of UEE
- Quality of Education
- Girls education and gender equity
- Children in difficult circumstances
- Non-formal and alternate education

vi) **The Executive Committee** of the Mission should have one-third



representation from States, one-third representation of Teachers and one-third representation of Educationists and NGOs as its members. The Union Education Secretary should be the Chairperson of the Executive Committee. The Joint Secretary (Elementary Education) in the Department of Education should be the ex-Officio **Director General of the Mission and Member-Secretary** of the Executive Committee. He should be assisted by a lean organisation consisting of 4 to 6 Deputy Director Generals, Directors and Programme Co-ordinators.

- vii) **Funds** for carrying-out tasks of the Mission should be provided by the Government of India.
- viii) Each **State should evolve appropriate structures** on the pattern of NEEM involving PRIs at District and Block levels.

The Committee hopes that re-constitution of the National Elementary Education Mission and the establishment of State level bodies functioning in a Mission Mode would facilitate the process of community mobilisation and better provisioning for elementary education. NEEM should provide impetus to a national people's movement for achieving UEE in a given time-frame.



REPORT



I

Background

The National Policy on Education, 1986 (as updated in 1992) and its Programme of Action (POA), 1992, reaffirm the national commitment for Universalisation of Elementary Education (UEE). The policy resolves that free and compulsory education of satisfactory quality should be provided to all children up to 14 years of age before we enter the 21st Century. It has envisaged launching of a national mission for achievement of this goal. The POA, 1992, states that launching of a national mission for achievement of UEE is an important and immediate task, for which suitable mechanisms will be worked out to identify objectives, strategies, functions and structures. In this process, wide consultations will be held between the State

Governments, voluntary agencies, educational and social institutions, educationists, women activists, etc. The POA mentions that the proposed mission will have the central objective of mobilising all resources—human, financial and institutional—necessary for achieving the goal of UEE.

 According to the POA, the mission would be made operational during the year 1993-94, when all central schemes such as micro-planning, Operation Blackboard, NFE, MLL for quality improvement, etc. would be transferred to the mission so that implementation of UEE at the State, District, Block and Village levels can be operationalised through the mission.

II

Constitution of NEEM

 The Department of Education vide its Resolution dated 30.8.1995 (Annex-I) established NEEM as an

independent autonomous wing of the Ministry of HRD vested with full executive and financial powers in its sphere of work.



NEEM, as it exists as a consequence of the said resolution, consists of a General Council, chaired by Union Minister of HRD. The Council is required to provide policy guidelines for the planning and implementation of all measures needed for UEE and to review the progress of these measures. The members of the Council include Union Minister of State for Education; Member, Planning Commission; and 5 Secretaries of the concerned Ministries in Central Government; two State Education Ministers; 3 MPs.; 5 educationists and media experts; 5 representatives of voluntary organisations and two distinguished persons in the field of education belonging to SC/ST. Chief of the National Resource Group of Mahila Samakhya is also a Member. JS(DPEP) in the Department of Education is the Member Secretary of the Governing Council.

The General Council of the existing NEEM is assisted by a DPEP Project Board chaired by Union Education Secretary. The members of the Board include Advisor (Education), Planning Commission; Joint Secretaries in relevant Central Ministries; Director, NCERT; Director, NIEPA; and two non-official members of the General Council. JS(DPEP) in the Department of Education is the Member Secretary of the Board. The project Board exercises in relation to DPEP all financial and administrative powers, which the Department of Education can exercise. The functions of the Board include review and monitoring of progress of DPEP and approval of Annual Work Plans of States. As per this arrangement, the entire focus of NEEM was on the District Primary Education Programme. It was felt that the original idea of establishing NEEM was not being fully addressed by this arrangement.

III

Reconstitution of NEEM

The question of reconstitution of NEEM has been raised in various fora; more recently in the context of the

United Front Government's resolve to amend the Constitution to make right to free and compulsory elementary education



a Fundamental Right.

Member (Education), Planning Commission and the Sub-Group of Steering Committee of Planning Commission constituted for formulation of 9th Five Year Plan proposals, have also observed that in order to achieve UEE, serious thought should be given to establish new structures at National and State levels for achieving the goal of UEE.

A view has also been expressed that NEEM should be established as a technology mission on the lines of NLM. It was felt that NEEM in its present form appears to be a part of the National Level structure envisaged in DPEP guidelines rather than a mechanism for achievement of UEE throughout the country in a mission mode.

IV

Committee for Reconstitution of NEEM

In view of the above, the Department of Education, Ministry of HRD constituted a Committee under the Chairmanship of Union Education Secretary for reconstitution of NEEM in October 1996.

The composition of the Committee is given in the attached Government Order No.F.8-2/96-EE dated October 8, 1997 (Annexure-II).

The terms of reference of the Committee were to:

i) consider the reconstitution of NEEM

on the lines indicated in the revised NPE and POA, 1992 and in keeping with the views of the Steering Committee of Planning Commission for the 9th Five Year Plan;

- ii) suggest structures of the Mission to be established at National, State, District and Block levels to achieve the goal of UEE;
- iii) suggest responsibilities, powers and functions to be assigned to the Mission; and
- iv) to recommend the mode for establishment of NEEM, its staffing and funding patterns;



V

Meetings of the Committee

The Committee held four meetings on November 5, 1996 and January 21, August 5 and September 1, 1997.

In these meetings, the Committee considered the background notes circulated by the Department and reviewed the existing structures of National Literacy Mission and the National Commission for Women. It also considered the views of States as elicited from them in regional review meetings held by the Department of Education (EE Bureau) in May-June 1997. Some of the preliminary decisions taken by the Committee were as follows:

i) the existing mission should be retained only as a DPEP national level structure and the Resolution dated August 30, 1995, constituting the mission should be suitably amended. In pursuance of this decision, a fresh Government Resolution No.F.13-9/94-PN.IV dated December 31, 1996 was issued vide which the existing National Elementary Education Mission was re-designated

as District Primary Education Programme Mission (Annexure-III);

ii) the present Committee should consider constitution of NEEM afresh with a broader role encompassing all national programmes and projects in UEE including DPEP and similar programmes; and

iii) the new mission may not have any structures at district and sub-district levels and operate through the existing organisation/structures.

Thereafter, the Committee considered the following questions in detail:

- a) What should be the objectives of NEEM?
- b) Whether NEEM should be a statutory body, or a registered society?
- c) Whether NEEM should be constituted as a commission?
- d) Whether NEEM should be a coordinating body serviced by the Ministry?
- e) Whether all Centrally Sponsored Schemes of EE should be transferred



- to the proposed body?
- f) What should be the operational structures of the new mission?
 - g) What should be the functions and powers of the new Mission?
 - h) Whether the new Mission should be

actively involved in ensuring equitable growth of education, pursuing area specific approach to ensure gender, regional, sectional and caste equity in UEE?

VI

Consultation with States

The proposals and questions emanating from the meetings of the Committee for establishment of NEEM were shared and discussed with Education Secretaries and senior officials of State Education Departments in Zonal meetings held in May-June 1997 at Udaipur, Gangtok, Bangalore and Chandigarh. While fully endorsing the proposal to set up NEEM, representatives of States/UTs underscored the need for creation of such a body at the national level to integrate and coordinate Centrally Sponsored Schemes, Internationally assisted projects and State schemes to achieve UEE as also to bring about necessary convergence in the on-going efforts for this purpose. It was agreed that NEEM should have the objective of achieving the targets set out in revised NPE, 1992 to provide free and

compulsory education of satisfactory quality to all children upto 14 years of age before we enter the 21st century and that it should have necessary autonomy, authority and flexibility as well as sufficient funding to achieve this task in a mission mode within a given time-frame.

Observations and suggestions made by State Education Secretaries in this regard are summarised as follows:

- i) NEEM may be conceived as an umbrella organisation for achieving UEE which is seen as a facilitating body working in tandem with existing structures and institutions at national and state levels. The connotation of the word "Mission" in this respect should be much broader than what has been



- used in the existing missions.
- ii) NEEM should play a major and important role in operationalising the proposed Constitutional amendment to make education for all children from 6 to 14 years of age a Fundamental Right and a Fundamental Duty.
 - iii) For this purpose, NEEM should launch an effective media and advocacy campaign and take necessary measures for generating awareness in all sections of society for achieving this goal through joint efforts of Government, Non-Government and community organisations.
 - iv) For effective functioning of NEEM, it may be necessary to have State level Missions to carry out its mandate in different States.
 - v) A corpus fund or a pool of funds could be placed at the disposal of NEEM for providing special assistance to State specific and area specific projects and needs which are not presently met by the existing schemes.
 - vi) While a few States felt that the implementation of Centrally Sponsored Schemes such as OB, NFE and Mid-day Meal could be transferred to NEEM, others expressed the view that the Mission should not be loaded with routine programmes involving release of funds and implementation and should focus on improvements of investments being made in UEE.
 - vii) NEEM should give special priority to:
 - a) Focussing on efforts for provision of elementary education of satisfactory quality to disadvantaged groups, especially girls, SCs, STs and in educationally deprived areas and States;
 - b) Media publicity and advocacy for UEE;
 - c) Integrated Elementary Education for Disabled;
 - d) Promotion of appropriate designs and building technologies for construction of school buildings for primary schools.



VII

Universalisation of Elementary Education (UEE) An Unfinished Task

During its deliberations, the Committee focussed its attention on the unfinished task of UEE. The founding fathers of our Constitution envisaged provision of free and compulsory education to all children up to 14 years of age within a period of 10 years in the Directive Principles of State Policy. This Constitutional Directive has been reiterated in all policies and programmes of UEE evolved and pursued by the Central and State Governments. 13 States/UTs have enacted legislation for making primary education compulsory and 5 States for making elementary education compulsory.

The thrust of the Central and State Governments in UEE has been on three aspects namely, universal access, universal retention and universal achievement. The results of combined efforts made by them in this behalf have been significant. Educational facilities at school level have increased considerably.

The number of primary schools has increased to 5,90,421 and the number of upper primary schools to 1,71,216 in 1995-96 as against 2,10,000 and 13,000 in 1950-51, respectively. The increase in educational facilities at school level has resulted in massive expansion in the enrolment of students. Gross Enrolment Ratio (GER) at primary levels has increased from 42.6% in 1950-51 to 104.5% in 1995-96. According to the Fifth All India Educational Survey, 95% of the rural population have a primary school within 1 kilometer and 85 % an upper primary school within a distance of 3 kilometers.

Despite significant achievements, the task of UEE is far from complete. There are severe gender, regional and caste disparities in provision of elementary education. A large number of eligible children are out of school. Only two-thirds of those who join school complete primary schooling and only half complete upper primary schooling. Most States that enacted



compulsory education laws have not been able to enforce them. This inability is attributed to various socio-economic and cultural factors. Lack of basic amenities, shortage and absenteeism of teachers, non-availability of teaching-learning materials and a curriculum which is not fully related to local needs, centralised administration and non-involvement of local committees are some of the reasons for the unfinished task of UEE.

The programmes of UEE evolved in pursuance of National Policy on Education 1986 (as revised in 1992), namely Operation Blackboard (OB), Non-formal Education programme (NFE), Teacher Education (TE), and the National Programme of Nutritional Support to Primary Education (Mid-day Meal scheme) are aimed at development of infrastructure and improvement in access and quality of elementary education. The NFE programme seeks to provide educational opportunities to working children, girls and children who are otherwise not able to attend regular schools. Internationally assisted programmes such as District Primary Education Programme (DPEP), Lok Jumbish Project (LJP), and Shiksha Karmi

Project (SKP) aim at holistic development of primary education in selected blocks and districts. Building on these experiences, there is a need to make elementary education a national movement in the mission mode with active people's participation.

Village, block, district and state level bodies including Panchayati Raj Institutions have a very critical role to play in operationalising the Mission and in ensuring universalisation of elementary education along with promotion of decentralised management of education. There is also a need for a National Elementary Education Mission which could make governmental and non-governmental initiatives even more meaningful. A national body such as NEEM would facilitate educational advancement of specific states by promoting the equalisation principle. NEEM would attempt to synergise, integrate, coordinate and support ongoing efforts for UEE. The establishment of NEEM is expected to be followed up with establishment of similar bodies in states which can promote and develop the people's movement for elementary education.



Non-governmental organisations are making valuable contributions in expanding access and improving quality of elementary education. They have tremendous potential for making a greater contribution in efforts for achieving the goal of UEE. There is need to take new initiatives to harness capacities of the NGO sector for involving local communities in improving school effectiveness and quality of education.

People's participation is recognised as a basic component for improving elementary education programmes in both quantitative and qualitative aspects. TLCs organised by the National Literacy Mission have clearly demonstrated the value and need of mobilising all sections of the society, especially women, for successful implementation of the programmes at the field level. In order to achieve UEE, there is strong need to build public opinion through social mobilisation and involvement of local communities on a much larger scale. The Committee of State Education Ministers constituted to consider implications of the proposal to make the

right to elementary education a fundamental right, has recommended that a National Elementary Education Mission should be effectively operationalised in the Ninth Plan to encourage people's participation in the programmes of UEE through decentralised structures such as VECs and PRIs.

At no time in our history has the need for UEE been more compelling as an instrument for socio-economic advancement and human development. The Supreme Court has in its judgement in the Unnikrishnan case (1993) held that children of this country have a fundamental right to free education until they complete the age of 14 years. The Common Minimum Programme of the United Front government resolves to make the right to free and compulsory elementary education a Fundamental right and to enforce it through suitable statutory measures. In pursuance of this resolve, the Government has introduced Constitution (Eighty-third) Amendment Bill, 1997 in the Parliament to make the right to elementary education a fundamental right.



VIII

Recommendations

After careful consideration of the issues before it and the views expressed by the States and the Planning Commission, the Committee recommends that NEEM should be constituted as follows for attaining UEE:

- i) For effective coordination and delivery of various programmes that affect educational development and performance of children in schools such as ICDS, ECCE, Improvement in Nutrition Standards of Children, School Health programmes, scholarships and incentives for girls and SC/ST children and construction of School buildings (JRY), that are undertaken by other Ministries/ departments, NEEM should be set up as an **inter-departmental autonomous body** in the Department of Education, Ministry of Human Resource Development with participation of the Department of Women and Child Development, Ministry of Welfare, Ministry of Labour and the Ministry of Health.
- ii) NEEM should be a body corporate

registered under the Societies Registration Act. This would ensure adequate functional autonomy, flexibility and operational freedom for the Mission.

- iii) The National Governing Council of NEEM should be a nonpartisan body comprising eminent politicians, intellectuals, educational practitioners and social leaders of repute who are in a position to sustain efforts for UEE on a nation-wide basis. The President of India may be invited to chair the National Governing Council of the Mission to give NEEM a special overarching status. The Union Minister for Human Resource Development may be senior vice chairperson and the Union Ministers in charge of other participating ministries/departments of Government of India may be co-vice chairpersons of the Council.

iv) Preamble

The **Preamble** of NEEM should be as follows:

In the fiftieth year of our Independence,



the Government of India in the Department of Education resolves to establish a National Elementary Education Mission recognising that:

- a) UEE is an important instrument for socio-economic transformation and human development in the country;
- b) every child in this country has a fundamental right to free elementary education;
- c) UEE should be achieved in a time frame in a systematic, sustained and integrated manner by involving all segments of civil society; and
- d) all efforts at reaching the un-reached, especially girls, scheduled castes and scheduled tribes should be made.

v) Goal

The **Goal** of NEEM should be to achieve **Universalisation of Elementary Education** in a given time frame.

vi) Objectives

A. To fulfil its goal, the Mission should endeavour to achieve the following objectives on the premise that every child in the country has a right to free elementary education:

- a) universal access and enrolment;
 - b) universal retention of children up to 14 years of age; and
 - c) a substantial improvement in the quality of education to enable all children to achieve essential levels of learning.
- B. Within the overall objectives, the NEEM will have the following specific objectives:
- a) to support state, district, block and village level governmental and non-governmental organisations including all Panchayati Raj Institutions in the achievement of UEE;
 - b) to promote a people's movement for making elementary education a fundamental right of children in the 6-14 age group;
 - c) to strengthen advocacy for involvement of local communities in improving school effectiveness;
 - d) to promote research, innovation, monitoring and evaluation that are community-based and that provide an opportunity for learning in the process of programme implementation; and
 - e) to encourage decentralised initiatives and to document successful local initiatives that



could be of relevance to other districts and states in the country.

vii) Approach and Strategy

The approach and strategy of the Mission should incorporate the following tenets:

- a) Genuine and effective involvement and participation of all people viz., political parties, mass organisations (Trade Unions, Peasants, Youth Groups, Mahila Samooh), NGOs, CBOs, Voluntary Organisations, teachers, students, creative individuals and social activists so as to make UEE a mass movement.
- b) National arousal and social mobilisation through Media viz., electronic, Print, Theatre, Folk culture, Kala jathas, etc.
- c) A time bound and decentralised perspective with rigorous planning at district, block and cluster levels for achieving the goal of UEE.
- d) Accountability and transparency at all levels of the elementary education system.

viii) Functions

- a) NEEM should strive to provide policy and strategic guidance for UEE; ensure convergence and synergisation of

efforts towards UEE; undertake media publicity and advocacy for UEE; promote research and facilitate innovation and experimentation in measures aimed at promotion of UEE.

- b) In pursuance of these tasks, the specific functions of the Mission should include to:
 - secure necessary political commitment and national consensus for UEE
 - develop and nurture alternative paradigms and approaches in elementary education
 - evolve strategies and make interventions to address gender, caste, sectional and regional disparities in elementary education
 - review and monitor the progress of UEE in the country
 - promote holistic planning for achieving UEE
 - effectively harness all resources and institutions including Panchayati Raj Institutions (PRIs), CBOs, NGOs and the corporate sector in the national endeavour to achieve UEE
 - assist and strengthen existing structures and institutions for promotion of elementary education in the country and



- attempt to build synergy in their efforts
- integrate and coordinate efforts for achieving UEE
- encourage and strengthen efforts to promote early childhood care and education
- facilitate convergence of all national and internationally assisted programmes for basic education and adult literacy
- build public opinion and mobilise social support for UEE
- elicit active and constructive participation of public representatives, teachers, academicians, educational thinkers, planners, practitioners, and voluntary organisations in the task of UEE
- launch and sustain a national media and advocacy campaign for UEE
- critically look at Centrally Sponsored Schemes to give them full contextual flexibility in implementation
- assist and promote basic and field research to improve the efficiency and quality of the elementary education system

- promote and support innovation and experimentation in the field of elementary education
- initiate and support local initiatives and community based efforts for improving functioning of schools and the quality of elementary education
- assist States/UTs and non-governmental organisations in evolving and implementing programmes aimed at promotion of quality and equity in elementary education
- act as a clearing house for dissemination and replication of success stories and honey bee efforts in elementary education.

ix) Organisational Structure

Organisational structure of the Mission is envisaged as per Annexure-IV.

x) Management

Management of the Mission should be as follows:

A. Characteristics

The management of NEEM:

- should be Mission-oriented;
- the key positions should be held



by persons with commitment and efficiency;

- should have gender balance;
- should have lean and essential administrative organisation; and
- should have close involvement of state governments with their representation in all its bodies.

B. Advisory and Planning Bodies

Governing Council

- It may be chaired by the President of India.
- It should consist of leaders from national and state level political parties, intellectuals, and social leaders.
- It should be the supreme authority to direct the Mission in its endeavour to achieve UEE.
- It should hold meetings once in 6 months.

Panchayati Raj Pratinidhi Sabha

- It should have 1-3 persons from each state
- It should hold meetings once in 6 months in States, to which large number of local participants be invited
- It should work towards

involvement of people, panchayati raj institutions and municipal bodies.

Teachers' Forum

- It should have representation of associations and well-recognised teachers
- The forum would be expected to help in involvement of teachers and taking steps for enhancement of their status
- It should meet twice a year.

Conference of NGOs and Educationists

- The conference should have as members, persons who can speak for NGOs and educationists
- The conference should facilitate strategic involvement of appropriate NGOs/VAs
- The conference should be expected to contribute in highlighting innovations.

Commissions

- a) There should be five commissions to begin with on each of the following thematic areas:
 - Monitoring and Evaluation of



programmes of UEE

- Quality of Education
 - Girls education and gender equity
 - Children in difficult circumstances
 - Non-formal and alternate education
- b) These commissions should be headed by persons of national repute.
- c) The chairpersons and members of the commission may be appointed by the Chairperson of the Governing Council of the Mission on the recommendation of a Committee appointed by the Ministry of HRD for the purpose.
- d) The commissions should be able to appoint standing sub-commissions or ad-hoc Task Forces to pursue identified tasks in their respective areas.
- e) D.G. of the Mission should provide secretariat to the commissions.

C. Executive Organisation

Executive Committee

- An Executive Committee (EC) of the Mission should be constituted to implement decisions of Governing Council and to take responsibility of all executive and financial aspects
- The Committee should consist of -

-one-third persons from States;
-one-third teachers; and
-one-third educationists, NGOs, etc. as its members.

- Union Education Secretary should be the Chairperson of the EC and the D.G. should be the Member Secretary

Director General (DG)

- Executive organisation of the Mission should be headed by the Director General (DG) who may be assisted by a lean organisation consisting of 4-6 Dy. DGs/ Directors/Programme Co-ordinators. The Joint Secretary (EE) in the Department of Education, MHRD should be ex-officio Director General of the Mission.
- The DG and Dy. DG should have capabilities to assign management, technical resource support and other responsibilities to appropriate governmental, quasi-governmental or non-governmental organisations. They should possess high degree of commitment and professional competence to achieve UEE.



xi) Funds of the Mission

Funds to carry out tasks of the Missions should be provided by the Government of India. These should comprise:

- Corpus or endowment fund to be established by the Government of India; and
- Grants, assignment, donations, contributions, advances and loans made by the Government of India, state governments, educational and other institutions for furtherance of the objectives of the mission.

xii) State, District, and Block/ Mandal Level Structures

- Each State should evolve

appropriate structures on the pattern of NEEM involving PRIs at District and Block levels.

- These systems should give due attention to decentralisation in terms of 73rd and 74th Constitutional Amendments.
- The major emphasis of these systems should be on effective participation of all boys and girls and quality of teaching and learning in elementary schools.
- These systems should give greater attention to convergence and synergisation of efforts to achieve UEE.

IX

Conclusion

The re-constitution of the National Elementary Education Mission and the establishment of State level bodies functioning in a Mission mode should facilitate the process of community

mobilisation and better provisioning for Elementary education. NEEM should provide impetus to a national people's movement for achieving UEE in a given time frame.



ANNEXURES



Annexure-I

Resolution No.F.13-9/94-PN-IV

Dated the 30th August, 1995, of the Government of India constituting National Elementary Education Mission (NEEM)

The National Policy on Education, 1986, as updated in 1992, while laying down the goal of ensuring free and compulsory education of satisfactory quality to all children up to the age of 14 years by the turn of the century, had envisaged setting up of a national mission for achievement of this goal. The modalities of operationalising the mission were further discussed with States during Regional Conference of State Education Secretaries in 1993 and 1994.

2. Further, the National Policy on Education (NPE) 1986 and its Programme of Action (POA)1992, lay down decentralised planning as the main strategy for universalising elementary education. The District Primary Education Programme has been developed to operationalise this strategy. The programme takes a holistic view of primary education development and seeks to operationalise the strategy for UEE through district specific planning and disaggregated target setting. The programme lays great emphasis on participatory processes for planning and management, has a marked gender focus and seeks to enhance school effectiveness through inputs in teachers training and decentralised management. The programme emphasises on capacity building at all levels, be it national, state or local, and seeks to evolve strategies which are replicable and sustainable. The Programme has been approved as a centrally sponsored scheme of the Government of India for Primary Education Development.

3.The objectives of the programme are:

- i) to reduce differences in enrolment, dropout and learning achievement among gender and social groups to less than five percent.



1. Secretary (Education)- Chairperson
2. Advisor (Education), Planning Commission

- 3-6 Union Secretaries or their representatives not below the rank of Joint Secretary in the Department of W&CD, Ministry of Welfare, and Department of Expenditure and Ministry of Information and Broadcasting.

7. Joint Secretary & Financial Advisor (HRD)

8. Director, NCERT

9. Director, NIEPA

- 10-11.2 members of the General Council who are not Govt. officials, from amongst the categories of educationists, Media-experts, educationist for women, SC/ST and physically handicapped.

12. Joint Secretary (DPEP), Member-Secretary.

10. Nominations to the Board will be made, with exception of Ex-officio members, by Govt. of India. Chairperson of the Board may invite to the meetings of the Board as special invitees such persons as he may deem necessary. The nominated persons will hold office for a term of 2 years and would be eligible for renomination.

11. Powers of the Board: With a view of expediting sanctions and approvals, the Board will exercise in relation to DPEP all financial and administrative powers which the Department of Education can exercise. Besides, it would also exercise those powers that it can normally exercise with the approval of Department of Expenditure, Ministry of Finance. No separate reference to Department of Expenditure, Ministry of Finance would be required as its representative is on this Board.



12. Functions of the Board: The functions of the Board would be:
1. Consider and approve National Component plan received from DPEP Bureau;
 2. Consider and approve annual work plans received from the States;
 3. Approve annual budget of DPEP;
 4. Approval of re-appropriation of funds allocated to programme component;
 5. Approval of norms for programme components and activities which emerge over the course of implementation;
 6. Review and monitoring of the progress of DPEP;
 7. Promote convergence of services with relevant departments.
 8. Provide guidelines to DPEP Bureau;
 9. Approve release of funds as per the approved annual plans;
 10. Recommend to General Council, policy issues emerging from programme implementation;
13. The Board will meet quarterly or more frequently as may be required by the Chairperson of the Board. The Project Board will be assisted and serviced by DPEP Bureau.

ORDER

Ordered that a copy of the Resolution be communicated to all the Ministries/Departments of the Government of India.

Ordered also that the Resolution be published in the Gazette of India for general information.

Dr. R.V. Vaidyanatha Ayyar
Joint Secretary



Annexure-II

No.F.8-2/96-EE

**Government of India, Ministry of Human Resource Development,
Department of Education.**

New Delhi, dated 8th October, 1996

ORDER

The National Policy on Education 1986, as updated in 1992 while laying down the goal of ensuring free and compulsory education of satisfactory quality to all children up to the age of 14 years by the turn of the century, had envisaged launching of a National Mission for achievement of this goal. The Programme of Action, 1992 states that this being an important and immediate task suitable mechanisms will be worked out to identify the objectives, strategies, functions, structure, etc. of the proposed National Mission.

2. Ministry of HRD vide its Resolution dated 30.8.95 established a National Elementary Education Mission (NEEM) as an autonomous wing of the Ministry vested with full executive and financial powers in its sphere of work. It consists of a General Council, chaired by Minister for HRD, which is required to provide policy guidelines for the planning and implementation of all measures needed for UEE and to review the progress of these measures. The General Council is assisted by a DPEP Project Board chaired by Education Secretary.

3. The Sub-Group of Steering Committee-I, of the Planning Commission for formulation of 9th Five Year Plan proposals observed that in view of the rapid expansion of the Elementary Education system and the emerging challenges, serious thought be given to establishment of new structures at national and State levels for achieving the goals of



Universalisation of Elementary Education (UEE). The commitment made in the revised NPE, 1992 for launching of a National Mission for achieving the goal of free and compulsory education of satisfactory quality to all children upto 14 years of age before we enter the 21st century needs to be given final shape in the 9th Plan. The experiences of NLM and different National Commissions set up by Ministries in the social sector and sensitivities of the States may be taken into account while designing a new national structure for achieving of UEE.

4. Views have also been expressed that NEEM should be established as a Technology Mission on the lines of the National Literacy Mission (NLM) for achievement of Universalisation of Elementary Education throughout the country in a Mission mode in a given time frame.

5. In view of the above, it has been decided to set up a Committee under the Chairmanship of Shri PR. Dasgupta, Union Education Secretary to consider the re-constitution of "National Elementary Education Mission" (NEEM) on the lines indicated in revised NPE and POA, 1992 and in keeping with the views of the Steering Committee-I of the Planning Commission for the 9th Five Year Plan.

6. The composition of the Committee would be as follows:-

- | | |
|--|---|
| 1. Shri PR. Dasgupta, Chairman
Education Secretary
Government of India | 4. Shri Anil Bordia
Chairman
Lok Jumbish Parishad
Rajasthan |
| 2. Shri L.C. Jain
Formerly Member,
Planning Commission | 5. Shri E.N. Shullai(Padma Shri)
Retd. Inspector of Schools
Meghalaya |
| 3. Dr. M.P.Parameswaran
President
Bharat Gyan Vigyan Samiti
New Delhi | 6. Dr. Vinod Raina
Eklavya
Bhopal |



7. Sister Sucheta
Bihar Education Project
Patna
8. Prof. Susheela Kaushik
Professor, Political Science
Delhi University
9. Shri N. Gopaldaswamy
Advisor
Planning Commission
10. Dr. R.Govinda
National Institute of Educational
Planning and Administration
New Delhi
11. Smt. Kumud Bansal
Education Secretary (Schools)
Maharashtra
12. Shri Alok Ranjan
Education Secretary
Uttar Pradesh

13. Smt. Anita Kaul
Project Director
DPEP
Karnataka

14. Shri Abhimanyu Singh Member S
Joint Secretary (EE)
Department of Education

Special Invitees

1. Dr. R.V. Vaidyanatha Ayyar
Additional Secretary
Department of Education
2. Shri S. Sathyamoorthy
Financial Adviser
Ministry of HRD
3. Shri R.S. Pandey
Joint Secretary (DPEP)
Department of Education

7. The terms of reference of the Committee are as follows :-

- (i) to consider the re-constitution of NEEM on the lines indicated in revised NPE and POA 1992 and in keeping with the views of the Steering Committee of the Planning Commission for the 9th Five Year Plan.
- (ii) to suggest structures of the Mission to be established at National, State, district and block levels to achieve the goals of UEE;
- (iii) to suggest responsibilities, powers and functions to be assigned to the Mission; and
- (iv) to recommend the mode for establishment of NEEM, its staffing and funding patterns.

8. The Chairman of the Committee will have powers to co-opt member and to set up sub-committees to assist it in its task.



9. The Committee is expected to submit its report within two months of its first meeting.
10. E.E. Bureau would provide necessary secretarial assistance for the Committee's work.
11. The non-official members, co-opted members or members of sub-committees will be entitled to travel and daily allowance as per Government of India rules.

Sd/-
(SURESH KUMAR)
Deputy Secretary to the Govt. of India

Copy for information and action to:

1. Members of the Committee
2. Education Secretaries of all States/UTs
3. Directors of Education of all States/UTs
4. PPS to ES/AS/JS(EI)
5. IFD/E.I

- Note:
1. Shri L.C. Jain expressed his inability to serve on the Committee.
 2. Dr. M.P. Parameswaran and Shri E.N. Shullai could not attend any meeting of the Committee.
 3. Shri S.C. Behar, then Chief Secretary, Madhya Pradesh and Shri P.K. Uma Shankar, IAS(Retd.) assisted the Committee as Special Invitees



Annexure - III

(To be published in the Gazette of India Part-1, Section 1)

F.No.13-9/94-PN.IV

**Government of India, Ministry of Human Resource Development,
Department of Education.**

New Delhi, dated the 31st December, 1996

Resolution

The following amendments are hereby made in the Resolution No.F.13-9/94-PN.IV dated 30th August, 1995 (Published in Gazette of India Part-I, Section-1, on September 23, 1995):

- (i) "The National Elementary Education Mission (NEEM)," wherever it occurs in the aforesaid Resolution may be read as "District Primary Education Programme (DPEP) Mission".
- (ii) Para 8 of the aforesaid Resolution may be replaced by the following paragraph:

"The General Council will provide policy guidelines for the planning and implementation of the District Primary Education Programme (DPEP) with a view to achieve the objective of Universalisation of Elementary Education (UEE) and to review the progress of the measures for this purpose."

Sd/-

(R.S. Pandey)

Joint Secretary to the Govt. of India



ORDER

Ordered that a copy of the Resolution be communicated to all the Ministries/Departments of the Government of India.

Ordered also that the Resolution be published in the Gazette of India for general information.

Sd/

(R.S. Pandey)

Joint Secretary to the Govt. of India

To

The Mananger,
Govt. of India Press,
Faridabad

Copy forwarded to:

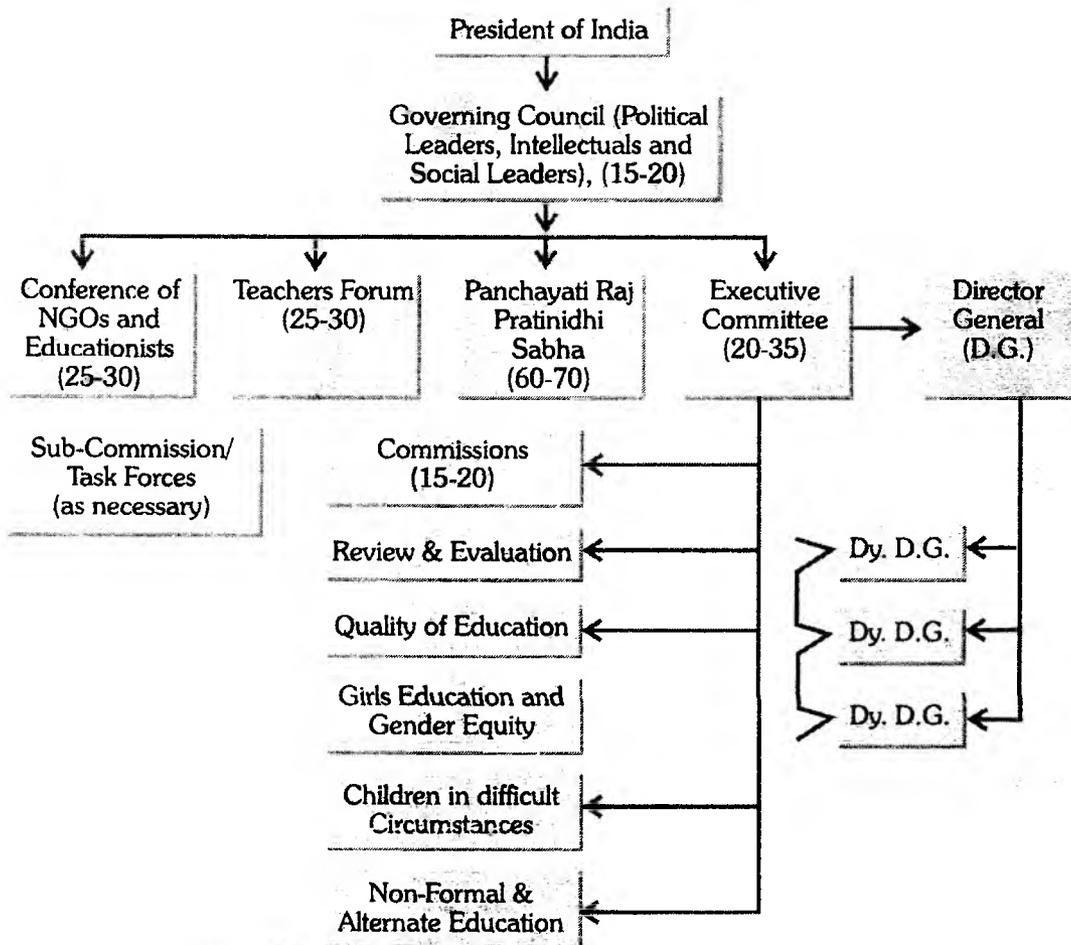
- | | |
|---|---|
| i) PS to HRM. | xi) Chief, National Resource Group, Mahila Samakhaya. |
| ii) PS to Minister of State for Education. | xii) JS&FA, Ministry of Human resource Development. |
| iii) PS to Education Secretary. | xiii) Director, NCERT. |
| iv) All State/UT Education Secretaries. | xiv) Director, NIEPA. |
| v) Secretary, Department of Women and Child development. | xv) All State Project Directors in DPEP States. |
| vi) Secretary, Ministry of Welfare. | xvi) Prime Minister's Office. |
| vii) Secretary, Ministry of Finance, Department of Expenditure. | xvii) Cabinet Secretariat. |
| viii) Secretary, Ministry of Information & Broadcasting. | xviii) Lok Sabha Secretariat. |
| ix) Member (Education), Planning Commission. | xix) Rajya Sabha Secretariat. |
| x) Adviser (Education), Planning Commission. | |



Annexure - IV

National Elementary Education Mission (NEEM)

Organisational Structure



NIEPA DC



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