

INDIA

**REPORT OF THE WORKING
GROUP ON
ELEMENTARY EDUCATION
NON-FORMAL EDUCATION
EARLY CHILDHOOD EDUCATION
AND
TEACHER EDUCATION
FOR THE NINTH FIVE YEAR PLAN**

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INTRODUCTION

Recognising that Universalisation of Elementary Education is a crucial input for nation building, the Directive Principles of our Constitution mention that the state shall endeavour to provide free and compulsory education for children upto 14 years within a period of 10 years. Our inability to achieve this target 36 years after the initial date is a cause for serious concern within the country and outside.

2. The deleterious consequences of our inability to achieve Universalisation of Elementary Education include the population explosion; prevalence of unacceptable levels of poverty, unemployment and disease; one of the largest adult illiterate populations in the world, lack of adequate skilled manpower to achieve our economic goals and the existing regional, gender and caste disparities in development.

3. The approaches to achieve Universalisation of Elementary Education in the 9th Five Year Plan have to measure upto the magnitude and complexity of the task which has so far proved elusive. It is significant that in the middle of the 9th Plan we would enter the 21st century by which time the National Policy on Education, as modified in 1992, stipulates that free and compulsory education of satisfactory quality would be provided to all children upto 14 years.

4. The Common Approach and Minimum Programme of the United Front Government resolves to take up this enormous challenge by making the right to free and compulsory elementary education a Fundamental Right and enforcing it through suitable statutory measures. In pursuance of this resolve, a Committee of State Education Ministers, chaired by Minister of State for

Education is in the process of submitting its report on the legal, academic, administrative and financial implications of the proposal to amend the Constitution. The Constitutional enactment would demonstrate the necessary political will and administrative resolve of the country to achieve Universalisation of Elementary Education and removal of illiteracy. Such a measure would send the right signals to the international community and donor agencies regarding India's commitment to achieve the goal of Education for All (EFA) by 2000 A.D. The proposed legislation should spur the Government and Non-Government Sectors to take necessary measures to provide universal access to elementary education and to ensure provision of facilities required for universal retention and achievement.

5. The national commitment to provide 6% of GNP for Education in the 9th Five Year Plan and to earmark 50% of budgetary allocations for primary education should provide the requisite financial back up and support to our efforts to achieve UEE. The rejuvenation of local bodies in most parts of the country in the wake of 73rd and 74th Constitutional amendments as well as the infusion of a large number of women members and representatives of SC, ST and OBCs on these bodies provides a great opportunity to bring about effective devolution of powers and decentralisation of authority for better planning and management of elementary education at the grassroots.

6. While formulating proposals for achieving UEE in the 9th Plan, we have taken note of the repeated concern expressed in Parliament and its various Committees regarding the nation's inability to achieve this goal so far. In recent times this issue has also been brought to the notice of the Supreme Court of India in a few important cases. In its judgement in the Unnikrishnan case in 1992 the Supreme Court has laid-down that the children of this country have a Fundamental Right to free education until they complete the age of 14 Years. This has been reiterated in a recent

judgement in a Public Interest Litigation regarding the abolition of child labour in the country. In another Public Interest Litigation, viz. Anand versus Union of India the Supreme Court has passed an interim order in December, 1996 that Central and State Governments should be spurred to move in the direction of providing more and more opportunities for education of children under 14 years. The Court has further directed that concrete proposals may be brought before it on the next day of hearing in mid February, 1997 on the basis of which the States would be given necessary directions to take measures to fulfil the goal of UEE.

7. The Declarations made for achieving the goals of Education For All (EFA) in the Jomtien Global Conference on Basic Education in March, 1990, the resolutions adopted in the Conference of the Nine most populous countries (EFA-9) held in New Delhi in December, 1993 and their reiteration in subsequent international fora need to be honoured. For this purpose it is necessary to launch an effective media and advocacy campaign to influence public opinion as well as policy makers in favour of UEE.

8. The Working Group constituted by the Planning Commission on Early Childhood Education, Non-Formal Education, Elementary Education and Teacher Education for the 9th Five Year Plan has taken the above mentioned developments into account while preparing its reports. The four Sub-Groups constituted by the Working Group on different subjects covered in the report have given considerable thought to each issue and also taken into consideration the latest national and international literature available on the subject. The underlying concern of the members has been to address issues of equity in education to bridge the gender gap and to address special problems of disadvantaged groups and backward areas. The details about the constitution and the meetings of the Working Group and Sub-Groups are given in Annexure XI to XIV.

9. The Working Group Report is divided into the following major parts :-

- i) Elementary Education
- ii) Non Formal Education
- iii) Early Childhood Care and Education (ECCE)
- iv) National Bal Bhawan
- v) Teacher Education
- vi) Summary of Financial Proposals

10. Each chapter commences with a brief review of past performance; provides a brief description of the status of different projects and schemes; outlines strategies to be adopted in the 9th Plan and concludes with concrete plans and programmes proposed to be taken up during the 9th Plan. As Education is a Concurrent subject, the report seeks to delineate the responsibilities of Central and State Governments as far as possible. Special attention has been given to the role of PRIs and NGOs. Externally aided schemes for basic education have been referred to separately in the chapter on Elementary Education. The provisions made for Early Childhood Care and Education are proposed to be shared between the Departments of Education and Women and Child Development in the Ministry of HRD in a mutually agreed proportion. The Summary of Financial Proposals includes only such proposals which have specific financial implications in the 9th Plan.

11. It is hoped that despite the massive increase proposed in the financial allocations for Elementary Education in the 9th Plan, the Planning Commission would consider the Report of the Working Group in the larger national and international perspective which makes it incumbent on us to provide for sufficient funds both at the Central and State level to achieve the unfinished and challenging task of achieving Universalisation of Elementary Education by the turn of the century.

ELEMENTARY EDUCATION

I. REVIEW OF PAST PERFORMANCE

1. GROWTH SINCE 1950

1. Universalisation of Elementary Education (UEE) has been accepted as a national goal since 1950. The Directive Principles of the Constitution of India envisage provision of free and compulsory elementary education to all children until they complete age of 14 years. In pursuance of the Constitutional Directive, the need for a literate population and provision of elementary education as a crucial input for nation building, the National Policy on Education, 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 8th Five Year Plan were set in keeping with these policy objectives. Though considerable progress has been made towards achieving the targets, yet more rigorous and sustained efforts are required to achieve UEE by the end of 9th Five Year Plan. However, before we formulate a fresh perspective and assess the requirements for achieving UEE, it would be appropriate to review achievements made since the commencement of plan development in 1950.

2. The progress in universalising elementary education has not been insignificant. Concerted efforts towards UEE have resulted in many-fold increase in institutions, teachers and students as shown in Table-I below:-

Table-I

	No. of Institutions (in lakhs)	
	1950-51	1995-96
Primary Schools: (Classes I-V)	2.10	5.90
Upper Primary Schools: (Classes VI-VIII)	0.13	1.71
	2.23	7.61
	No. of Teachers (in lakhs)	
Primary Schools:(Classes I-V)	5.38	17.40
Upper Primary Schools: (Classes VI-VIII)	0.36	11.65
	6.24	29.05
	Gross Enrolment	
	1950-51	1995-96
Primary Stage		
Total Enrolment (in million)	19.2	109.73
Gross Enrolment Ratio (%age)	43.1	104.30
Upper Primary Stage		
Total Enrolment (in million)	3.1	41.01
Gross Enrolment Ratio (%age)	12.0	67.20

3. As a result of this growth, the Indian elementary education system has become one of the largest in the world. According to the 5th All India Educational Survey (1986), 95% of the country's rural population is served by a primary school within a distance of 1 Km. and 85.4% by an upper primary school within a distance of 3 Kms.

2. GROWTH DURING THE 8TH PLAN PERIOD

4. Targets:-

The 8th Five Year Plan envisaged UEE to mean universalising access, retention and achievement. The plan goals were set as following:-

A. UNIVERSAL ACCESS

- (i) Universal enrolment of all children, including girls and children belonging to Scheduled Castes and Scheduled Tribes.
- (ii) Provision of primary school within 1 Km. of walking distance and facility of non-formal education for school drop-outs, working children and girls who cannot attend formal schools.
- (iii) Improvement of ratio of upper primary schools to primary schools from existing 1:4 to 1:2.

B. UNIVERSAL RETENTION

- (iv) Reduction of drop out rates between classes I to V and I to VIII from the existing 46% and 60% to 20% and 40% respectively.

C. UNIVERSAL ACHIEVEMENT

- (v) Achievement of minimum levels of learning by almost all children at the primary level and introduction of this concept at the upper primary stage.

ACHIEVEMENTS :

Expanding Access

5. During the last 4 years from 1992-93 to 1995-96, the number of primary schools increased by 4.18%, over the base year 1991-92. The number of upper primary schools has increased from 1,55,926, in 1991-92 to 1,71,216 in 1995-96, showing an increase of 9.8% (Annexure-I).

6. At the beginning of the 8th Plan, the ratio of upper primary schools to primary schools was 1:3.7 in 1992-93 which has improved to 1:3.4 in 1995-96. This has happened due to the relatively higher growth rate experienced at the upper primary level.

7. The growth in enrolments was significant. It was 8.72% in primary classes (Classes I-V) and 15.2% in upper primary classes (Classes VI-VIII) during the period from 1991-92 to 1995-96 (Annexure-II). The Gross Enrolment Ratio (GER) at primary level has increased from 100.2% in 1991-92 to 104.30% in 1995-96 (Annexure-III). The GER at primary level was around 114.5% for boys and around 93.3% in case of girls in the year 1995-96. In case of upper primary classes, the GER was 79.5% for boys and around 54.9% in case of girls in the year 1995-96 (Annexure-IV). Recent trends indicate that gender and sectional gaps in enrolments at the primary level are narrowing down, albeit gradually.

Retention

8. The drop out rates have shown a declining trend during the first 4 years of the 8th Plan. These declined from 42% in 1991-92 to 34.5% in 1995-96 in case of primary classes, showing an overall decrease of 7.5%. In case of upper primary classes, the drop out rate was 58.7% in 1991-92 and it declined to 51.6% in 1995-96, showing an overall decrease of 7.1%. The drop out rate for boys in primary classes declined by 6.2% whereas for girls it declined by 8.4% during the period from 1991-92 to 1995-96. In upper primary classes, the drop out rate has declined by 7.1% both for boys and girls during the same period (Annexure-V).

Achievement

9. One of the important goals of UEE during the 8th Plan has been to improve learning achievement of children both in primary and upper primary classes. The major thrust to achieve this was intended through the programme of Minimum Levels of Learning (MLL) introduced in most States. The Programme is aimed at specifying the competencies which children are required to attain in Language, Mathematics and Environmental Studies in Classes I to V and to re-orient the teaching learning

process to facilitate achievement of these by a majority of students. Several States have successfully used the idea of MLL to launch a number of activities including revision of text books, changes in curricula and teaching methodologies, as well as the content of teacher training.

3. CENTRALLY SPONSORED SCHEMES AND INTERVENTIONS DURING VIII PLAN

Operation Blackboard

10. Operation Blackboard was launched in 1987. The scheme was intended to improve school environment, enhance retention and learning achievement of children by providing minimum essential facilities in all primary schools. Thus the scheme seeks to bring about both quantitative and qualitative improvement in primary education. The Scheme has almost fully covered the originally targetted primary schools and has now entered an expanded phase. In all, 5.23 lakh primary schools have been covered as originally scheduled. These schools have been provided with central assistance of Rs. 10,000/- each for teaching-learning equipment. 1.47 lakh single teacher schools have been converted into dual teacher schools. Construction of 1.74 lakh class rooms has been undertaken with central assistance under JRY and contributions from the States concerned.

11. Since 1993-94, the Scheme has been expanded to cover upper primary schools. 47,000 upper primary schools have been granted central assistance of Rs. 40,000/- each for purchase of teaching-learning materials; the corresponding amount granted in case of schools in tribal areas is Rs. 50,000. Also a third teacher has been provided in primary schools with enrolment exceeding 100. Altogether 33,600 posts of third teachers have been created in such primary schools. A special teacher orientation programme (SOPT) to facilitate optimum utilisation of materials supplied has also been launched to cover all primary school teachers in the country.

12. The total expenditure under the scheme from 1992-93 to 1995-96 has been Rs. 816.26 crore and the outlay for 1996-97 is Rs. 279.00 crore.

13. On the basis of the experience during the last 8 years and the findings of evaluations of the scheme in different States, it is felt that there is a need to (i) streamline the purchase procedures with inbuilt quality controls; (ii) provide for greater involvement of teachers in selection of teaching aid; (iii) develop better linkages between teaching aid and curriculum requirements; and (iv) motivate teachers to improvise teaching learning aids from inexpensive locally available materials.

14. It is still necessary to orient teachers to use the teaching learning materials supplied. States had originally agreed that all primary schools to be established after the introduction of Operation Blackboard will conform to the norms specified with respect to number of teachers and class-rooms as well as supply of teaching learning equipment. It needs to be ensured that all new schools set up after the scheme was initiated have facilities in accordance with the norms established under Operation Blackboard. Adequate grants for replenishment of materials and equipment should also be provided by State Governments.

15. The Operation Blackboard has had a positive impact where systematically implemented. In order to consolidate the positive outcomes of the programme and endow primary and upper primary schools with a minimum level of infrastructure, the components providing for additional teachers and teaching learning equipments to upper primary schools and third teachers to primary schools will be continued and expanded during the 9th Five Year Plan. Other components would also be incorporated in the scheme.

National Programme of Nutritional Support to Primary Education (Mid-day Meals Scheme)

16. The National Programme of Nutritional Support to Primary Education was launched on 15 August, 1995 to give a boost to UEE in terms of increasing enrolment, retention and attendance in primary classes by supplementing nutritional requirements of children attending primary schools. The programme envisages

provision of nutritious and wholesome cooked meal of 100 gms. of food-grains per school day free of cost to all children in classes-I-V by 1997-98. As an interim measure, three kilograms of food grains per student per month is being distributed to children who have at least 80% attendance.

17. Under the Scheme, 100% central assistance is provided for meeting the cost of food-grains (Wheat or rice) and cost of transportation to the schools @ 25/- per quintal from the nearest FCI godown. The expenditure on kitchen sheds and labour charges is reimbursed under poverty alleviation schemes of the central government viz. JRY in rural areas and NRY in urban areas. The remaining cost of conversion of foodgrains into cooked food is expected to be borne by the State Governments, local bodies and the community.

18. The programme has commenced in all the States/UTs. Six States, viz., Gujarat, Jammu & Kashmir, Kerala, Madhya Pradesh, Orissa and Tamil Nadu and the UT of Pondicherry are providing cooked meals. In Delhi, processed food (sweet bread) is being supplied through Modern Food Industries. The rest of the States and UTs are distributing foodgrains. During 1995-96, 378 districts, 2499 blocks, 2.25 lakh schools and 3.35 crore children have been covered with an actual expenditure of Rs. 441.21 crore. In 1996-97, the scheme has been extended to 4426 blocks, covering 5.54 crore children. The revised outlay for 1996-97 is Rs. 1050.00 crore.

19. According to the available information, 75.6% of foodgrains allocated in 1995-96 have been lifted by States/UTs. The initial response to the scheme has been encouraging. States have reported a positive impact on school enrolments and retention. The scheme needs to be continued and expanded in the IX Plan.

Minimum Levels of Learning (MLL)

20. Programme of Minimum Levels of Learning (MLLs) was introduced by Government of India to specify competencies to be achieved at primary stage in Language, Mathematics and Environmental Studies across the country. The effort of the programme is to make the curriculum and text books more comprehensive

and relevant as well as to facilitate uniform, comparable levels of achievement among the States. The first phase of the programme was implemented through voluntary agencies, research institutions, SCERTs and DIETs. Currently 12 States are implementing the programme through the institutional mechanism of around 200 DIETs and the programme is being up-scaled. Minimum Levels of Learning approach has so far been introduced in approximately 50,000 schools in different States. Appreciable improvement in learning attainment of school children has been reported. A National Committee set up by the Ministry is preparing MLLs for introduction for upper primary schools.

21. This strategy to improve learning acquisition in school focuses attention on what is happening in the classroom and seeks to bring the principles of equity and quality to bear upon it. The strategy aims to lay down learning outcomes expected from basic education at a realistic, relevant and functional level, prescribes the adoption of measures that would ensure that all children who complete a stage of schooling achieve these outcomes. These outcomes define the Minimum Levels of Learning, common to both school and an equivalent NFE programme.

22. The endeavour is to monitor learning achievement, to direct greater resources where levels of learning are lower, and to consciously accelerate the pace of development in the needy areas, thereby to reduce disparities, equalise standards and govern inputs for quality improvement and enhanced efficiency of the system.

Externally Aided Programmes

District Primary Education Programme (DPEP)

23. The District Primary Education Programme (DPEP) was launched in November, 1994 as one of the major programmes for achieving Universalisation of Elementary Education (UEE). The programme aims at operationalising the strategies for achieving UEE through district specific planning and disaggregated target setting. The programme is conceived of and developed nationally by drawing upon the rich experience of earlier basic education projects, the lessons learnt

from other centrally sponsored schemes like Operation Blackboard, Teacher Education, Non-formal Education, the experience of academic resource institutions and the experimentation in the non-governmental sector of the country. The DPEP moves away from the schematic piecemeal approach of earlier programmes and takes a holistic view of primary education with emphasis on decentralised management, community mobilisation and district-specific planning based on contextually and research based inputs.

24. As a centrally sponsored scheme, the DPEP has a financing pattern whereby 15% of the total project cost is provided by the concerned State Government and 85% by the Government of India as a grant to the DPEP State Implementation Societies. The Government of India's share is resourced by external funding. As of now, IDA has approved credit amounting to \$260 million and \$425 million under Phase-I and Phase-II respectively. The European Union (EU) is providing grant of 150 million ECU. The ODA (UK) is extending a grant of \$ 46.5 million.

25. The first phase of the programme was launched in November, 1994 in 42 districts in the States of Assam, Haryana, Karnataka, Kerala, Maharashtra, Tamil Nadu and Madhya Pradesh. In 1996, the programme has been launched in 17 districts of Orissa, Himachal Pradesh, Andhra Pradesh and Gujarat. By the end of the Eighth Five Year Plan, the programme would cover 120 districts in the country. The total estimated outlay during VIII plan period for DPEP was Rs. 1950.00 crore, out of which Rs. 1720.00 crore is to be mobilised externally. The expenditure upto 31.3.1996 has been Rs. 300.00 crore.

26. During the last 3 years, DPEP has been able to set up project management structures at district, state and national levels created the environment and capacity for micro-planning; taken up the challenge of pedagogical innovation, created a responsive institutional base which includes both government and non-government institutions, enhanced community participation, strengthened the process of catering to the needs of special focus group like tribals, SCs, women and other marginalised sections. During IX Plan, the programme would be continued and expanded.

Bihar Education Project (BEP) :

27. The Bihar Education Project (BEP) was launched in 1991 with the goal of bringing about quantitative and qualitative improvement in the elementary education system in Bihar. After initial problems, the implementation of BEP picked up considerably in mid 1992. It has been successful in strengthening District Planning and community mobilisation in elementary education sector. It has provided impetus for a complete overhaul of the teacher education system in the State. Alternative approaches for in-service training of teachers have been developed and tested including establishment of a model District Institute of Education and Training.

28. A mid-term review of the BEP took place in June-July, 1994. The Review suggested consolidation of the programme in the existing 7 districts; establishing strong linkages between BEP and the education system in Bihar; greater focus on the primary stage of classes I-V; better linkages with the activities in other States under DPEP and other programmes; more emphasis on MLLs and teacher training; and conduct of periodic baseline studies so that the impact of the project on enrolment, retention and learning achievements can be regularly assessed and monitored.

29. It has now been decided to extend the project into a second Phase of 2 years duration. The total project outlay for the 2nd Phase (1996-98) is estimated at Rs.62 crore to be shared between UNICEF, GOI and Government of Bihar as per the existing funding formula of 3:2:1. The total project outlay for BEP is Rs. 360 crore. The VIII Plan outlay was Rs.118 crore (GOI share). The expenditure till March, 1996 has been Rs.36 crore. During IX Plan, it is proposed that the project will be merged with DPEP-III.

U.P. Basic Education Project (UPBEP)

30. A Project '*Education for All*' prepared by the Government of Uttar Pradesh was approved by the World Bank in June, 1993. The Project is currently in operation in 12 district and proposes to add five more districts. The project has an outlay of about Rs. 728.79 crore spread over 7 years. International Development Agency (IDA), the soft loan window of the World Bank, would provide a credit of US \$163.10

million and the State Government's share would be approximately 13% of the total Project cost.

31. The progress of implementation of the project so far has been satisfactory. The construction work of schools and Block Resource Centres is being completed as per schedule. Training materials for teacher trainers on DIETs have been prepared. The first cycle of in-service teachers training was completed in October, 1995. About 40,000 teachers have been trained. A expenditure of Rs. 161.13 crore has been incurred, out of which an amount of Rs. 139.08 crore is reimbursable.

Andhra Pradesh Primary Education Project (APPEP):

32. Andhra Pradesh Primary Education Project (APPEP) was started in 1983 as a pilot project with British ODA assistance in 11 districts and subsequently expanded to cover all primary schools of Andhra Pradesh. Under this programme, 3255 classrooms and 1070 teacher centres have been constructed till now. The programme has focused on improving classroom transaction by training teachers to adopt more child centred and activity oriented approaches.

33. The total outlay for the project is Rs. 72.74 crore for the period ending in March 1996. ODA has evinced interest in taking up comprehensive district based primary education on the DPEP pattern in five districts of the State with an investment of about Rs. 35 crore per district over a period of 5-7 years. As the programme is pre-financed by the ODA, no allocation is proposed in the IX Plan.

Rajasthan Shiksha Karmi Projects (SKP):

34. The Shiksha Karmi Project assisted by Swedish International Development Authority (SIDA) has been implemented in Rajasthan since 1987. The Project aims at universalisation and qualitative improvement of primary education in remote and socio-economically backward villages in Rajasthan, with primary focus on girls. With teacher absenteeism being identified as a major obstacle in achieving the objective of UEE, the project aims at substituting teachers in single teacher schools with local youth known as Shiksha Karmis who are provided with rigorous training and supervisory support. An important feature of this innovative project is

mobilisation and participation of the community in efforts to improve functioning of primary schools.

35. During Phase-I of Shiksha Karmi Project (1987-94), SIDA and Government of Rajasthan shared the expenditure in the ratio of 90:10. During Phase-II of the project (1994-97), provision of Rs. 48 crore would be shared between SIDA and Government of Rajasthan in the ratio of 50:50. The project now covers 1583 villages in 85 blocks of Rajasthan. 3680 Shiksha Karmis provide primary education to around 1.22 lakh children in day schools and Prehar Pathshalas (schools of convenient timing). The project has contributed significantly towards universalising enrolment and attendance of children in several project villages. SKP has devised an effective model for support, supervision and monitoring of quantitative and qualitative aspects of primary education in partnership with NGOs and the local community. The project is known for its open participative style and continuous experimentation to achieve its objectives. The approach, strategies and achievements of the SKP have attracted national and international recognition. The project is slated for a major expansion with SIDA assistance in the IX Plan.

Lok Jumbish Project (LJP) , Rajasthan

36. Lok Jumbish meaning 'people's movement' for Education for all is a centrally sponsored project for development of basic education in Rajasthan. The basic objectives of the project is to achieve education for all by the year 2000 through people's mobilisation and their participation. The project is implemented by Lok Jumbish Parishad (LJP), a registered society. The first phase of the project was for a period of two years from 1992-94, with an outlay of Rs.18 crore, shared between SIDA, Government of India, Government of Rajasthan in the ratio of 3:2:1. The second phase of the project is being implemented from 1994-97. An outlay of Rs.80.00 crore has been provided for Phase II which is shared between SIDA, Government of India, Government of Rajasthan in the ratio of 3:2:1 respectively.

37. 25 blocks were covered during the Phase I of the project between 1992-94. In the second phase, out of 50 blocks to be covered during 1994-97, Lok Jumbish activities have commenced in 33 blocks. Lok Jumbish is undertaking environment building activities in 2083 villages and has completed school mapping exercises in

1287 villages, 163 new schools have been opened while 100 primary schools have been upgraded. An innovative and successful NFE programme launched by LJP has spread to 1,000 centres. The total project outlay is Rs. 98 crore (Rs. 18 crore for phase I and Rs.80 crore for Phase II). The VIII Plan outlay is Rs. 90 crore (GOI and SIDA share). The expenditure incurred so far against this is Rs. 34.59 crore. The project is proposed to be continued and expanded during IX Plan.

Mahila Samakhya:

38. Mahila Samakhya Programme (Education for Women's Equality) is a women's empowerment project which aims at creating an environment for women to seek knowledge and information with a view to bring about a change in their perception about themselves and that of the society. Mahila Samakhya is a Central Sector scheme launched in 1989. The programme which began in 1989 as a pilot project with Dutch assistance now covers 2075 villages in 17 districts of Uttar Pradesh, Gujarat, Karnataka and Andhra Pradesh. The strategy for women's mobilisation evolved under the project has been integrated in several other initiatives such as the BEP, DPEP in Madhya Pradesh and Lok Jumbish. The project outlay as well as VIII plan outlay for Mahila Samakhya is Rs. 51 crore. Expenditure upto March 1996 has been Rs. 11 crore. During IX Plan, the programme will be further expanded.

4. SHORTFALLS

Inadequate Access :

39. Notwithstanding massive expansion of elementary schools, studies have indicated that a large number of children in the age group of 6-14 years are still out of school. According to the available information, the estimated number of out of school children is 6.3 crore. The majority of out of school children are girls and children belonging to SCs and STs in rural areas. The Sixth All India Educational Survey (1993) has shown that there are still 11574 school less rural habitations in the country.

40. 8th Five Year Plan had envisaged that the ratio of upper primary schools to primary schools will be improved from the existing 1:4 to 1:2. However, there has been marginal improvement and the ratio was 1:3.45 in 1995-96.

Low Participation and High Drop-out Rates:

41. In order to improve retention, it was targeted that drop out rates will be reduced to 20% in case of primary classes and 40% in case of upper primary classes. However, this does not seem to be happening. The drop out rates are still high at 36.3% for primary school children and 52.7% for upper primary classes in 1994-95.

42. Various reasons for children dropping out from schools are given. These include socio-economic and cultural factors, lack of access to schools, uninspiring school environment etc. The 42nd round of National Sample Survey (1986-87) provides reason-wise analysis of distribution of drop-outs as shown in Table-II below:-

Table-II

**PERCENTAGE DISTRIBUTION OF DROP-OUTS
BY REASON FOR DISCONTINUANCE**

Reason for Discontinuance	Rural		Urban	
	Male	Female	Male	Female
Not interested in education/further study	26.6	33.3	23.6	28.5
Participated in household economic activities	26.8	9.4	22.8	6.7
Other economic reasons	20.6	15.0	24.2	15.4
Domestic chores	2.0	14.3	2.2	15.9
Failure	18.4	16.7	21.3	18.8
Others	5.6	11.5	6.0	14.7
All	100.0	100.0	100.0	100.0

43. While no systematic study to analyse reasons of high drop outs has been done in the recent past, it is believed that the above analysis of the 42nd ROUND of National Survey is still valid. The achievements in regard to drop out rates reinforce

this view. More rigorous efforts are required to be made with community participation to remedy causes such as “not interested in education/further study”.

Unsatisfactory Levels of Learning :

44. Studies have shown that the levels of learner achievement are far from satisfactory. The most recent series of studies in this regard were undertaken under the DPEP. These studies have selected educationally backward districts only and hence the results ought not to be generalised for the whole country. However, the studies conducted in all the DPEP States have pointed to the poor academic performance of children. What is surprising is that even educationally advanced States experience poor performance of children at primary levels. Therefore, low learner achievement of primary school children is emerging as an issue almost uniformly applicable to all regions of the country.

45. Various school related factors contributing to the low levels of achievement of primary school children have been identified. These factors include school facilities, teacher competency and internal management of schools. During the 8th Plan, schemes were initiated to address issues pertaining to school facilities and teacher competency. The introduction of OB scheme addresses the former set of issues while the scheme of establishment of DIETs addresses the latter set of issues. However, little effort has been made to improve the internal efficiency and functioning of the schools. Local level organisational arrangements like Village Education Committees, Parent Teacher Association and the local bodies may be in a position to play an important role to make the schools functional. Such school based arrangements to support school management and quality improvement programmes needs to be created, operationalised and strengthened during the IX Plan.

Gender, Caste and Regional Disparities :

46. Gender, caste and regional disparities in elementary education are conspicuous. Gender disparities are clearly indicated in expansion of primary and upper primary school facilities.

47. The GER for girls in Classes I-V in 1995-96 was 93.3% as against 114.5% for boys. More significantly, this ratio did not fall below 75% for boys in any State, whereas for girls it varied from about 50% upwards. For classes VI-VIII, the GER was 79.5% for boys and 54.9% in case of girls. The difference in rural areas is even more conspicuous.

48. No doubt, as a result of the affirmative policies of the Government, the enrolment of SCs/STs is now more or less in proportion to their respective shares in the population at the primary level. However, the drop outs in these groups, though declining over the years, are significantly large. Gender disparities are very conspicuous among SCs and STs also (Annex-VI).

49. According to the available information, 75% of the estimated out of school children are believed to be in educationally backward States namely, Andhra Pradesh, Assam, Bihar, J&K, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh, West Bengal and Arunachal Pradesh. Enrolment ratios are lower and drop out rates are higher both at primary and upper primary levels in all these States, except West Bengal as indicated in Table III below:-

Table-III

**ENROLMENT RATIO AND DROP-OUT RATES
OF EDUCATIONALLY BACKWARD STATES**

Sl. No.	Name of the State		Enrolment ratio (In 1995-96)			Drop out rates (In 1993-94)		
			Boys	Girls	Total	Boys	Girls	Total
1.	Andhra Pradesh	Primary	99.6	83.9	94.9	42.5	41.8	42.2
		Upper Primary	57.3	41.8	49.7	59.9	66.5	62.8
2.	Assam	Primary	133.4	124.0	128.0	38.6	39.6	39.1
		Upper Primary	91.6	65.9	79.1	63.8	71.8	67.6
3.	Bihar	Primary	93.0	55.4	75.1	61.9	66.2	63.4
		Upper Primary	47.5	21.9	35.3	76.7	82.7	78.7

Table-III (Contd.)

4.	J & K	Primary	88.6	72.2	81.2	53.1	42.3	48.7
		Upper						
5.	Madhya Pradesh	Primary	73.3	46.8	60.5	45.3	72.7	56.5
		Upper						
6.	Orissa	Primary	112.9	88.9	101.4	23.4	34.9	28.4
		Upper						
7.	Rajasthan	Primary	91.6	43.3	68.4	38.1	54.1	44.7
		Upper						
8.	Uttar Pradesh	Primary	113.4	78.2	95.6	57.1	52.1	55.1
		Upper						
9.	West Bengal	Primary	73.0	39.8	56.2	62.6	59.0	61.2
		Upper						
10.	Arunachal Pradesh	Primary	129.3	75.3	103.4	54.8	63.0	57.4
		Upper						
National Average	Primary	Primary	79.9	32.0	56.9	62.3	72.3	65.4
		Upper						
National Average	Primary	Primary	104.3	72.0	89.1	19.8	20.1	19.9
		Upper						
National Average	Primary	Primary	72.3	34.9	54.7	31.9	47.6	37.5
		Upper						
National Average	Primary	Primary	128.6	122.3	125.5	36.1	45.8	40.4
		Upper						
National Average	Primary	Primary	102.8	91.5	97.2	46.8	43.9	46.7
		Upper						
National Average	Primary	Primary	115.5	103.9	110.0	60.1	61.1	60.5
		Upper						
National Average	Primary	Primary	61.3	45.2	53.3	69.6	67.4	68.7
		Upper						
National Average	Primary	Primary	114.5	93.3	104.3	36.1	39.1	37.3
		Upper						
National Average	Primary	Primary	79.5	54.9	67.6	49.9	56.8	52.8
		Upper						

Source : Selected Educational Statistics, 1995-96 (Ministry of Human Resource Development).

5. THE TASK AHEAD

50. Universalisation of elementary education by ensuring access to good quality learning environment for all children in the age group of 6-14 years remains the daunting task ahead. As we approach the next 5 years of planned development in the country, we are at the threshold of the 21st Century by which time we stand committed to achieve the goal of education for all and UEE. However, given the number of out of school children in the country, the challenge ahead is enormous.

51. Obviously, in order to meet our commitment to achieve UEE by the turn of the Century, we have to bring all children to school, ensure that they stay there for a minimum of 5 years, attend regularly and learn at least up to the minimum levels of learning for Classes-V. These targets can be defined in quantitative parameters such as GER, NER, drop out rates and retention rates. However, uncertainty of these parameters should be taken into account while making the estimates in regard thereto. GER is the principal indicator of progress towards UEE but it is often unreliable and does not reflect the actual enrolment ratio. The population projections on which the enrolment ratios are based, take into account family planning targets and the trends in the past, which are not always realistic.

6. PROJECTIONS FOR 9TH FIVE YEAR PLAN

UNIVERSAL ACCESS :

Opening of New Schools:

52. According to the 6th All India Educational Survey (1993), the number of rural habitations in the country has increased from 9,81,864 in 1986 to 10,59,199 in 1993, an increase of 7.88%. The survey results indicate that 82.5% rural habitations have a primary school within 1 Km. distance whereas 75.3% habitations have an upper-primary school within 3 Kms. The ratio of upper primary schools to primary schools in rural areas is 1:4. 11,574 rural habitations are indicated as school less habitations. Based on this data, the following three conclusions can be drawn:-

- i) State Governments would have to open primary schools as may be necessary to ensure that all rural habitations have a primary school within 1Km., distance provided that the population in the catchment areas is atleast 250. Suitable relaxation in these norms may continue to be made for hill, tribal and desert areas.
- ii) State Governments would be required to open 11,574 new primary schools or provide alternative schooling facilities in every school-less habitation.

- iii) Estimated number of additional upper primary schools required to achieve a ratio of 1:2 between upper primary schools to primary schools is 1,30,000. State Governments would be required to ensure that all rural habitations have an upper primary school within a distance of 3 Kms., provided that there is a population of 500 in the catchment areas.

Increase in Enrolments :

Primary Stage :

53. Population in age-group 6-10 in the base and the terminal years of the 9th Five Year Plan as projected on the basis of the figures released by the Office of Registrar General of India are as follows:-

Table-IV

PROJECTED POPULATION IN THE AGE-GROUP OF 6-10 YEARS

Year	(NUMBER IN CRORES)		
	Boys	Girls	Total
1996-97	5.44	5.07	10.51
2001-02	5.78	5.38	11.16

54. All children enrolled in primary classes are not necessarily from the age group of 6-10 years. A large number of children are either underage or over-age. The problem of children outside the age-group of 6-10 years is particularly serious in rural areas. The extent of over-age and underage children in relation to the enrolment at the primary stage has been estimated at 22% for the country as a whole with wide variations in different States. Based on this national average of over-age and underage children, the estimated enrolment corresponding to the population in 1996-97 and 2001-02 works out to 12.82 and 13.61 crores respectively.

55. At the end of 8th Plan by 1996-97, the expected enrolment in the formal school system may be taken at 11.09 crore (10.09 crore in 1991-92 and an average yearly increase of nearly 20 lakh). In the non-formal stream, the enrolment may be taken at about 70 lakhs.

56. Additional enrolments likely to be covered during the 9th Plan period will be approximately 1.0 crore children, which of course will not be adequate to ensure universal access as the estimated number of out of school children is 3 crore. It is expected that in the non-formal stream, the enrolments will increase to approximately 1 crore by the end of 9th Plan. In order to ensure universal access, State Governments will have to make special efforts to bring all out-of-school children to school. In their endeavour to do so, they may face situations where they do not have adequate schools to enrol all children in some areas but have a large number of vacant seats available in some of the existing schools in other areas. Thus, State Governments will have to make a realistic assessment of the requirements of new schools, keeping in view the existing vacant seats and the number of eligible children and provide for enrolment of all out-of-school children in primary schools as far as possible and non-formal education centres where necessary.

Upper Primary Stage :

57. Population projections for 1996-97 and 2001-02 in the age-group of 11-14 years which correspond to upper primary stage of education (Classes VI-VIII) are given in Table-V below:-

TABLE-V

PROJECTED POPULATION IN THE AGE GROUP OF 11-14 YEARS

Year	(NUMBER IN CRORES)		
	Boys	Girls	Total
1996-97	3.14	2.92	6.06
2001-02	3.30	3.07	6.37

58. The problem of over-age and underage children also affects the upper primary stage. Assuming the same adjustment rate of 22% for the upper primary stage, the corresponding figures for 1996-97 and 2001-02 will be 7.39 and 7.77 crore respectively. According to the Selected Educational Statistics published by the Ministry of Human Resource Development, Government of India for 1992-93,

1993-94, 1994-95, and 1995-96, the total enrolment in Classes VI-VIII in the country was 3.87, 3.92, 4.03 and 4.10 crores respectively. On an average, additional annual enrolment to the upper primary classes during 1992-96 comes to 6 lakh children. Assuming this trend in additional enrolment at the upper primary stage, the enrolment at the end of 9th Five Year Plan works out to be 4.46 crore, leaving a gap of 3.31 crores children of age group 11-14 years. Special efforts would have to be made by the State Governments to bridge this gap.

Universal Retention :

59. As stated earlier, drop-out rates at primary and upper primary stage are 34.5% and 57.6% in 1995-96 as against the 8th Plan target of 20% and 40% respectively. If this trend continues, it is estimated that drop out rates will be 25.4% in case of primary classes and 49.5% for upper primary classes by the end of 9th Five Year Plan. However, given the thrust to increase retention of children in schools through measures such as school mapping, micro-planning, community mobilisation and programmes like NP-NSPE, DPEP, etc., it is likely that drop-out rates decline at a rate faster than what we have achieved in the 8th Plan . It will thus be realistic to retain the targets of drop out rates for the 9th Five Year at 20% and 40% for primary and upper primary levels respectively.

Universal Achievement:

60. Improvement in minimum levels of learning of almost all children at the primary level would need to be pursued with renewed vigour. The concept of MLL should also be introduced at the upper primary levels.

7. SPECIAL CONCERNS

61. Special concerns in achievement of UEE include girls, children belonging to SCs/STs working children, disabled children, children belonging to religious and linguistic minorities and above all educationally backward areas. There is a need to look at the disaggregated picture so as to evolve specific strategies to tackle the problems relating to these backward groups and areas of educational backwardness.

Educationally Backward Areas :

62. Since 1977, there has been a demand to look at the target group State-wise and focus attention on the States classified as educationally backward namely,

Andhra Pradesh, Assam , Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh, West Bengal and Arunachal Pradesh since it become a State. During the 8th Plan period, demands have been made to further disaggregate and focus attention on the backward districts of other States also. States have demanded extension of DPEP to all educationally backward districts.

63. A study of district-wise educational status is revealing. All but two of the 100 most backward districts are from the educationally backward States. If we look at the first 150 educationally backward districts, only 4 are from other States and among the first 200 districts, we find only 9 districts from the other States. Thus, categorisation of the educationally backward States is still valid. Except West Bengal, all the educationally backward States uniformly lag behind.

64. It is, therefore, recommended that the classification on the basis of backwardness should be continued and the educationally backward States/Districts should be targeted as the "CORE PROBLEM AREA" for achieving UEE.

Girls :

65. The 6th All India Educational Survey support the contention that girls, particularly in rural areas, are the single most important group requiring focussed attention for achievement of UEE.

TABLE-VI

Percentage of girls enrolment to total enrolment (1993)

	Classes I-V (6-10 Years)	Classes VI-VIII (11-14 Years)
All India (Total)	43.11	39.42
Rural Areas	41.94	36.29

Source : 6th All India Educational Survey (NCERT)

66. Studies have indicated that girls enrolment was at a low 30% when schools were three or more kilometres away from children's homes. Poverty also plays its part in girls remaining out of school. If mother's go to works, girls stay at home to look after siblings. In case there are no separate toilets for girls, then girls drop out from school, at a fairly early age.

67. The programmes of elementary education though acknowledge girls as the single most important group requiring greater attention, do not adequately address the many needs, risks, and fears of girls and their families. Therefore, it is recommended that strategies for 9th Plan should give greater attention and direct more funds to meet special needs of girls.

Working Children :

68. Child labour has been one of the major concerns in the socio-economic development in India. There are various estimates available regarding the existence of child labour in India. According to the Census 1981, the population of child workers is estimated at 81 lakh boys and 55 lakh girls, giving a total of 1.36 crore. Of these, less than 7% are in urban areas and remaining are in rural areas. Studies indicate that there is a direct relationship between the educational and economic performance of the States and the child labour participation rate (CLPR). State-wise break-up for CLPR shows Andhra Pradesh, Karnataka and Madhya Pradesh as the worst States and Kerala, Punjab, Himachal Pradesh as the better States. Estimates also indicate that over 85% of the child workers are engaged in agriculture and allied sectors with the secondary and tertiary sectors having just about 12 to 15% of the child labour.

TABLE-VII**Occupation-wise Distribution of Working Children (5-14 Years):**

Category of worker	Rural		Urban	
	Boys	Girls	Boys	Girls
1. Cultivators	43.9	36.8	6.1	5.3
2. Agricultural labourers	39.9	51.6	12.1	23.2
3. Livestock, forestry, fishing, etc.	7.8	3.3	3.7	1.8
4. Manufacturing, sevicig and Repairing	4.9	5.9	39.1	38.2
5. Construction	0.4	0.5	3.3	3.2
6. Trade & Commerce	1.3	0.4	19.0	2.9
7. Services	1.5	1.3	13.3	24.6

Source: Census 1981

69. The above noted occupation-wise categorisation (Table-VI) provides a view of children engaged in economic activity, leaving out children who are engaged in work which cannot be categorised as directly economically productive. Nevertheless such children are attending to paid or unpaid work undertaken continuously or intermittently within or outside the family. Such an activity is either directly remunerative for the family or indirectly facilitates more income to the family. There are children, mainly girls, who are engaged in domestic works either simple chores like running errands or washing clothes, fetching fuel, water or taking care of siblings. There are children, mainly boys, who work at cultivation of land, tending livestock, attending to the family shop or assisting with household industry. There are other children in categories such as bonded labour, street hawkers, shoe makers, car cleaners and juvenile criminals who are generally not reported. If all these factors are taken into account, it cannot be denied that the number of working children who deserve better treatment in so far education is concerned, will be much higher.

70. The above mentioned problems of child labour were fully recognised while formulating the 8th Five Year Plan. However, the impact of the plan is not that

widely realised as the magnitude of the problem. It will, therefore, be necessary to continue emphasis on promotion of education for working children as a special target group requiring specific strategies and programmes.

71. The Ministry of Labour which is the nodal Ministry to formulate and implement schemes relating to reduction of child labour has initiated 76 National Child Labour Projects in 12 States in 1995-96. Under these projects, about 126 special schools are being run to impart education to children with a view to wean them away from work. The Ministry of labour propose to expand this programme in the 9th Five Year Plan to cover about 20 lakh children by the year 2002. The Department of Education will coordinate and cooperate with the Ministry of Labour in its endeavour to eradicate child labour and will provide academic support in the form of designing of appropriate curriculum, development of Minimum Levels of Learning based teaching learning materials, training of instructors, imparting vocational skills, learners' evaluation, etc.

Scheduled Castes and Scheduled Tribes :

72. The Scheduled Castes and Scheduled Tribes are already well established categories and distinct target groups under the existing pattern of planning. According to the 1991 census, the population of Scheduled Castes (SCs) was 13.81 crore (16.33%) and that of Scheduled Tribes (STs) was 6.78 crore (8.01%) of the country's population.

73. Both groups, overall, do worse than the general population in terms of enrolment, literacy and other indicators of progress in elementary education. However, SC and ST population are not homogenous target groups in all respects. There are wide variations between different SC and ST groups regionally. It is likely that Scheduled Caste girls in Kerala will be doing better than non-Scheduled Caste boys in some of the more backward States and districts. Some of the Scheduled Tribes are noticeably ahead of the country as a whole. Therefore, it will be necessary to refine the identification of target groups even among the Scheduled Castes and Scheduled Tribes and identify particular sub-groups which are seriously handicapped and require particular attention.

Linguistic and Religious Minorities :

74. Both linguistic and religious minorities deserve special consideration in expansion and promotion of elementary education . In the case of religious minorities who may be of different religions in different parts of the country, it will be necessary to identify the backward groups. In many parts of the country, it will be the Muslim community which will need special attention, particularly in regard to girls' education. The efforts made by the Lok Jumbish Project in this regard in Kamah Block of Bharatpur district deserve closer scrutiny and, wherever possible, replication.

Disabled Children :

75. Disabled children would include those who are orthopaedically handicapped, those with hearing impairments, visual impairments, the mentally retarded, etc. These are a distinct target group which will need to be addressed by special programmes in terms of the objectives of National Policy on Education, viz. "to integrate the physically and mentally handicapped with the general community as equal partners to prepare them for normal growth and to enable them to face life with courage and confidence." While the educational and other problems of the severely handicapped children are sought to be addressed by the Ministry of Welfare, it is incumbent upon the Education Departments at the Centre and States to re-orient educational administrators, supervisors and teachers to make all schools open and accessible to partially disabled children in urban localities and rural areas so as to integrate them into the educational mainstream. Advocacy, mobilisation, training and a stronger partnership with NGOs would be necessary for this purpose.

8. FINANCING OF ELEMENTARY EDUCATION

76. Of all the constraints in achieving UEE, the constraint of finance is the most important. It is commonly believed that the task of UEE has not been completed because adequate funds for expansion and promotion of elementary education have not been provided. While it cannot be denied that public expenditure on education, particularly elementary education, has increased over a period of time, the overall provision of funds for education has not been of the desired level.

77. An analysis of sector-wise expenditure on education, both Central and States, during the First and Eighth Five Year Plans indicates that the expenditure on elementary education in the First Five Year Plan (1951-56) was 59% of the total expenditure on education. This percentage share has gone down to 48% in 8th Five Year Plan (Figure-I).

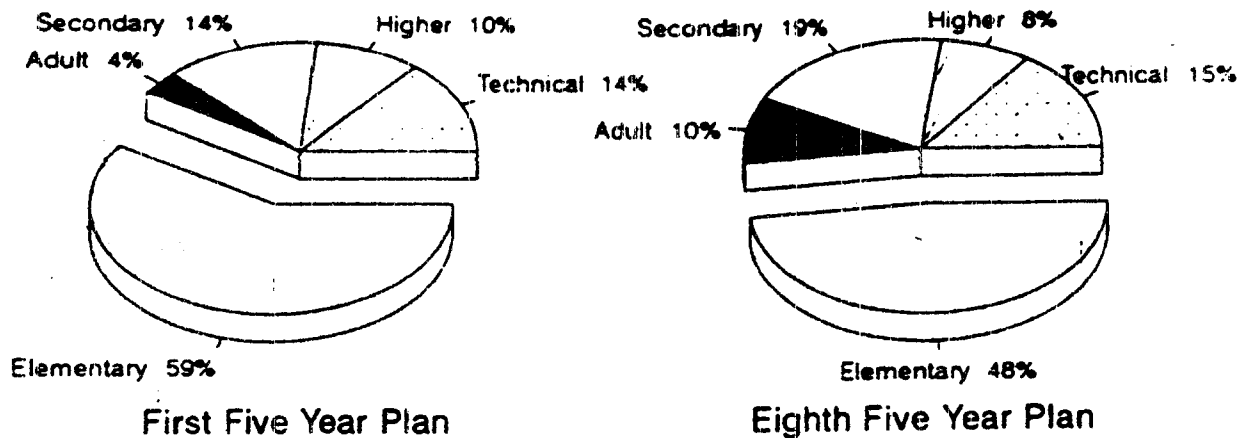


FIGURE - I

78. However, the increase in expenditure on elementary education alone has been more than the increase in expenditure on education as a whole. During the last three five year plans i.e. 6th, 7th and 8th Five Year Plans, the total expenditure on education increased seven times whereas expenditure on elementary education alone increased ten times. But the share of States has decreased during this time. Data in Table-VIII below indicates that State Governments provided 91% of the total expenditure on elementary education in 6th Five Year Plan which came down in 68% in 8th Five Year Plan. The Central share was 9% in 6th Five Year Plan, which increased to 32% in 8th Five Year Plan.

TABLE-VIII

(Rs. in Crore)

Plan	Total expenditure on education			Expenditure on Elementary Education		
	By Centre	By States	Total	By Centre	By States	Total
6th Five Year Plan	621.54 (23.7%)	1997.17 (76.3%)	2618.71 (100%)	72.80 (8.%)	768.94 (91.4%)	841.74 (100%)
7th Five Year Plan	3036.66 (39.8%)	4596.47 (60.2%)	7633.13 (100%)	723.80 (25.3%)	2142.07 (74.7%)	2865.87 (100%)
8th Five Year Plan	7443.00 (38%)	12156.73 (62%)	19599.73 (100%)	2880.00 (32.2%)	6056.46 (67.8%)	8936.46 (100%)

Source : Plan Documents for 6th, 7th & 8th Five Year Plans issued by Planning Commission.

79. Another issue that deserves attention here is the differential performance of States in terms of educational effort. The educational effort can be assessed in terms of three criteria as following :-

- i) Public expenditure as a share of net State Domestic Product (SDP).
- ii) Education expenditure as a share of total budgetary expenditure.
- iii) Per capita expenditure on education.

80. In terms of the first criterion, the public expenditure on education varies from 2.6% of State Domestic Product (Haryana) to 6% of State Domestic Product (Kerala) (Annex-VIII). Further more, when the States are grouped by their income levels, it is found that there is no clear positive relationship between the income and the income spent on education.

81. As a percentage of total budgetary expenditure, again there are substantial variations between States, with Haryana spending as little as 10% of total revenue expenditure on education and Kerala and West Bengal expending as much as 27%. A major chunk of States revenue expenditure on education is spent on teachers' salaries with very little contribution towards non-recurring developmental expenditure.

82. There are also substantial variations between States in terms of per capita

expenditure on education. The range of per capita expenditure is between Rs.176 in Bihar and Rs.423 in Kerala. However, the ranking of States on this variable is more closely related to their poverty status. Per capita expenditure in the low income States tend to be the least and those in the high income States, tend to be the highest. Thus, poor States are spending less per capita on education although making relatively greater effort. For instance, State of Bihar spends a higher share of its income i.e. 4.5% on education but has a much lower per capita expenditure i.e. Rs.176 than Haryana which spends only 2.6% of SDP on education with a per capita expenditure of Rs.270.

83. The United Front Government has committed to raise the expenditure on education to 6% of GDP as against the present level of 3.9% by the end of 9th Five Year Plan. 50% of the enhanced allocation is proposed to be spent on primary education. In order to meet this commitment, the total public expenditure on elementary education in 2001-2002 should be Rs.68,675 crore (1994-95 prices). In case 6% of GNP is invested in education, the estimated IXth Plan outlay would be Rs.1,00,906 crore which implies 415% increase over the 8th Plan outlay of Rs.19,600 crore.

84. The 9th Plan outlay on elementary education is being proposed in keeping with this commitment of the Government. However, it is felt that a major inflow of additional funds for achieving UEE as indicated above would require considerable enhancement in the absorption capacity of States, particularly the educationally backwards States. They would need to initiate steps for streamlining flow of funds so as to improve utilisation and avoid diversion of funds to other areas.

II. GOALS, APPROACHES AND STRATEGIES FOR IXTH PLAN

1. Reiterating the Constitutional Directive, the National Policy on Education, 1986 (as revised in 1992) has spelt out the goal which merits repetition;

“the new education policy will give the highest priority to solving the problem of children dropping out of school and will adopt an era of meticulously formulated strategies posed on micro-planning and applied at the grass-root level all over the country, to ensure children's retention at school. This effort will be fully coordinated with the network of NFE. It shall be ensured that free and compulsory education of satisfactory quality is provided to all children up to 14 years of age before we enter the 21st Century.”

2. The targets of 8th Five Year Plan were set in keeping with this national goal. However, the targets are not likely to be achieved and massive efforts are required for achieving universal enrolment, retention and achievement. There will thus not be any change in so far as the national goal of UEE is concerned. However, within the three broad parameters of universal retention, enrolment and achievement, the efforts will be focused more on educationally backward areas and other special concerns in UEE enumerated in **Section-I**.

TARGETS

3. Broadly, the target may be elaborated 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 drop-outs, working children and girls who cannot attend formal schools.
- (c) Provision of early childhood care and education to children of 3-6 years of age.

- ii) **Universal retention** : Reduction of drop-out rates between Classes I-V and Classes I-VIII from the existing rate of 36.3% and 56.5% to 20% and 40% 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 in quantity and quality of teaching learning material.
 - (c) Promotion and extension of national curricular framework at the elementary stage which envisages a common core with adequate flexibility to relate it to the environment and the needs and interests of the learners.

APPROACHES

4. Approaches to achieve UEE in the IXth Plan have to measure up to the magnitude and complexity of the task. These have to keep in view three important factors as follows :-

- i) The national commitment to provide basic education for all by the beginning of next century.
- ii) The political commitment to make the right to elementary education, a Fundamental Right and enforcing it through necessary statutory measures; and
- iii) Enactment of 73rd and 74th Constitutional amendments which have set the stage for greater decentralisation and a significantly enhanced role for local bodies, community organisations as well as voluntary agencies in the efforts towards UEE.

5. It should be noted that in spite of serious problems involved and the relatively slow progress in some of the States, there are many encouraging signs. The performance of the educationally advanced States and the promising strategies evolved under several macro and micro projects of primary education in the

educationally backward States suggest that UEE is a feasible target to be achieved. The 9th Plan should be able to increase the pace of progress towards this goal, given the current state of political commitment of the Central and State Governments, the enhanced allocation committed to Elementary Education, the new ambience created by the Constitutional amendments on Panchayat Raj Institutions and the community mobilisation and awakening achieved through Total Literacy Campaigns (TLCs). The strategies for achieving UEE should build on the positive gains of the 8th Plan while seeking to remedy the identified shortcomings.

6. In consonance with the above, the basic approach and strategies adopted in formulating the IXth Plan proposals are as follows :-

MAKING ELEMENTARY EDUCATION A FUNDAMENTAL RIGHT

7. Article 45 of the Constitution of India envisage that free and compulsory education should be provided to all children upto the age of 14 years. This Constitutional directive has been reiterated in successive educational policies, latest of all being the National Education Policy 1992. 14 States and 4 Union Territories have enacted compulsory education legislation, with a view to universalise Elementary Education. Most of these acts remain unenforced due to various socio-economic, cultural, administrative and financial constraints.

8. In these circumstances, the Government is now considering the proposal to make the right to Elementary Education a Fundamental Right. It is felt that an explicit constitutional provision making the right to Elementary Education a Fundamental Right will demonstrate political will and administrative resolve of the country to achieve UEE. It is also expected to spur Government and Non-government sectors to take necessary measures to provide universal access to Elementary Education and to provide facilities required for universal retention and achievement.

9. Government has constituted a committee of State Education Ministers to consider the financial, administrative, legal and academic implications of the proposal. The committee is expected to submit its report by January 15, 1997.

CONSOLIDATING THE QUANTITATIVE EXPANSION ACHIEVED

10. As far as quantitative targets are concerned, genuine efforts would be made to recognize the existing reality in the field of elementary education by reflecting the correct statistical position regarding enrolment, participation and attendance of children in 6-14 age group in primary and upper primary schools. The figures show substantive increase in the availability of schooling facilities as well as learner participation in primary education. Yet, it is also clear that primary education has remained beyond the reach of children in some pockets and for certain sections of the society. The goal of IX Plan will be to consolidate the gains already made and reach the yet unreached group through strategic plans of expansion that are sensitive to the contextual factors impeding their participation in schooling.

11. In order to strategically intervene to reach the unreached, disaggregated target setting will be attempted at district and block levels as well as for subgroups within the target age groups of 6-14. Concerted efforts are to be made to enable Panchayati Raj bodies, NGOs and the communities to play a meaningful role in local planning and management of primary education.

NEED BASED EXPANSION OF UPPER PRIMARY EDUCATION FACILITIES

12. With the expansion of facilities for primary schooling and due to increased effort for bringing in and retaining 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 in order to meet the demand generated by increased inflow of students to this level will have to receive greater attention during the next few years. In fact, we are still very far from achieving the

VIII Plan proposal to have one upper primary school for every two lower primary schools. But this demands much higher level of resources than what is needed for establishing new primary schools. Therefore, the strategy during the next plan will be to go for expansion in a selective and need based manner by initiating appropriate mechanisms for assessing the demand for upper primary schooling particularly among disadvantaged sections such as girls, SCs and STs.

PROMOTING ALTERNATIVE MODES OF DELIVERY WITHIN AN INTEGRATED PERSPECTIVE

13. The problem of UEE in the country is so large that a single track approach of formal primary schooling will not help achieve the targets in a speedy manner. It is with this in view that the programme of NFE was launched more than fifteen years ago as a major national initiative. It is often found that the NFE has not been adequate to tackle the problem fully. In fact, it is difficult even to accurately assess the contribution made by these efforts towards UEE. This, of course, has highlighted the need for further expanding the scope of such alternative mechanisms and at the same time create an integrated planning and management mechanism for different modes of delivery at the field level.

14. Keeping these points in view, the IX Plan will encourage designing and implementing new models for reaching the unreached. This will particularly focus on the needs of relatively small habitations which have remained outside the reach of both formal and non-formal primary education programmes. Secondly, a serious attempt will be made to create integrated action plans at the village and community level for UEE through community based school mapping exercises and for strengthening of technical and academic support structures at the local level to work for the development of formal and non-formal sectors in an integrated manner.

IMPROVED INFRASTRUCTURE FOR PRIMARY SCHOOLS

15. Considerable attention has been paid in the recent past through OB and such other schemes to construct additional classrooms and school buildings. This has considerably improved the situation in many States, drastically bringing down the number of building-less schools. However, according to the Vth All India

Educational Survey, there were still 73,615 kacha primary schools, 86,066 partly pucca primary schools and 71,566 primary schools without a building. It is therefore essential that still greater efforts should be made to develop and improve building infrastructure for the schools. Adequate attention is also required to be given to the nature and design of facilities being created and their proper maintenance. Studies have indicated that in a large number of cases, the school building designs do not provide for the functional requirements of teachers and students. Tackling these issues in infrastructure creation and maintenance through innovative designs and strategies will underscore the efforts on this front during the IX Plan.

IMPROVING THE CONTENT AND PROCESS OF SCHOOLING

16. A major challenge in Elementary Education Sector is to improve the content and process of education by making it more relevant and child-centered. During 8th Five Year Plan, the Government of India initiated measures which include the MLL Programme, follow up action on Yashpal Committee Report and promotion of low cost teaching aids, etc. These measures will have to be continued and further strengthened. Following activities forming part of the strategy to improve the content and process of schooling will be pursued in this behalf :-

- (a) Adoption of MLLs by the State Governments and translation into the regional languages.
- (b) Conducting pre-tests to ascertain existing levels of achievement.
- (c) Orientation of teachers enabling them to adopt activity, oriented, child centred and competency based teaching learning process.
- (d) Review of existing textbooks and preparation of competency based textbooks and workbooks.
- (e) Preparation of handbooks for teachers.
- (f) Developing competency based teaching learning aids.
- (g) Preparation of competency based test items.
- (h) Implement a system of continuous and comprehensive evaluation.
- (i) Emphasis to be placed on identifying learning levels, learning difficulties leading to remedial teaching.

QUALITY IMPROVEMENT IN PRIMARY EDUCATION

17. Quality improvement will continue to be one of the major goals to be pursued during the Ninth Five Year Plan. This is to be done by continuing the efforts already initiated during the previous years through schemes such as OB and MLL. In addition, special attention is to be paid during the coming years to strengthen school functioning through more focused action programmes. The approach will consist of a twofold strategy. On the one hand, efforts will be made to improve internal management of schools by strengthening the role of headmasters and on the other, a strong local level support and monitoring mechanism will be created to improve academic functioning of the primary schools. Experience gained in the recent past through DPEP and other EFA projects will be used in formulating appropriate schemes to achieve these goals.

SHARPENING THE FOCUS ON GIRL CHILD

18. Participation of girls in primary education has improved significantly. Girls enrolment ratio at the primary level has increased from 5.4 in 1950-51 to 47.4 in 1995-96 (Annex-II). This is due, at least partly, to the special attention paid during the previous plans to this issue. Yet, gender disparities in UEE are conspicuous and the situation is far from being satisfactory in several States, particularly the educationally backward States. The problem of education of girl child in rural areas is much more acute. Therefore, efforts to promote education for girls will be further strengthened during the IX plan. Provision of facilities such as separate toilets for girls, separate primary and upper primary schools for girls, provision of women teachers, provision of child care facilities in schools, attendance scholarships, etc. will be given greater emphasis. Interventions such as alternative schooling, flexible school timings, residential schools, gender-sensitive curricula and textbooks will be pursued with greater vigour and objectivity. In addition, States will be encouraged to

- (i) promote formation of village level women's collectives and train local women activists to catalyse collective actions around educational issues;

- (ii) empower local bodies such as Villages Education Committees (VECs), Mother-Teacher Associations and Women's Groups such as Mahila Mandals, Matru Mandals, Mahila Samcohas, to enable them to take the responsibilities for promoting education in their area;
- (iii) build capacity of the existing women's organisations/institutions in rural areas to encourage them to focus on issues of education for girls
- (iv) encourage Women's representatives of PRIs to undertake activities relating to school mapping and micro-planning; and
- (v) mobilise informed and active women's participation at Village and School level to build and sustain an environment supporting to girls education.

19. The Xth Finance Commission has made recommendations to provide special grants to States for provision of basic amenities in primary and upper primary schools. These grants should be utilised by the State Governments with preferential treatment to rural areas and girls' schools.

PRIORITY ATTENTION TO SCHEDULED CASTES AND SCHEDULED TRIBES

20. To give special attention to the educational needs of SCs and STs is a national commitment that has been 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, the figures reveal that the objectives of equity are still elusive in parts of the country. Realising that SCs and STs population are not homogeneous target groups in all respects, endeavour of the IX Plan will be to refine the identification of target groups even among the SCs and STs and identify particular subgroups which are seriously handicapped and require greater attention. Accordingly, the ongoing programmes of support to children from these categories and also the new programmes will be focused.

PROMOTION OF EDUCATION FOR THE WORKING CHILDREN

21. 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. Getting 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. Even though the estimates of magnitude of child labour vary, the magnitude of the problem is quite large to be taken lightly. The Ministry of Labour, which is a nodal Ministry to formulate and implement the schemes relating to eradication of child labour, has initiated National Child Labour Projects to impart education to working children. They have proposed to expand this programme in the 9th Five Year Plan. The Department of Education will coordinate and cooperate with the Ministry of Labour by providing academic support in the form of designing of appropriate curriculum; development of MLLs based teaching learning material; training of instructors; imparting vocational skills; learners evaluation, etc. Besides, efforts will also be made to encourage NGOs who have already got a foothold in the community and are implementing development programmes in other social sectors to take up specific innovative programmes to promote education for working children.

EXTENSION AND EFFICIENT DELIVERY OF INCENTIVES

22. Incentives schemes of different kinds are already a well established feature of the elementary education system. These schemes are entirely in State sectors. The 5th All India Educational Survey indicated that about 2.48 lakh schools were providing free uniforms to 110 lakh children and about 202 lakh children were getting free textbooks in 3.13 lakh schools. At the upper primary level, as many as about 103 lakh children were getting free books, 43 lakh were getting free uniforms, 71 lakh were being provided mid-day meals. In 1995-96, a National Programme of Nutritional support to Primary Education, commonly known as Mid-day Meal Scheme, has been launched by Central Government. 5.54 crore children in Primary classes are now being provided nutritional supplement under the programme. Other incentives including attendance scholarships, free bus passes, etc. are also being

provided in different States. For instance in Haryana, girls in primary schools are provided Re.1 per day as school attendance scholarship.

23. The Programme of Action, 1992 prepared to give effect to the National Policy on Education, 1986, outlines the importance of incentives schemes stating that a comprehensive system of incentives and support services will be provided for girls and children of economically weaker sections of society. These incentives are envisaged as a part of the approach of the Government to motivate parents to send their wards to schools. The efficacy of the incentives cannot be underestimated, keeping in view the increase in universal enrolments and retention of children, particularly at primary level. However, it is difficult to establish any clear correlation between the present distribution of these incentives and the relative position of different States in regard to progress towards UEE. It is primarily because the planning and monitoring of the elementary education system has not been systematised to the desired extent at micro level and resultantly cause and effect of schemes and support services for the system are not accurately known.

24. During the 9th Plan, optimal selection and distribution of the right incentives to the deserving target group would need to be ensured. No doubt, it will be possible to do so through micro-planning and school mapping but it will be primarily within the purview of State Governments to achieve that. From a strategy point of view, the incentives schemes will need to be restructured and reformulated with a view to address special concerns in UEE. While the distinction between the monetary and non-monetary incentives may be retained, the monetary incentives should provide for opportunity costs of parents for sending their children, particularly the girls and working children, to schools. States may evolve an incentive scheme whereby cash incentives are provided in lieu of child wages. In order to overcome the bottleneck of distance of schools, particularly at upper primary level, it will be desirable to extend incentives such as free transportation to children attending elementary schools.

25. In so far as the incentives such as exemption from tuition fee, provision of textbooks and provision of minimum essential stationery are concerned, it is felt that these incentives should form part of the commitment to provide free elementary

education to children up to the age of 14 years. States may redefine free education to mean provision of at least these three components. Efficient delivery of existing and proposed incentives also needs to be ensured.

MEETING THE NUTRITIONAL AND HEALTH NEEDS OF SCHOOL CHILDREN

26. Many empirical studies have decisively shown the link between participation in primary education and the overall physical wellbeing of the children. With this perspective, the IX Plan will focus not only on scholastic aspects but also on meeting the basic needs for growth and development of the child. It is, of course, difficult to formulate and implement comprehensive programmes with such a perspective. But a beginning has already been made midway in the VIII Five Year Plan through the provision of nutritional support. This will have to be further strengthened during the coming years based on the feedback from the field. The IX Plan also will focus on providing facilities for the health upkeep of all children attending primary education programmes.

NATIONAL ELEMENTARY EDUCATION MISSION

27. In view of the rapid expansion of the elementary education system and the emerging challenges, serious thought has to be given to making more effective organizational arrangements at national and state levels for achieving the goal of UEE. It is necessary to evolve a new sense of partnership between central and state governments as envisaged in the NPE-1986. Within this background, the commitment made in the revised NPE-1992 for launching a National Mission for Elementary Education (NEEM) needs to be given a final shape in the IX Plan. The experience of NLMA and different National Commission set up in the social sector and the sensitivities of the state is to be taken into account while designing the operational features of NEEM. A major task before such a Mission would be to evolve strategies for reaching the unreached and achieving the goals of UEE within a given time frame.

SOCIAL MOBILISATION FOR ELEMENTARY EDUCATION

28. People's participation is recognised as a basic component for improving Elementary Education programmes in both quantitative and qualitative aspects. Total Literacy Campaigns (TLCs) organised under the aegis of National Literacy Mission have clearly demonstrated the value and need for mobilising all sections of the society for successful implementation of the programmes at the field level. As of now, TLCs have been extended to 394 districts out of which 163 districts have graduated to the post literacy and continuing education phase. It has been observed that there is a tremendous enhancement of demand for primary education and enrolment of children in many of the campaign districts. The spin off effects of these campaigns and the level of social mobilisation achieved are required to be integrated into the efforts towards UEE, by establishing lasting linkages with ongoing programmes. In order to maintain peoples' participation in the programmes of Elementary Education, efforts should be made to integrate the work of Zilla Saksharta Samities with efforts for promotion of Elementary Education at the district level.

DECENTRALISED PLANNING AND MANAGEMENT FOR ELEMENTARY EDUCATION

29. Decentralised planning and management of Elementary Education is a goal set by the National Policy on Education, 1986. The Policy visualises direct community involvement in the form of VECs for management of Elementary Education. Programme of Action, 1992, prepared to give effect to the Policy emphasises micro-planning as a process of designing a family-wise and child-wise plan of action by which every child regularly attends schools or NFE Centre, continues his or her education at the place suitable to him/her and completes at least 8 years of schooling or its equivalent at the NFE Centre. This has, however, not been an easy task with the deeply entrenched centralised mechanisms. It cannot be denied that during 8th Plan period, several innovative efforts have been made under the ongoing projects. For instance, the DPEP has shifted planning mechanism from State to the district level, Lok Jumbish has gone one step further by assigning decision making processes to a block level committee. These are, however, small beginnings towards

a bigger objective to decentralise. During 9th Plan we will have to find ways and means to institutionalise these initiatives, changing the basic character of the planning and management system so far. In this process, efforts will be made to clearly define the scope and operational process for micro-planning as following :

- (i) **Scope** : Micro-planning implies planning for a habitation or cluster of habitation mainly in rural areas or in identifiable urban conglomerations with reference to which we need to plan provision of school/NFE facilities.
- (ii) **Operational Process** : The operational process for micro-planning involves identification and examination of problems, needs and expectations of the people in a given village or habitation by the PRIs or VECs who may undertake exercises as following :-
 - (a) Annual household and family surveys for identification of out-of school children in the age group of 6-14 years.
 - (b) Maintenance and publication of lists of out-of-school children at regular intervals.
 - (c) Display of village school maps in public places and in schools for sharing information in regard to household communities, castes with out-of-school boys and girls, etc.

30. The 73rd and 74th Constitutional amendments provide for decentralisation of the activities as above to the PRIs. States are expected to evolve institutional arrangements both in rural and urban areas for undertaking these activities. However, in doing so, it needs to be ensured that these structures are not only legalistic but participative and that they generally provide voice to women, persons belonging to SCs and STs and educational functionaries.

EXPLOITING THE POTENTIAL AMONG NGOS

31. More effective involvement of NGOs in primary education is needed. The current level of involvement is generally limited to running NFE programmes in selected locations and implementing small scale innovative experiments in schooling. However, it is well recognized that the NGOs sector has tremendous potential to

contribute in moving towards the goal of universal primary education. While continuing with existing programmes of NGO involvement through the Central scheme of Innovative and Experimental Programmes, new initiatives will be taken to harness NGO sector more directly into the primary education development programmes. The strategies adopted in projects such as Lok Jumbish for making NGOs equal partners with Project personnel needs to be examined; so is the attempt being made in Madhya Pradesh to create technical support mechanisms outside the government sector for implementing primary education development programmes.

PARTNERSHIP OF PUBLIC AND PRIVATE SECTOR IN ELEMENTARY EDUCATION

32. It is widely known that education in India has evolved as a partnership between the Public and Private Sector. According to the available information, the share of Private Sector in Elementary Education has been limited to only 3.7%. There is thus a possibility of expanding this partnership. Some States have expressed reservations about the role of Private Sector in Elementary Education. They believe that private educational institutions generally cater to the affluent classes and charge high fees. Though this may be true to some extent, it cannot be denied that a large number of private institutions are providing quality education and sharing the responsibility along with the Centre and States to promoting UEE. While States should curb the tendency of commercialisation of education, they should also provide adequate space and opportunity to deserving private schools to spread Elementary Education in remote rural areas. Private Sector can contribute not only in monetary terms but also in terms of expertise for quality improvement through effective management of the system and development of locally relevant teaching learning materials.

GREATER ROLE FOR WOMEN IN MANAGEMENT OF ELEMENTARY SCHOOLS

33. It has been the policy for a long time to appoint as many women teachers as possible. It has also been stressed in National Policy on Education that educational system should contribute to the goal of women's equality. Keeping this

in view and the fact that women have better understanding of the problems of children, efforts would be made to increase the proportion of women at decision-making levels in the educational hierarchy. The task of orienting and training women representatives of Panchayat Raj institutions in planning and management of elementary education assumes great significance in this context. Necessary investments will be made to achieve this during the IXth Plan.

TESTING AND EVALUATION

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

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

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

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

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

39. There is a good deal of confusion regarding the terms examinations, measurement, testing, evaluation, assessment, etc. Here, 'testing' is being used to denote learner evaluation (to be conducted in respect of every student) and 'evaluation' is being used with reference to assessment or evaluation of student learning to be undertaken on a sample basis. NCERT would be expected to formulate the evaluation programme and operationalise it through the network of SECRTs and DIETs.

STREAMLINING THE FLOW OF FUNDS TO ELEMENTARY EDUCATION SECTOR

40. There has been significant increase in the central allocation of funds for programmes of elementary education development. This has got further enhanced with the financial inputs from international agencies. This has made it necessary to streamline the existing system for flow of funds to elementary education programmes from the centre. This is to be done in consultation with the finance and planning departments in the States. Possibilities of direct flow of funds from the centre to state level autonomous bodies and/or PR institutions at district, block and village levels may have to be explored. In this context, the experience of direct flow of central funds for rural development schemes such as DRDAs and gram panchayats may be examined.

III. PROGRAMMES AND PROPOSALS

I. EXISTING PROGRAMMES TO BE CONTINUED AND EXPANDED

Operation Blackboard

1. In pursuance of the NPE-1986, the scheme of Operation Blackboard was launched in 1987-88 with the aim of improving the human and physical resources available in the primary schools of the country. The scheme consisted of mainly three components : (a) provision of an additional teacher to single teacher primary schools; (b) providing at least two classrooms in each primary school; (c) providing teaching learning equipment to all primary schools brought under the scheme. During the VIII Plan, the scheme was extended to upper primary schools through provision of additional teachers and teaching learning equipment.

2. During the Annual Plans 1990-91 and 1991-92, and during the first four years of the VIII Plan, 1.41 lakh posts of teachers have been sanctioned under the programme. 9000 additional posts of teachers are expected to be sanctioned during 1996-97. Committed liability towards salaries of 1.50 lakh teachers amounting to Rs.2700 crores is proposed to be transferred to States during the IX Plan.

3. The focus of the scheme has been to equip each school with minimum resources required. While many schools have been equipped accordingly under the Scheme, the task is far from being complete. The Sixth All-India Educational Survey reveals that there are a large number of schools which remain under equipped in terms of teachers as well as physical and academic infrastructure. Keeping this in view, the programme is proposed to be continued and expanded during the IX Plan. It would retain existing components namely provision of third teacher in primary schools having enrolment more than 100 and provision of additional teacher and teaching learning equipments to Upper Primary Schools. It is proposed to provide additional teachers and teaching learning equipment for all the remaining two third Upper Primary Schools, and sanction third teacher posts to all eligible primary schools with enrolments exceeding 100. Accordingly, third teacher posts for 1.58 lakh primary schools with enrolment of more than 100 children and teaching learning equipment and additional teachers to 1.17 lakh upper primary schools under the existing scheme are proposed to be provided.

4. The estimated central outlay is Rs.3821.50 crores. Along with the Central outlay, states are expected to provide during the IX Plan, additional classrooms and a headmaster's room, and meet contingency expenditure of Rs.1000/- for each upper primary school included under the scheme. In addition to this, the States are also required to meet the recurring expenditure on salary of 1.50 lakh per annum teachers appointed during the VIII Plan, construction of additional school rooms, and replacement of teaching-learning equipment in primary schools. Overall, the share of the States is estimated to be Rs.15731.50 crores.

5. It is proposed to add two new components by expanding the scope of the OB scheme to meet the special needs of girls at the upper primary stage and to improve school level supervision and management of primary schools. The new component will include provision of financial assistance for

- (I) opening of 30,000 upper primary schools in blocks where female literacy rate is lower than the average female literacy rate of the State; and
- (II) provision of a headmaster in primary schools.

For opening upper primary schools in LFL Blocks, States would be eligible for grant-in-aid under the scheme for :

- (i) 50% of cost of construction of three class-rooms,
- (ii) salaries of two additional women teachers. This will ensure that there are at least 5 teachers in an upper primary school, out of which salaries of three teachers will be borne by the States; and
- (iii) teaching learning equipment at the rate of Rs.40,000 per upper primary school (Rs.50,000 for schools in tribal areas).

It is proposed that provision of a headmaster will be made in about 25% of total primary schools during the IX Plan.

6. In this context, it may be noted that the Revised National Policy on Education, 1992 recommended opening of more number of upper primary schools and suggested that ratio of primary to upper primary schools should be 2:1. In fact, this

was proposed under the VIII Plan also. However, not much progress has been made in this direction. As already indicated, efforts are to be made under the IX Plan to consolidate the existing facilities and open new institutions for upper primary schooling in a need based manner. In this context, it may be noted that absence of upper primary schools within easy access affects girls more adversely than boys. The increase in gender disparities in enrolment at upper primary level is at least partly due to this.

7. The likely central outlay on the two new components of Operation Blackboard is Rs.4149.00 crores whereas State share is Rs.2610.00 crores. In addition, Rs.15 crore is also proposed in Central Sector for concurrent evaluation, media publicity and advocacy of the programme.

8. The total outlay for the Operation Blackboard scheme during the IX Plan is Rs. 26327.00 crore, of which Rs.7985.50 crore will be in central sector and Rs.18341.50 in State sector.

National Programme of Nutritional Support to Primary Education (Mid-day Meal Scheme)

9. The National Programme of Nutritional Support to Primary Education (commonly known as Mid-Day Meal Scheme) was launched in August, 1995 as a new Centrally Sponsored Scheme during the VIII Five Year Plan. The objective of the Scheme is to provide nutritional supplement to all children attending primary schools. This is expected not only to help improve the nutritional status of children from poor families but also enhance the participation of children in primary schools. While initial field reports indicate an increase of about 10% in the enrolment of children, it is too early to make any evaluative judgement in this regard. The delivery mode of the scheme also has not been uniform across the country and requires to be streamlined taking into consideration the local conditions. Particular attention may be given to the concern expressed in many quarters regarding the involvement of teachers in distribution of foodgrains and serving of hot cooked meals as this tends to affect the teaching work in schools adversely. States should engage cooks at the school level, the cost of which is re-imbursible under the JRY and NRY and also involve the local community in the task of procurement of supplies, cooking and serving of food.

10. Two major issues in implementation of the programme have been raised by State Governments. These are :

- (i) Reimbursement of proportionate cost of conversion of food grains into hot cooked meals.
- (ii) Reimbursement of actual cost of transportation of foodgrains.

11. The Common Minimum Programme of the United Front Government provides for extension of the programme to upper primary classes. Besides, the demand have also been made to extend the scheme to cover children enrolled in NFE Centres as they normally attend classes after a full day's work and are in need of a nutritional supplement.

12. This national programme is presently being implemented by the Ministry of Human Resource Development by arranging supply of food grains through the FCI. In a large number of States, the Department of Education has been given the responsibility to implement and monitor the programme, whereas in some States, the department of rural development and welfare are entrusted with the responsibility. No new structures both at National and State Levels, have been established. While in IXth Plan also no new structures are proposed, it is felt that steps would have to be taken to strengthen and expand existing structures for effective implementation of the programme. Also it is proposed that administration of the programme should be decentralised to District Rural Development Agencies (DRDAs) on the pattern of the Integrated Rural Development Programme, in consultation with the Ministry of Rural Areas and Employment.

13. During the IXth Five Year Plan, the programme will be expanded to cover primary school children in Government, Government-aided and local body schools and NFE centres, in all 5044 blocks and urban areas of the country, the estimated number being 12 crore. For this, an outlay of Rs.12615 crore is proposed in Central Sector which includes Rs.15 crore for evaluation, media publicity and advocacy of the programme. The share of States on conversion of foodgrains to hot cooked meals is estimated to be Rs.18,000 crore, giving a total plan outlay as Rs.30615 crore.

14. In case there is an increase in cost of foodgrains and transportation charges and if the Central Government decides to meet a proportion of expenditure on conversion of foodgrains into hot cooked meals, an upward revision in these provision would be necessary. Further, a decision to provide mid-day meals to children enrolled in upper primary classes (VI-VIII) as envisaged under the Common Minimum Programme of United Front Government, would require an additional allocation of Rs.840 crore per annum.

15. In accordance with the decision of the Union Cabinet, the financial allocation under the programme in the year 1995-96 was provided as an additionality to the plan allocation for elementary education for that year. In 1996-97, the allocation under the programme has been included in the Department's plan budget and is nearly 70% of the total plan allocation for elementary education. This is likely to increase substantially in coming years, when the programme becomes fully operational, leaving limited resources for other programmes aimed at quantitative expansion and qualitative improvement of elementary education in the country. In order to avoid such a situation, it is proposed that the outlay under the programme in the IX Plan should be kept outside the plan allocations for elementary education and be provided as an additionality to ensure compliance of Cabinet's decision in this regard.

Scheme to assist Voluntary Agencies in the establishment of Residential Primary Schools

16. Union Finance Minister had, in his Budget Speech 1996-97, announced a new scheme to assist in the establishment of Residential Primary School. The basic tenets of the scheme as outlined in the speech are as follows :

- (i) the scheme envisages provision of financial assistance for residential primary schools in rural areas for the poor, irrespective of caste or creed;
- (ii) the scheme is intended to be implemented through NGOs; and
- (iii) an initial sum of Rs.5.00 crore has been set apart in the Union Budget for 1996-97.

Education Secretary to formulate guidelines to operationalise the scheme. The committee has since submitted its report. It has recommended that the scheme may be implemented on a pilot basis in 1996-97 and a detailed feasibility study should be done by NCERT for its implementation on long term basis beyond 1996-97. Minister for Human Resource Development has desired that a detailed scheme, giving both recurring and non-recurring costs involved in running the residential primary schools, should be worked out for making appropriate necessary provisions for the scheme in IXth Five Year Plan. This Department has requested NCERT to formulate the detailed scheme accordingly. In this context tentative provisions of costs, both recurring and non-recurring, of the residential primary schools are being made in the IXth Five Year Plan. These provisions are made on the assumption that 100 residential primary schools will be opened every year and all districts could be covered during the Plan. The estimated outlay is Rs.450.00 crore in Central Sector.

EXISTING EXTERNALLY AIDED PROJECTS/PROGRAMMES TO BE CONTINUED

District Primary Education Programme (DPEP)

18. Initiated in 1994, as one of the major programmes to achieve UEE, the DPEP has received encouraging response. There is demand to expand the programme to cover more educationally backward districts. The Programme is being implemented in 42 districts covered in its Phase-I and has been initiated in 17 additional districts. The planning process has commenced in another 61 districts where implementation would begin by the end of 8th Plan. Thus it can be said that the Programme structures are in place, the process is being accelerated and the environment is appropriate for further expansion of the Programme. Building on the experience of Phase-I and Phase-II of the Programme so far, the Programme will be further expanded .

19. The total fund requirement for 9th Plan under DPEP is estimated at Rs.9586.6 crore, out of which Rs.1437.9 crore will be the States' share and Rs.8148.7 crore as Central share. Rs.3724 crore will be raised through external sources, of which Rs.535 crore are likely to be provided by IDA for 27 districts of Bihar as Bihar

Education Project (BEP), is proposed to be merged in DPEP-III from 1998-99. The balance of Rs.4,424.70 crore would have to be provided for in the central sector.

Mahila Samakhya

20. Initiated in 1989 as a pilot project with Dutch Assistance, Mahila Samakhya Programme is currently being implemented in 2075 villages in 17 districts of Uttar Pradesh, Gujarat, Karnataka and Andhra Pradesh. The Programme has set in motion process of empowering rural women and laid a foundation for women's empowerment at grassroot level. It has brought women's issues to the public domain through institutional mechanisms of Sanghas, Sakhis and Sahyoginies.

21. During the 9th Plan, the Programme will be expanded and its institutional mechanisms will be further strengthened. The estimated outlay during the 9th Plan is Rs.44 crore in Central sector.

Lok Jumbish Project

22. Initiated in 1992-93, the Lok Jumbish Project is one of the few innovative experiments in UEE. Over the last 4 years, it has been able to set up innovative management structures incorporating the principles of decentralisation and delegation of authority as well as building partnership with local communities and the voluntary sector. It has developed an innovative community centred building development programme, promoted activities sharply focused on girls and socially disadvantaged groups and worked for improvement in the quality of learning and innovative NFE programmes. The project is proposed to be continued in the 9th Five Year Plan with the existing funding pattern. The estimated outlay for the 9th Plan first four years of Phase-III is Rs.501.33 crore, out of which Rs.416.33 crore will be in Central sector (including share of SIDA) and Rs.85 crore will be in State sector.

Bihar Education Project (BEP)

23. Initiated in 1991, the second phase of BEP (1996-98) will be completed by the end of the year 1997-98. The estimated expenditure amounting to Rs.62 crore for this phase was to be shared between UNICEF, Government of India and Government of Bihar as per the existing funding formula of 3:2:1. The expenditure till March, 1996 has been Rs.36 crore.

24. State of Bihar is proposed to be covered under DPEP phase-III and it is likely to begin from the 2nd year of 9th Five Year Plan. Keeping this in view, it is proposed that BEP should be continued till the end of 1997-98 and be merged in DPEP-III thereafter. Accordingly, the financial outlay under the Project during the first year of 9th Plan i.e. 1997-98 is being only provided. It is estimated that Central share for 1997-98 i.e. first year of IX Plan will be Rs.10.77 crore. However, after taking into account the unutilised amount released earlier, a provision of Rs.1.00 crore will be required in Central sector, whereas State share will be Rs.5.39 crore.

Shiksha Karmi Project

25. Shiksha Karmi Project (SKP) is being implemented in Rajasthan since 1987. The project aims at universalisation and qualitative improvement of primary education in remote and socio-economically backward villages in Rajasthan. The Project has proved to be quite effective through various evaluative exercises carried out by internal as well as external agencies. Some other States have also shown interest in adopting the model to supplement the efforts towards UEE. Implementation of the Project in Rajasthan is done through Rajasthan Shiksha Karmi Board with active involvement of voluntary agencies. The Project is financed on a cost sharing basis by SIDA and Government of Rajasthan. In the current phase of the Project (1994-97), 50:50 is the cost sharing formula adopted by the two agencies. The share of the SIDA is advanced by the central government to be reimbursed by the SIDA grants.

26. Considering the positive gains made and the nature of the target group being addressed, it is proposed that the Project be expanded to 4,000 more villages SIDA assistance with during IX Plan. The total projections for the IX Plan for SKP is estimated to be around Rs.229.58 crores of which Government of Rajasthan share (at the rate of 50:50) comes to Rs.114.79 crore and the remaining is expected to be provided by SIDA. In the eventuality that anticipated funds from SIDA do not materialise, the possibility of enhanced State and Central funding could be explored.

II . NEW PROGRAMMES FOR IX FIVE YEAR PLAN

Primary School Quality Improvement Programme (PS-QIP)

27. As already pointed out under approaches and strategies, in spite of several large scale initiatives, quality of functioning of primary schools has remained far from satisfactory. Studies have highlighted the need for more direct action to be initiated at the school level in a need based manner. Keeping this in view, it is proposed to launch a Primary School Quality Improvement Programme (PS-QIP) during the IX Plan. The main objective of the Programme will be to strengthen internal management of the primary schools and to improve the quality of teaching-learning processes in primary schools. The programme will look at quality improvement in a holistic manner, combining management and teaching-learning processes in an integrated manner. The focus will be on streamlining the regular management practices within the school giving a direction to school development processes through 'institutional planning and monitoring mechanisms.' This is to be coupled with adequate locally based support services in pedagogic as well as planning and management dimensions. Under the programme, two component are being proposed. These are :

- (i) Strengthening the role of the headmaster in primary schools; and
- (ii) Establishment of resources support mechanisms at cluster and block levels.

28. The need to strengthen the role of the headmaster was emphasized by the National Policy on Education - 1986. However, no significant steps have been initiated in this direction. In fact, a large number of primary schools do not have a regular headmaster at all. This is particularly true of schools which are located in relatively isolated rural areas, and in educationally backward States. These schools which need good leadership are functioning without even a headmaster. It is proposed that during the IX Plan, State Governments will be supported to create the post of a headmaster in primary schools in a phased manner. In many cases, this may essentially involve converting one of the existing posts of teachers into that of a headmaster. The additional finances required by the States due to the creation/conversion of the post will be provided through the IX Plan. The programme

will also support training and orientation of primary school headmasters in planning and management aspects. Distance education mechanisms will be designed with the help of NOS and IGNOU as well as similar institutions functioning in various States in order to reach all the headmasters working in primary schools. A provision for support to States for the post of a Headmaster in every primary school has been included as an additional component in the Operation Blackboard scheme.

29. Establishment of resource support mechanisms for improving school functioning is not an altogether new proposal. The VIII Plan had envisaged setting up of Block Resource Centres and Teachers Centres for a cluster of 10-15 schools as forums for professional development of teachers. Subsequently, under the DPEP, such support mechanisms are being created both at block and cluster levels. This was again a recommendation made in the NPE-1986. It is proposed that such resource centres will be created in all the districts on financial patterns similar to the ones established under DPEP. They have to be viewed as resource centres for School Improvement not just as teacher training centres. The focus has to go beyond the traditional concept of individual teacher training and focus on improving academic management at the school level. School development planning and management may be made the central focus of activities of the Resource Centres. Academic support/training to teachers on the job will be integrated in the resource centre's efforts for total school development. The proposal may focus on initiating a School Improvement Programme which will also encompass/complement other quality improvement efforts such as introducing MLLs. Funds for this purpose would be provided from the schemes for creation of Block and Cluster Resource Centres for teacher education in IX Plan.

Central Support for Development and Improvement of Instructional Material

30. In the context of universalising elementary education, recent studies have repeatedly underscored the importance of providing good quality instructional material on time to all children and teachers. Institutional capacities for textbook publishing are not adequately developed in many States and quality of the textbooks produced continue to be a matter of concern. Particularly, with the rising costs of paper, the price of textbooks may prove to be a potential bottleneck in ensuring

universal availability. Secondly, neither the teachers nor the students have access to supplementary teaching-learning material in most of the States. Keeping these points in view, it is proposed that during the IX Plan, assistance be provided for activities contributing to development of good quality teaching-learning material at the elementary school level, both in the form of alternate textbooks and supplementary teaching-learning material. The focus of the scheme will be to promote and utilise the experience and capacities in the non-governmental sector and upgrade professional competence and capacities of State Textbook Boards for developing good quality textbooks and teaching-learning material. The scheme will also support development of children's reading material targeted to rural primary school children in regional languages; support for establishment of State Textbook Boards in States/UTs where such boards/corporations have not yet been set up; and assist NGOs in development of alternate textbooks and teaching learning material. The proposed outlay is Rs.125 crore during the IX Plan.

3. School Health Programme

31. Studies have revealed that 48.4% of school age children (in 6-11 age group) suffer from chronic malnutrition, 69.4% from iron deficiency, 55% from iodine deficiency and 48% from parasital infections. Recognising the fact that nutritional status and the general well being of the children have a direct bearing on their learning capacity, it is proposed to start a School Health Programme covering primary schools, preferably in LFL blocks, educationally backward blocks, tribal blocks and blocks where number of children belonging to SCs/STs are in preponderance. School Health Programme will be a direct intervention to facilitate improved health status among children in primary schools and NFE centres. This programme will be launched in close collaboration with Ministry of Health and Family Welfare to strengthen efforts to develop comprehensive health coverage of all children with specific reference to children in primary schools and NFE Centres.

32. In this context, a concrete strategy for a school health programme on a sustained basis will be chalked out in consultation with the Department of Family Welfare, professional associations of medical practitioners and experienced NGOs. Modules of school health and nutrition of children will be included in the training

component of SCERTs and DIETs. Proper linkages will be established with National Programme of Nutritional Support to Primary Education (Mid-Day Meals). Attempts will be made to review and strengthen the existing school health services functioning in some of the States. While the actual components of the scheme will have to be worked out at a later stage, the scheme will consist the following major components:

- (a) arrangement for periodic health check up of all children in targetted primary schools and non-formal education centres;
- (b) provision of medical kits and users manual to targetted primary schools;
- (c) orientation in first aid and use of the medical kit to at least one teacher each in targeted primary schools; and
- (d) supply of micro-nutrients to children, particularly those in rural areas and girls.

While periodic health check-up and supply of micro-nutrients will be arranged by the State Governments, central assistance will be provided for (b) and (c) components. The likely outlay in the Central sector is Rs.45 crore. Efforts will be made to explore possibility of funding the scheme through UNICEF, WHO and other donors.

Scheme of Community-Based School Mapping and Micro-Planning

33. The NPE-1986 suggested for adoption of "a family-wise and child-wise design of action" by which every child regularly attends school or NFE centre, continues his/her education at a place suitable to him/her and completes at least five years of schooling or its equivalent at the non-formal centre. In order to implement such an action programme, it is proposed to launch a scheme of school mapping and micro-planning in all States during the IX Plan. The focus of the scheme will be mapping the current state of participation of children and planning at the village level for ensuring universal enrolment and participation. The proposed scheme would ensure direct involvement of the community in assessing the primary education needs of the community and planning strategies for achieving universal

primary education through formal as well as non-formal means. The scheme will promote the overall goal of ensuring community participation and decentralising the decision making process.

34. The primary responsibility for conducting such school mapping and micro-planning exercises will be given to the concerned PRIs and Village Education Committees. Local NGOs, will be closely associated with such exercises. These exercises will include :-

- (i) Annual Household and Family Surveys for identification of out-of school children in the age group (6-14 years).
- (ii) Maintenance and Publication of lists of out-of school children at regular intervals.
- (iii) Display of village school maps in public places and in-school for sharing information in regard to households, communities and castes with out-of school boys and girls.
- (iv) Preparation of Village Education Plan suggesting ways and means to provide elementary education to all eligible children and improve functioning of local school.

35. It may be noted that exercises as noted above have already been launched with considerable success under Lok Jumbish and Shiksha Karmi Project in Rajasthan and similar efforts are afoot in some other states under DPEP .

36. For implementing the proposed Scheme on a wider scale, it is proposed that provision for a tied grant of Rs.1000 per year per primary school and training of women members of Village Panchayats and VECs to carry out the proposed activities should be made during the IX Plan. The estimated outlay is Rs.350 crore in Central sector.

Scheme for Improvement of Learning Achievement in Elementary Schools (MLL)

37. The National Policy on Education-1986 brought to the forefront the need for focusing not only on quantitative aspects but also on quality in terms of achievement

levels. Following this, a team set up by the Government of India specified the basic competencies to be achieved by all children at the primary stage in the form of Minimum Levels of Learning in selected subjects. Subsequently this was disseminated among SCERTs and other State bodies. Also, 18 exploratory projects were launched in different parts of the country with GOI assistance. Many States have used the idea of MLL to launch a number of activities for improving learning levels of primary school children.

38. It is proposed that during the IX Plan the efforts made will be consolidated and further support will be extended to various activities contributing to enhanced levels of learner achievement. Under this Scheme, financial assistance will be provided to the State Governments for a wide range of activities such as preparation of competency based text books, training of teachers, preparation of teaching learning materials, orientation of education personnel, conducting bench mark surveys, etc. The scheme will also support conduct of further exploratory projects in States and districts which did not participate in such projects during the VIII Plan and are not involved in DPEP activities (which have adopted promotion of achievement of MLLs as an important component) and assist in promoting adoption of minimum levels of learning at upper primary levels. For IX Plan, the outlay is estimated to be Rs.320.00 crore in central sector.

Programme for Strengthening of Management of Elementary Education

39. With the expansion of elementary education, there is need to restructure the existing management system in order to make it more decentralised efficient and responsive. This was one of the main points highlighted in the NPE also. Strengthening management capacities for elementary education is seen to consist of three components. One is the need to build management capacities within the State through appropriate training and research activities. Secondly, it is also necessary to strengthen the management system at district level downwards by decentralising the existing management structure. Thirdly, in order to make the management system more efficient and responsive to the changed demands of a decentralised set up, it is necessary to reorganize the administrative arrangements at the State level both in terms of structures and processes. Keeping these

considerations in view, three programme components are being proposed under the IX Plan.

(i) *Establishment of State level Institutions to strengthen Educational Planning and Management Capacities.*

40. This scheme has come up for discussion several times since 1986. Various models for establishing such institutions have been examined. There has been full consensus on the need to establish such institutions. The task of such institutions will be to provide technical assistance to the State Government in achieving the goal of universalisation on the one hand and to assist in planning and management of the whole sector of school education. The institutions are visualised as apex bodies which will enjoy academic autonomy and generate new ideas and policy orientation to education through research and training of high quality in the area of educational planning and management. One of the main objectives of these institutions would be the professional upgradation of educational supervisors, managers and administrators working at State, district, block and school levels and through institutional training and distance education.

41. It is proposed that State Governments would create such institutions during the IX Plan with guidance and assistance of NIEPA. The institutions will be created as joint ventures of the Centre and State government on a 1:1 cost sharing basis. Actual requirement will have to be worked out after ensuring if such institutions are already being created in some of the states using funds available under DPEP. The likely outlay during IXth Plan is Rs. 100 crore in Central Sector with an equal amount in State Sector.

(ii) *Creation of a Decentralised Management Structure for Elementary Education*

42. This again is based on a recommendation of the NPE. The focus of the proposed scheme under the IX plan will be on the establishment of decentralised management structures at District level and downwards. This has to eventually link with the Panchayat Raj initiatives in the area of educational management as already indicated. They would also have management linkages with school clusters. The

experience of Lok Jumbish in empowering Block Level Committees to decide on opening of schools and NFE Centres, upgradation of Primary School to Upper Primary School and other related matters may be gainfully utilised. This involves strengthening the management structure at the block and district levels in a significant manner. National Literacy Mission has successfully positioned Zilla Saksharta Samitis in districts and succeeded in mobilising people's participation in Total Literacy Campaigns. TLCs have created greater demand and awareness for elementary education in communities. It will be appropriate now to expand the functions of ZSS particularly in districts where TLCs and PLCs have been completed successfully, to entrust them with the functions to promote and expand elementary education. It is important to strengthen management at the primary school level by supporting the creation of the post of a head master in each primary school as indicated earlier.

(iii) *Redesigning Primary Education Management Structure and Processes at the State Level*

43. In consonance with the proposed changes in the management system at the district level downwards, it is essential that the management set up for elementary education at the state level are redesigned in terms of the structure as well as processes. At present, Education Departments at the state level are not able to devote adequate attention to key issues in educational planning, management and evaluation due to their pre-occupation with personnel and establishment matters related to the massive cadre of teachers, litigation, opening of schools and so on. There is an urgent need to enhance the capacity and effectiveness of the existing state level management structures. The need is not to simply increase the human resources available, but to change the whole management style adopted in order to make the system more responsive to the changing requirements of the system. During the IX Plan, it is proposed to encourage State Governments :

- (i) to take up studies for reform of management of education through professional institutions and expert consultations with management specialists.

- (ii) to establish separate Directorates of Elementary Education .
- (iii) to create separate cells at State and Directorate level for special attention to issues and problems in the education of girls and disadvantaged sections of society.
- (iv) to modernise and strengthen the offices of District Education Officers responsible for supervision and management of Elementary Education .
- (v) to establish proper mechanisms for making purchases of books, equipment, etc. in a timely and efficient manner.

44. In addition, Central assistance under the scheme will also be provided for the following :-

- (i) Funding of study visits and training of educational supervisors, managers and senior administrators in other countries.
- (ii) Assistance for fellowships and professional internship for the field of Elementary Education in reputed institutions in India and abroad,.
- (iii) Reward and recognition at national level for outstanding performance and sustained effort for achievement of UEE (National Award for Promotion of UEE).

45. The likely outlay on the above noted components is Rs.78.25 crore in Central Sector and Rs.1.00 crore in State Sector.

46. The total outlay under the proposed scheme is Rs.178.25 crore in Central Sector and Rs.101.00 crore in State Sector.

National Elementary Education Mission (NEEM)

47. The National Policy on Education, 1992 lays down the goal of ensuring free and compulsory education of satisfactory quality to all children upto the age of 14 years before we enter the twenty-first century. It also postulated that a National Mission will be launched for achievement of this goal. Elaborating this idea the Programme of Action, 1992 observed that the proposed Mission will have the central

objective of mobilising all the resources, human, financial and institutional, necessary for achieving goals of UEE.

48. The modalities of operationalising the Mission were discussed with State Governments during the Regional Conferences of State Education Secretaries in 1993 and 1994. The scope of the Mission, its sequencing, its relationship with National Literacy Mission Authority and established structure in the field of primary education were examined at considerable detail, particularly, in the context of the District Primary Education Programme.

49. Subsequently, NEEM was established in August, 1995. It has a General Council headed by the Union Minister for HRD, which provides guidelines for the planning and implementation of all measures needed to universalise elementary education and reviews the progress of these measures. The General Council is assisted by the DPEP Project Board which is headed by the Union Education Secretary and accords sanctions and approvals as an empowered body. Currently, the role and responsibility of this body are confined to DPEP and is therefore quite limited in scope.

50. It is therefore important that the NEEM as envisaged in the National Policy on Education is set up taking on a much wider role encompassing the entire gamut of issues connected with UEE. It should, in the light of experience gained in the implementation of various centrally sponsored schemes and internationally aided Projects, be structured in a manner that it is able to address the key issues of quantity, quality and equity in achieving the goal of UEE. The experience of NLMA and different national commissions set up by Ministries in the social sector and sensitivities of the States should be taken into account while designing a new National structure of work and process is required to be initiated to make the Mission operational during IX Plan. In keeping with this, the Ministry of Human Resource Development (Department of Education) has constituted a Committee, under the chairmanship of Union Education Secretary for reconstitution of the existing NEEM. The committee is expected to submit its report shortly.

51. In order to operationalise the mission structure at National level, a sum of Rs.25 crore is proposed. In addition, the Mission will be expected to launch a national media and advocacy programme for UEE and provide assistance to State Governments for Area Specific Innovative Projects/Programmes aimed at promotion of equity and equality in achieving the goal of UEE. For this a sum of Rs.200 crore is proposed in Central Sector. The total IXth Plan Outlay under the scheme will be Rs.225 crore in Central Sector.

Scheme of Computerisation and Management Information Systems (CMIS)

52. The need to collect and collate authentic data periodically on infra-structural facilities, enrolment and attendance of children, and its continuous updating and analysis cannot be over emphasised. However, availability of reliable data is becoming increasingly difficult, wide variation is noticed between data compiled in the Ministry based on information from various States and the data compiled through surveys by institutions like NCERT and NIEPA. In order to streamline this process, it is proposed to introduce a new scheme of computerisation and MIS to supply requisite hardware and software to the Districts and Blocks along with training of the functionaries at various levels. While the scheme will help generate reliable information at State and central levels for planning purposes, the focus of the scheme will not be limited to improving the reliability and validity of the data compiled at state and national levels. Provision of computer hardware and software to district level institutions should ensure data processing and usage at district and local levels. As long as the data are not used by them, it is doubtful that the quality of the data supplied will improve. Therefore, such data usage at local levels for not only planning but also for management and monitoring purposes will be promoted. The scheme will also be linked with decentralisation of management as well as school mapping exercises proposed under relevant schemes under the IX Plan. An amount of Rs.73.00 crore is earmarked for this in Central Sector.

Scheme for Construction, Development and Maintenance of School Buildings

53. The All India Educational Survey by the NCERT as well as several other studies have repeatedly highlighted the dilapidated condition of the buildings in which a large number of elementary schools function. Obvious reason seems to

be the lack of attention paid to maintenance. This requires immediate attention at the present juncture as large amounts are being invested in building construction under OB as well as various education for all projects including DPEP. Part of the problem seems to lie in the exclusive dependence on the public works department for this purpose. Needless to say that the worst sufferers are small schools located in remote rural areas and serving the poorer sections of the society. It is necessary that during the IX Plan a more reliable arrangement is worked out so that the large investment going into building construction does not become a liability in course of time. A second observation that has emerged from experience as well as several research studies is the inappropriate nature of the design of the classrooms as they do not take into consideration the pedagogic and quality concerns of teaching-learning processes, nor do they correspond to the local ethos and the needs of the growing child. There is a need for continuous professional exploration to search for innovative and teacher friendly designs for classrooms which help improve the quality of teaching-learning processes.

54. Keeping the above observations in view, it is proposed to initiate a scheme for development and maintenance of primary school buildings during the IX Plan. Under the Scheme it is proposed to support a National Cell exclusively devoted to designing and development of primary school buildings, particularly in remote rural areas. The Cell may be established independently or as part of a national level institution such as the CBRI. The experience of various state level primary education projects as well as DPEP will be very useful in this regard, In order to strengthen the maintenance mechanism, it is proposed to support states to establish an engineering cell within the Elementary Education Department. The proposed outlay is Rs.16 crore in Central and Rs.1 crore in State Sector.

National Evaluation Programme (NEP)

55. In order to strengthen process of testing and evaluation, it is proposed to institute a National Evaluation Programme (NEP). The objectives of the programme which is intended to be implemented through NCERT are as follows :-

- (i) to undertake assessment of student learning on a national sample basis:
- (ii) to assess areas where levels of learning are low so that corrective measures may be taken:
- (iii) to help develop good quality of standardised test for the school and NFE Centres; and
- (iv) to serve as the means to assess the impact of policies and programmes.

56. NEP will have to begin on a small scale in selected districts, but it will soon extend to the whole country. The estimated outlay under the programme is Rs.10 crore in Central Sector.

National Programme of Media Publicity and Advocacy of UEE

57. Though Universal Elementary Education (UEE) is high on the national agenda, the past experiences reveal that there is a need for improving efficiency and effectiveness through a collaborative effort of the Centre and the States. Removal of systematic deficiencies and forging ahead would necessitate an informed public opinion, creation of an ambience and facilitative environment just as the campaign for the total literacy had done. It is felt that effective and sustained advocacy to achieve the goals, massive community mobilisation and consensus building is a must. The Committee of State Education Ministers, constituted to consider the implications of the proposal to make the right to free and compulsory education a Fundamental Right, has in its deliberations so far, also strongly advocated the efforts to build up public opinion for UEE.

58. Therefore, it is proposed that a national programme of media publicity and advocacy should be launched under the aegis of NEEM during the IX Plan. The programme will focus on three target groups, namely :

- (i) teachers and all those involved in education of children;
- (ii) students and parents of students, particularly non-literate parents; and

(iii) community opinion leaders.

59. Within these target groups, greater emphasis will be given on education of female children, working children, disabled children and children belonging to SC/ST categories.

60. Given the magnitude and complexity of the problems in UEE, it is imperative to use a 'media' mix under the programme that has maximum involvement with the diverse audience groups. Television and radio are two major mediums both in rural and urban areas. Print media offers greater publicity and advocacy value, particularly on special occasion such as National Literacy Day, National Teachers Day, Children's Day, etc. In addition, direct communication, both written and oral, with the targeted groups through letters, pamphlets, posters, seminars, orientation camps and folk dance and drama will also form part of the programme. It is estimated that a sum of Rs.75 crore will be required in Central Sector to launch this programme.

IMPLICATIONS OF THE PROPOSAL TO MAKE THE RIGHT TO FREE AND COMPULSORY ELEMENTARY EDUCATION A FUNDAMENTAL RIGHT

61. In its endeavour to build a just and humane society, 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. Realising that the proposal resulting involves enormous implications, the Department of Education, Ministry of Human Resource Development has constituted a Committee of State Education Ministers under the Chairmanship of Shri Muhi Ram Saikia, Union Minister of State for HRD (Education) to consider the financial, administrative, legal and academic implications of the proposal. The Committee has held three meetings on 16 September, 24 October, and 30 November, 1996 in New Delhi. The next meeting of the Committee is scheduled to be held in Cochin on 10 January, 1997 wherein it is expected to finalise its report.

62. During the deliberations so far, the Committee has recognised that in order to give meaning and effect to the proposed Fundamental Right, a detailed and accurate estimation of academic, administrative and financial requirements to fulfil

this obligation would have to be made. This would inter-alia involve estimates for the following :-

- (i) establishment of new primary schools within one Km. of each rural habitation;
- (ii) provision of upper primary schools within 3 Kms. of each rural habitation;
- (iii) additional teachers for new primary and upper primary schools in accordance with the approved teacher pupil ratio;
- (iv) additional teachers for making up existing shortfall of teachers in primary and upper primary schools;
- (v) construction of new class rooms to provide for additional enrolments;
- (vii) strengthening of administrative machinery for supervision, inspection, monitoring and evaluation; and
- (viii) enforcement machinery for giving effect to provisions for compulsory education.

63. In addition, financial estimates for providing school facilities for all out-of-school children in the age group of 6-14 years (estimated number being 3 crore) for the complete duration of 8 years would also be necessary.

64. The Committee has sought information in regard to financial and physical requirements to operationalise the proposal from States/UTs. 19 States/UTs have submitted information so far. It is estimated that an additional amount of Rs.40,000 crore will be required to implement the proposal in the 9th Five Year Plan. The estimates proposed by the State Governments required careful examination in the Ministry in consultation with experts. Components which can covered in the Ninth Five Year Plans of the States/UTs and Centrally Sponsored Schemes would need to be identified separately.

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NON-FORMAL EDUCATION

NON-FORMAL EDUCATION IN THE 9TH FIVE YEAR PLAN

EXISTING SCENARIO OF NFE

A large number of children in the age group 6-14 continue to remain outside the formal system due to socio-economic constraints. These include working children who assist in domestic chores, like fetching fuel, fodder, water, attend to siblings, graze cattle, etc., children from scattered habitations with population below the permissible school norms drop outs and over-age children. Any strategy for UEE must, therefore, take into account alternative strategies to reach this important but marginalised group of children. The National Policy on Education (NPE), 1986 and the Programme of Action, 1992, call for a large systematic programme of Non-formal Education (NFE) as an integral component of the strategy to achieve universalisation of elementary education.

2. The term Non-Formal Education (NFE) has been used in a specific context in India to denote education of out-of-school children. Although planned and concerted efforts in Non-Formal Education is barely two and half decades old in India, it has travelled a long way from the early beginnings in 1970s to a full-fledged scheme of the Government of India reaching out to nearly seven million children in the age group 6-14.

3. NFE was experimented by the NCERT in early seventies and was later initiated as a centrally sponsored scheme in 1978. It was originally available in nine educationally backward states, viz. Andhra Pradesh, Assam, Bihar, Jammu and Kashmir, M.P., Orissa, Rajasthan, U.P., and West Bengal. Later it was extended to Arunachal Pradesh and the educationally backward pockets of the remaining States.

4. The NFE programme seeks to provide out-of-school children with opportunities for primary education which are decentralised, flexible and permit them to study at a convenient place, pace and time. The programme is operationalised by setting up NFE centres in rural areas and urban slum

with average enrolment of 20 learners under the charge of a local instructor with modest academic qualifications who is paid an honorarium of Rs. 200/- p.m. The village community is expected to provide for space and make other arrangement for running these centres. NFE centres are expected to run for 1 1/2 to 2 hours for 6 days a week. As a majority of the centres are being run at night, lighting arrangements are generally made by kerosene lanterns.

5. The NFE course is condensed into 4 semesters of 6 months each for which specially developed teaching-learning materials and stationery is provided to children free of cost. There is a provision for testing and certification of children of NFE centres to facilitate their entry into formal schools. Instructors are provided with training by District Resource Units (DRU) in District Institute of Education and Training (DIETs). For supervision, monitoring and evaluation of the NFE programme a supervisory structure has been put in place which includes a part time supervisor for every 10 NFE centre; a Project Officer for 100 NFE centres, district and state level functionaries.

6. States are being given 60% of central assistance for co-educational centres and 90% for girls centres. Voluntary Agencies are given 100% assistance. The scheme covers around 70 lakh children (majority of whom are girls) in 21 States/UTs in about 2.79 lakhs centres. While 1.18 lakh centres are exclusively for girls, 38,000 centres are run by over 500 voluntary agencies. There has been a steady increase in the number of girls centres and also in the participation of NGOs in NFE in last few years.

7. While the NFE programme saw a major expansion during the Seventh Plan, it has been extended and consolidated during the 8th Plan. At present, there are 2.79 lakh NFE centres covering about 70 lakh children in 21 States/UTs. Of these, 2,40,787 are being run by State Governments and 37,808 by 544 Voluntary Agencies. Five States viz. U.P., Bihar, Andhra Pradesh, Madhya Pradesh and Orissa account for 81% of NFE centres. The scale of NFE programme is moderate in Rajasthan, and Assam. Coverage is

very limited in Jammu and Kashmir and North-Eastern States. Arunachal Pradesh has started the programme recently.

Proposals for Improvements in NFE in 8th Plan.

8. While reiterating the guidelines regarding NFE in the National Policy on Education, 1986 and its Programme of Action (POA) the 8th Plan envisaged that NFE will be developed as a complementary system to the formal elementary education system. It stressed the importance of making necessary investments in qualitative improvement of NFE and reiterated that the advantages of NFE lay in its flexibility and adaptability to the needs of an important minority of children. The following were envisaged as aims of NFE in the 8th Plan:

- a) Improved selection of instructors and their pre-induction training as a pre-requisite for start of NFE centres.
- b) Increase in remuneration of NFE instructors to Rs.200 per month with provision of annual increment of Rs.50/- after completion of two years of satisfactory service.
- c) Opportunities for continuing education, including improvement of qualifications for NFE instructors.
- d) Much greater investment of resources on production of good quality teaching learning materials for NFE programmes and provision of these materials free of cost to every learner.
- e) Continuation of a project until all out of school children are covered in the area.
- f) Admission of children to be made annually and from time to time within the capacity of about 25 children per NFE centres.
- g) Strengthening of the administrative and technical resource support system.
- h) Increase in number of women instructors, supervisors and administrators.

- i) Enlarging involvement of voluntary agencies to run programmes in a creative, flexible and efficient manner and to improve the system of training.

9. In the 8th Plan it was recommended that the Central Government should continue to play a crucial role for provision of funds for NFE till this complementary system of elementary system gets firmly established. The share of Central assistance for mixed NFE projects should be enhanced to 75% and there need not be any rigid proportion between mixed and the girls centres. Financial assistance may be restricted to educationally backward States and educationally backward districts in non-educationally backward States. It was expected that overall requirement of fund for each NFE centres would increase from Rs.5500/- to about Rs.12,000/- annually and that the number of projects in VII Plan would be doubled in VIII Plan.

Revised NFE Scheme

10. The NFE Scheme was revised on the above lines in 1993. The salient features of the revised scheme are as follows:

- i) Increase in remuneration of NFE Instructors from Rs.105 to Rs.200 per month.
- ii) Increase in share of assistance for mixed NFE Centres from 50% to 60%.
- iii) Ratio of Girls Centres to total Centres was increased from 25% to 40%.
- iv) Expenditure on a NFE Centre was increased from Rs.5,500/- to Rs.8,725/- per annum.
- v) Investments on teaching learning materials, training and equipment were suitably enhanced.
- vi) A provision of contingent expenditure of Rs.250/- per annum was introduced.

vii) To provide a degree motivation to NFE Instructor, a system of cash incentives linked to the number of learners qualifying to enter upper primary level was introduced.

11. In addition to the above, the revised scheme provides that efforts at community participation in planning, locating, running and overseeing NFE projects be initiated. To cater to local needs it permits flexibility in the number of Centres per project. To ensure regular availability of funds delegation of financial and administrative powers to Project Officers has been envisaged.

Non-Formal Education in Lok Jumbish and Shiksha Karmi Projects

Lok Jumbish Project

12. Lok Jumbish Project (LJP) in Rajasthan seeks to achieve Universalisation of Elementary Education through a community based and decentralised approach. The project which commenced in 1992 with support of SIDA, GOI & GOR in the proportion of 3:2:1 has taken up non-formal education as one of the strategies for achieving UEE in rural areas of the State. Currently the programme covers about 20,000 children through approximately 1000 NFE centres. A detailed evaluation of the programme conducted by Operations Research Group(ORG), New Delhi commends it as a feasible design for providing primary education to out-of-school children who are working or have crossed the school admission age. The ORG study recommends that the NFE model of LJP deserves to be studied with care for improvement of the State NFE programme in Rajasthan and other parts of the country. The following features of the programme have been highlighted in this context:-

- * Efficient and decentralised system of management.
- * Effective community mobilisation.
- * Adoption of successful strategies for motivation and training of instructors.

* Clear focus on girls' enrolment (girls constitute more than 2/3rd of children enrolled).

* Stress on equivalence with the formal system.

13. Some of the other steps taken by LJP to improve efficiency of the NFE programme are as follows :-

- Appointment of local instructor in consultation with the community.
- Substantial increase in honorarium of instructors and supervisors from Rs.200 to Rs.550 per month and from Rs.500 to Rs.1000 per annum respectively.
- The per centre expenditure has been enhanced to about Rs. 19,000/- per annum.
- It has been decided that number of women instructors should be increased to about 1/3rd and special reorientation courses are organised for women instructors.
- Opening of NFE centres on the basis of community-based school mapping and micro-planning exercise.
- Experienced and innovative voluntary agencies have been entrusted with important responsibilities in implementation of NFE.
- A system of intensive, recurrent and rigorous residential training of NFE functionaries has been designed and developed in partnership with NGOs.
- Modifications in curriculum and text-books to incorporate MLLs and contextually relevant materials.
- Flexible duration of study for different age groups within the eligible group 6-14 years.
- Development of a comprehensive MIS for NFE.
- System of monthly review of NFE programme at the cluster and block levels and quarterly review at State level.

Shiksha Karmi Project

14. The largest experiment in Non-formal and alternative education outside the Centrally Sponsored NFE scheme has been undertaken under the Shiksha Karmi Project (SKP) in Rajasthan which was launched in the year 1987 with the assistance of SIDA to revitalise and expand primary education in the remote, inaccessible and backward villages of Rajasthan. The Shiksha Karmi Project (SKP) has utilised the services of local youth who are specially selected and are trained rigorously and regularly, to revitalise primary schools in the most difficult areas of the State. Currently the project is being implemented in 1590 villages and covers approximately 1.32 lakh children in day schools, Prehar Pathshalas (Schools of convenient timing) and Aangan Pathshalas (Courtyard Schools).

15. Prehar Pathshalas (PPs) in SKP provide Non-formal Education to out of school children in the age group 6-14 years who are unable to attend day school due to socio-economic and cultural constraints. It is obligatory for every shiksha karmi to run a PP in his/her village outside school hours, in addition to running a day school during regular school hours. The number of PPs is 3534 indicating that there are 2 PPs in every SKP village. In few villages no PP has been running as all school age children have been enrolled in and attend primary schools during the day regularly. One of the significant features of PPs is that out of 32570 children enrolled, as many as two-thirds are girls.

16. The other noteworthy features of this scheme are:

- use of condensed version of school text-books;
- development of curriculum of each semester on the basis of minimum levels of learning;
- availability of teacher's guides to enable Shiksha Karmis to handle multi-grade classes;
- special inputs on running of PPs during initial and recurrent training of shiksha karmis;

- provision of 2,000 solar lanterns for lighting in PPs;
- continuous efforts to encourage children of PPs to enrol in day schools;

17. In addition, SKP has experimented with the concept of Aangan pathshalas (APs) i.e. Courtyard schools for young girls who cannot travel long distances to attend either day schools or PPs. A local person, preferably a woman, is selected to run a Aangan Pathshala in her own home after necessary training and provision of other inputs. At present 58 APs have 2,415 students of which more than half are girls.

Progress Of NFE During 8th Plan

18. The scheme of NFE was revised and continued in the 8th Plan with emphasis on consolidation of the existing programme and greater financial and administrative decentralisation of management. The significant achievements of the programme during the 8th Plan are, briefly, as under :-

- i) Number of NFE centres increased by 42,000 and enrolment capacity increased by 10.00 lakh learners;
- ii) Number of centres exclusively for girls increased by 39,000 which resulted in additional enrolment capacity of 9.75 lakh girls;
- iii) There was greater participation of voluntary agencies in implementation of the programme. The number of voluntary agencies increased by 227 during this period. The number of centres run by VAs increased by about 15,000;
- iv) The annual expenditure on implementation of the scheme increased by about three times.
- v) In a few States, powers have been delegated to Panchayat Raj Institutions and/or Village Education Committees for planning, locating, running and overseeing NFE centres; selection of instructors; payment of honorarium to instructors; and supply of teaching-learning materials to NFE centres.

Some Significant Achievements

19. During the last 17 years the concept of NFE as an instrument for providing primary education to out of school children in educationally backward areas has been by and large accepted and validated. However, NFE is subject to criticism in certain quarters as a low cost inferior and ineffective alternative for full time school. A few critics have gone to the extent of saying that NFE seeks to legitimize child labour as it is based on the assumption that poor and deprived children must work and, therefore, cannot attend regular schools. Nevertheless it cannot be denied that despite numerous shortcomings, NFE has provided access to primary education for millions of children in remote and inaccessible rural areas and urban slums, specially girls, and disadvantaged sections of society.

20. In this context, NFE may be seen as an evolving model emerging from existing socio-economic realities. Where it has been effectively and properly implemented, NFE has been useful as a stepping stone for formal schooling, in addition to improving the self esteem, confidence and social skills of children. A few voluntary organisations have been able to provide vocational inputs to NFE thereby improving the employment prospects of children. More importantly, NFE is recognised as an alternative by parents and the community. Currently, the NFE programme has the potential of enrolling nearly half the number of children enrolled in the formal school system. Together , the formal primary school and NFE can fulfil the demand for primary education for all children in the country in the age group 6-11.

Shortcomings

21. The NFE programme has not emerged as a credible alternative to the primary school system mainly because of insufficient funding, inappropriate organisational structures, inefficient operationalisation, inadequate involvement of the local community and unrealistic expectations of completion of primary schooling in two years by working children through part-time instruction imparted by under-equipped and low paid para teachers.

Development of appropriate curricula as well as suitable teaching learning materials for the NFE clientele and recurring training of instructors/supervisors have not received adequate attention. Earnest and effective implementation of NFE by States is also generally lacking.

22. The programme of NFE has had to operate in the most difficult conditions. Aimed at out-of-school children, the programme generally addresses first generation learners who come from economic and socially backward sections of the society. These children have, by and large, no educational or literacy background within the family.

23. Furthermore, the programme is implemented largely in rural areas, often in remote regions especially in tribal areas. It has not always been possible to provide the essential facilities which are a pre-condition for the success of the programme. At the same time, it is difficult to retain functionaries within the programme for any extended period of time because of the paltry honorarium which has been a subject of widespread concern and repeated criticism. Even the small sum of money often does not reach the Instructors on time leading to not only discontentment but also disruption of NFE centres. This leads to discontinuity and wastage. Training of Instructors, Supervisors and Project Officers have been inadequate and sporadic. MLL based, local specific curriculum for NFE learners has not been developed in most of the States/UTs.

Recommendations of National and State level Workshops on NFE

24. A National Workshop was organised in NCERT in January, 1995 to review the scheme of Non Formal Education. This was followed by a series of State level workshops in major States implementing NFE so as to address specific issues for improving the implementation of scheme. The major recommendations of the National and State level workshops may be summarised as follows:-

- * NFE be perceived as a long-term intervention for achieving Universalisation of Elementary Education.

- * Efforts be made for better advocacy and awareness of NFE.
- * Strengthening of administrative structure at the national level.
- * Creation of autonomous bodies at state level for efficient delivery of NFE programmes.
- * Substantial enhancement in remuneration of instructors and supervisors.
- * Provision of a minimum of two instructors for NFE centres, one of whom should be a woman.
- * Delegation of powers for appointment of instructors to village panchayats and Village Education Committees.
- * Replacement of block level project approach with the concept of small clusters consisting of a few villages for effective supervision and monitoring of programmes.
- * Increase in duration of course from 2 to 5 years to ensure attainment of minimum levels of learning.
- * Increase in duration of instruction in NFE centres from 2 to 3 hours daily.
- * Availability of incentives such as Mid-day Meals for NFE learners.
- * Strengthening provision of pre-induction and inservice training of NFE instructors, supervisors and project officers.
- * Increasing funding of NFE centres to bring it at par with the formal schools.
- * Enhancement in funds for teaching learning materials, training and supervision.
- * Streamling flow of funds to ensure regular payment of honorarium to supervisors and instructors and timely purchase and supply of teaching learning materials.
- * Provision of necessary flexibility for incurring expenditure by States within the approved budget.

- * Provision for increase in cost parameters of the scheme by 10% per year to neutralise escalation in prices.
- * Strengthening of vocational inputs in NFE courses at upper primary level.

Strategies For The 9th Five Year Plan

25. Gaining from the experience of running the NFE programme in the country over the last almost two decades, some of the major strategies which need to be adopted for revitalisation and expansion of NFE in the 9th Plan have been enumerated as follows:

- i) Perception of NFE as an inferior system of primary education would have to be redressed through stronger advocacy, better environment building, higher investments, rigorous implementation, coordination, monitoring and review of all parameters of the programme. The endeavour should be to provide primary education of satisfactory quality through schools as far as possible and through NFE wherever necessary.
- ii) NFE should no longer be considered as a low-cost model for primary education. Its unit cost ought to be comparable with that of formal schooling. An effort should be made to provide for indicative costs rather than detailed and rigid cost break-up as at present.
- iii) The scheme should provide enough flexibility in regard to duration, nature, content and management of NFE and while ensuring achievement of MLLs.
- iv) Revamping of organisational structure of NFE at National, State, District and Project levels so as to provide for greater professionalism, autonomy and space. A group of experts may be associated with the NFE programme at the national level to aid, advise and provide technical resource support to the Ministry, State Governments and NGOs. At the state level autonomous societies may be created to devote exclusive attention to all aspects of the programme.

- v) Emphasis should be on consolidation of existing programme and limited expansion so as to improve efficiency and quality.
- vi) Development of certain non-negotiable principles and postulates on the lines of Lok Jumbish Project which may form the basis of M.O.U.s with states for delivery of NFE of satisfactory quality. There is need for norm-setting with regard to each and every aspect of the programme, equipment, material, training, evaluation, certification etc.
- vii) Provision of adequate remuneration and career advancement opportunities for Instructors, Supervisors and other functionaries responsible for NFE.
- viii) Introduction of pre-induction training programme for NFE functionaries and strengthening of in-service training through DIETs, with special emphasis on multigrade teaching skills and competency based learning.
- ix) Development of learner and area specific NFE models for girls, working children, tribal children, first generation learners, minorities, slum areas and street children.
- x) Exploring the possibility of providing relevant vocational inputs in NFE, particularly at upper primary levels, in collaboration with experienced NGOs.
- xi) Forging of effective partnership with NGOs, Panchayat Raj institutions and the local community for decentralised planning and management of NFE.
- xii) Working out modalities for involvement of industry and business for provision of opportunities for non-formal education at the work place.
- xiii) Viewing NFE as an instrument of women's equality and providing for appointment of larger number of women functionaries at all levels.
- xiv) Development of necessary linkages with the Open school system and continuing education programmes to upgrade the knowledge and skills of NFE Instructors.

xv) During the 9th Plan focus would be laid on the development of self-learning material. Workbook and work-sheet type of self-learning material would be encouraged. This would entail increase in investments for teaching-learning material at the NFE centre for Primary as well as upper primary level of learning.

Programmes in NFE during 9th Plan

26. The effort during 9th Five Year Plan would be to expand the existing programme of Non Formal Education cautiously and to focus on its consolidation and improvement by enhancing investments, increasing operational efficiency, revamping organisational structures and providing for decentralisation as well as greater community participation. It is envisaged that a larger responsibility would be entrusted to voluntary organisations for promotion of non-formal and alternative schooling.

Expansion

27. It is proposed to expand the NFE programme in educationally backward states and backward areas of other States by establishing 50,000 new NFE centres, bringing the total number of centres at the end of 9th Plan to 3,30,000 centres. The expenditure on these centres, in accordance with the enhanced pattern of investment would be Rs.2520.08 crores.

28. Since NFE is primarily a scheme for disadvantaged groups, efforts would be made to identify areas with high incidence of drop -outs for opening NFE centres. The focus during the 9th plan would be to cover out-of-school children of migratory labourers at work site, nomadic tribes, street children, children in urban slums, remote rural areas and difficult and inaccessible areas. For this purpose the areas in non-educationally backward States which are hitherto out side the purview of NFE programme are also proposed to be covered. Credible voluntary agencies would be encouraged to take up the NFE programme in these target areas.

Consolidation

29. Based on various evaluation in the States, It is widely acknowledged that a large number of existing NFE centres are dysfunctional or are not functioning at the optimum level. During the 9th Plan it is proposed to take necessary steps to increase the proportion of functional centres substantially or close down dysfunctional centres. For this purpose States would be expected to review the location or closure of all existing NFE centres so as to consider their re-location on the basis of micro-planning and school mapping exercises with participation of Panchayat Raj Institutions and Village Education Committees. The re-location of NFE centres should also take into account the generation of a positive demand for primary education among women and disadvantaged sections of society in backward areas as an outcome of successful Total Literacy Campaigns (TLCs).

increase in expenditure on NFE centres

30. On the basis of review of NFE programme during 8th Five Year Plan, the feed back received from State Governments and the comparative success of non-formal components of Lok Jumbish and Shiksha Karmi Projects, it is imperative that the investments on NFE centres are increased substantially in the 9th Plan. Keeping this in view, it is proposed that the cost of running a primary NFE centre in 9th Plan would be increased from Rs.8725 at the present to Rs.23,670 and the cost of an upper primary NFE centre from Rs.14,150 to Rs.34,670. There would be a provision for annual increase 10% increase in the cost per centre to take care of the cost escalation. Within this amount it is proposed to provide States with necessary flexibility for incurring expenditure on approved items. For this purpose, the items of expenditure could be categorised as 'essential' and 'desirable'; the former being obligatory for all States and the latter being optional. States may also be given the option to incur lesser expenditure on certain items, while increasing the expenditure on other items which in their judgement and experience require greater investment in their specific

context. Increased cost per centre would entail increase in the honorarium to instructors and supervisors as also greater investments in teaching learning material and continuous training of instructors. Efforts will be made to increase the daily duration of teaching to about 3 hours and the duration of the programme to a course of 3-4 years. A special problem which needs to be addressed during the 9th Plan is the high incidence of drop-outs from NFE centres. Efforts would be to make NFE centre more attractive through group singing, sports and games, excursion trips, etc. In addition, co-operation of guardians, local community members and other opinion leaders would be sought to arrest the problem of drop-outs.

Equivalence with Formal system

31. Efforts will be made to establish academic equivalence between the products of formal primary schools and NFE centres. Such comparability will ensure the possibility of lateral as well as vertical transfer of students particularly from non-formal to the formal system. Competencies under MLL would provide the criteria for achieving and establishing equivalence. Accordingly, during the 9th Plan various programme parameters of Non-formal Education like time and duration of study, nature and quality of learning materials, styles of teaching and learning, competency and training of teachers and evaluation procedures should be modified with a view to establish MLLs for the NFE system.

Testing and Certification

32. During the 9th Plan a system of testing and certification of NFE learners will be introduced whereby equivalence in learning achievements of NFE learners and formal school students would be established. This system will provide the basis for lateral entry from NFE to the formal system as well as facilities for the further education of persons passing out from NFE in approximately the same fashion as available to persons in the formal system. These efforts would strengthen the NFE system as not only a

complementary system to formal schooling but also as a supplementary strategy for achieving Universalisation of Elementary Education.

33. A radical change will be needed in the nature of learning materials and style of learning. It would be important to practice a system of self-paced learning in the NFE programme. Towards this end, the textbooks and other teaching-learning materials would need a radical change for different levels of NFE and alternative schooling. Integrated textbooks, workbooks having in them the competency based text, competency based and evaluation oriented exercises and unit tests and materials for self learning to ensure mastery should be designed and provided to NFE learners and instructors.

34. Certain parameters need to be strengthened to result in genuine equivalence in terms of pupil achievement between the formal and non-formal streams of primary education. These parameters are place of learning, time of learning, motivation of instructors, lateral transfers, textual material, self-learning materials, evaluation system, accreditation systems, systems for reinforcement and enrichment of brighter children and remediation of weak children.

Revamping of Organisational Structure for NFE

National Level:

35. It is felt that the existing organisational structure for non-formal education programme at the national level in the Ministry of HRD and NCERT is inadequate and insufficient. With the acceptance of criticality of NFE as an essential strategy for achieving Universalisation of Elementary Education, it is necessary that the existing structures at national level are suitably strengthened. While NCERT and the NFE Division in the Department of Education may be suitably strengthened to deal with the requirement of a larger and more efficient NFE programme, it would appear to be necessary to associate a body of professionals with the programme at the national level to provide technical resource support and to aid, advise and guide the Ministry, NCERT and State Governments in the proper

implementation of NFE programme. This body could be set up on the lines of ED, CIL's Technical Support Group for DPEP, or as a part of the proposed National Elementary Education Mission (NEEM) or as an independent Non-Formal Education Commission (NFEC).

36. In the 9th Plan a provision of Rs. 12.00 crores is being provided for strengthening the national structure for NFE.

State Level

37. It has been generally observed that from an organisational point of view NFE has not got the attention it deserves at the State level. In some States the programme is dealt with by the Directorate of Primary Education whereas in others it is being handled by the Directorate of Adult Education. In both situations the NFE Programme tends to become marginalised and neglected due to the pre-occupation of the Directors and senior functionaries with other responsibilities and tasks which have a higher priority in the organisation. On the other hand the experience of Mahila Samakhya, DPEP, LJP, SKP and TLC suggests that an autonomous society at the State level staffed by specially selected experts and educationists and with sufficient flexibility in financial and academic matters is able to devote the kind of exclusive and dedicated attention that schemes like NFE require if they are to achieve an acceptable degree of credibility and success. In this context it is proposed that in the 9th Plan educationally backward States which have a large NFE programme would be required to entrust the responsibility for supervision, monitoring and implementation of the programme to a specially created autonomous society on the pattern of societies which manage the above mentioned educational projects. The Director of the State level autonomous society should be selected on the pattern adopted by Mahila Samakhya Project from among IAS Officers or experts in the field of education for a minimum tenure of 3 years. Other staff would be drawn on deputation from different departments and agencies including reputed NGOs on the basis of their expertise and commitment to the NFE

programme. Simultaneously action would be taken to strengthen the implementation machinery at district and project levels. During 9th Plan it is proposed to provide Rs 322.57 crores for creation of autonomous societies for NFE at State level and for augmentation of field level machinery.

Role of PRIs and VECs.

38. A few States have taken the initiative in the 8th Plan to delegate responsibilities and functions regarding NFE to Panchayat Raj Institutions and/or VECs. This trend would be encouraged and supported during the 9th Plan. It would be expected that by and large decisions in regard to the following may be delegated to Panchayat Raj institutions and/or Village Education Committees:-

- Planning and location of NFE centres on the basis of micro-planning and school mapping exercise;
- Overseeing the day to day running of NFE centres; including determination of timing for centres during different seasons.
- Provision of arrangements for accommodation, seating, lighting, drinking water, etc.
- Selection of instructors in consultation with the community;
- Payment of honorarium to instructors;
- Supply of teaching learning materials to NFE centres.

Role of Voluntary Agencies

39. During 8th Plan as many as 227 new voluntary agencies have been associated with the NFE programme. The NFE centres run by voluntary agencies have also gone up steadily to 38,000. Voluntary agencies have developed innovative strategies for teaching children in difficult circumstances, developed learner specific and contextually useful learning materials, experimented with community supported NFE programmes and taken the initiative to supplement the academic component of the curriculum

with vocational and skill inputs which are related to the local situation. Such efforts need to be encouraged and supported by the central govt. There is also scope for greater involvement of NGOs in non-formal education in states where their presence so far is negligible. During the 9th plan NGOs would be encouraged to act as facilitators and take under their umbrella smaller NGOs in their region for undertaking this programme. It is conceivable that some NGOs may take up area based integrated programme for achieving UEE during the 9th Five Year Plan with a strong component of NFE. A provision of Rs. 639.44 crores is proposed for support to NGOs for running NFE programmes during IXth Plan.

NFE in urban slums

40. One of the distressing realities of urban life today is the massive proliferation of slums in most metropolitan cities and large urban agglomerations. It is estimated that approximately half of the population of Delhi would be residing in slums by the end of this century. However, the problems of primary education in urban slums have not been addressed specifically by government so far. Several Voluntary agencies have come up with successful innovation; and experiments in educating primary school children in slum areas through a mix of properly designed academic and vocational courses which also have health and nutrition components. During the 9th Plan it is proposed to devise a special scheme for supporting NGOs who are interested in taking up non-formal education programmes at primary and upper primary level for children of urban slums and street children. A provision of Rs.10 crores has been made for this purpose.

Coverage of NFE learners under Mid-day Meal Scheme

41. The existing guidelines of NFE provide that all facilities and incentives given to girls, children of SC/ST and others in formal system are made available in the Non formal system. However, the National Programme for Nutritional Support to Primary Education known as Mid-day Meal Programme which was introduced in 1995-96 for students of primary classes has not yet

been extended to NFE learners. It is proposed that during 9th Plan ambit of the Mid-day Meal Scheme should be extended to cover NFE learners.

State Resource Centres (SRC) - Link with NFE

42. It is understood that originally State Resource Centres were envisaged for providing technical resource support to the Non-formal Education Programme. Over the years their focus has shifted almost entirely to supporting the adult literacy programme. The 9-14 age group is included in the target group of the Total Literacy Campaigns. There is a felt need to develop appropriate teaching learning material for this age group as distinct from the primers in use for adult learners. The TLC and NFE clientele can be broadly categorised as non-formal learners. In this context it would be useful for a few selected SRCs to provide technical and academic support to the NFE programme for school age children also. For this purpose it is proposed to fund the creation of NFE unit in these selected SRCs during the 9th Plan. A provision of Rs. 20.00 crores has been made to meet this objective.

MOUs with States incorporating Non-negotiable Principles & Postulates for quality Improvement in NFE

43. In order to improve the overall efficiency and credibility of NFE programme, it is necessary to ensure that quality of the programme is not diluted. The LJP has developed a set of non-negotiable principles and postulates to achieve this objective. It is proposed that Memorandum of Understanding(MOU) on these lines may be signed by the Central Government with State Governments for safeguarding the interests of the NFE clientele. Non-implementation and /or violation of the provision of MOUs should result in suspension of central funding for the programme until necessary remedial action is taken up by the defaulting States.

44. These postulates are as follows:-

- i) NFE instructor should be selected in consultation with the village community, but his/her ability to run the centre should be the paramount consideration for selection.

- ii) No centre should be started unless the instructor has received due training and effectiveness of the initial and subsequent training should be ensured.
- iii) Village community should provide suitable space for running the centre.
- iv) Centres should run during the day wherever possible. If necessary they may be run in the evening or night but satisfactory lighting arrangement must be ensured.
- v) Curriculum, pupil evaluation and certification should ensure equivalence between NFE and the formal system.
- vi) Textbooks, teaching/learning aids and essential equipments should be made available before a centre is started.
- vii) Proper arrangement should be made for seating of children and provision of other amenities, particularly drinking water.
- viii) Creation of an effective system of management and supervision with participation of PRIs and NGOs. It should be ensured that a centre is not closed down as long as there are children to benefit from it.
- ix) NFE should be viewed as an instrument of women's equality and it should be ensured that women instructors and girl students improve their self-image and building confidence to play an active role in society.
- x) Centres should be started in groups and on fixed dates only.

Based on the above postulates, it is proposed that during the 9th plan MOUs would be signed with the autonomous bodies at the State level to ensure quality and efficiency in NFE.

Advocacy for NFE

45. The focus of the 9th Five Year Plan would be to create an environment for credible VAs and Panchayati Raj institutions to contribute significantly to universalise elementary education through people friendly and innovative techniques of implementation, resource support and training to

teachers, local functionaries, Village Education Committee members etc. Efforts will be made to alter the public and administrative mind-set through repackaging of the programme, better advocacy and environment building on a sustained basis. A provision of Rs. 20 crores has been made for the 9th Plan Period.

Scheme Of Experimental And Innovative Programmes For Education At The Elementary Stage

46. There is a need for considerable innovation and substantial experimentation with a variety of modalities so that relevant and effective models of alternative schooling are developed that help the learners to learn at their own pace. With this objective, the scheme of experimental and innovative projects in Elementary Education was launched in the 7th Plan. The scheme has shown very encouraging results and needs to be strengthened and continued further during the 9th Plan.6.1 During the 9th Five Year Plan the endeavour would be to expand the scheme in more States and to focus on coverage of under-privileged sections of society, minorities and girls. One of the priorities would be to mainstream and replicate successful innovations carried out under this scheme so far. It is proposed to constitute a core group of representatives of reputed voluntary organisations to assist and advise the Ministry in this regard. A provision for Rs. 21.72 crores has been made in 9th Plan.

Linkages with vocational education at upper primary level

47. During the 9th Plan strengthening of upper primary level NFE centres would be a major concern. Suitable vocations would be introduced at the upper primary level as per the specific needs of the area while at the same time emphasising achievement of academic competencies. The area specific emphasis of this scheme would necessitate greater involvement of Voluntary Agencies and local PRIs which would be encouraged during the 9th Plan. A provision of Rs. 20 crores has been made in the 9th plan. Efforts should be made to equip the learner with alternative forms of education both general

and vocational after the completion of the NFE course utilising the same MLL competencies as for the formal system with necessary adaptation. This could be implemented through emphasis on the vocational input of the upper primary NFE centres or through the open school system or any other alternative form of schooling. This should be also viewed in the perspective of continuing education centres of NLM.

Monitoring, Evaluation and Research

48. During the 9th Plan emphasis would be laid on monitoring, research and evaluation. Regular supervision at all levels will be ensured through greater mobility, study visits, field inter-actions and better reporting and monitoring procedures. During the 9th Plan a Management Information System would be evolved to monitor the programme and give decision support data. Programme evaluation (internal and external) on a concurrent basis will be attempted through suitably devised methods. Research institutions and independent organisations will be involved in evaluating this scheme. Professional affiliations and study visits in India and abroad would be assisted to enhance capacity. A provision of Rs.10.00 crores is proposed for research, evaluation, study visits and professional affiliation.

**EARLY CHILDHOOD CARE AND
EDUCATION
(E C C E)**



EARLY CHILDHOOD CARE AND EDUCATION (ECCE) IN THE NINTH PLAN

ECCE - THE FOUNDATION FOR DEVELOPMENT

It is now globally acknowledged that investment in human resource development must accompany investment for economic development of any nation. Considering that human development proceeds along a continuum and that the process of development is essentially cumulative in nature, investment in programmes for the youngest age group of children in the 0 to 6 age range becomes a major priority as the very foundation for basic education and life long learning and development.

2. Research has also consistently indicated the first six years to be the critical years for the development in view of the rapid pace of development characteristic of this stage. Recent neurological research on the brain's development has further endorsed the significance of appropriately timed intervention for maximum impact, identifying the early years as a key stage for intervention. Interventions introduced subsequent to the early childhood stage are therefore not likely to reap expected benefits if the early childhood stage is left unattended/inadequately attended.

ECCE and UEE

3. It is in this context that Early Childhood Education (ECE) is considered a significant input to compensate for early environmental deprivations at the home front by providing an appropriately stimulating environment to the children. This is particularly relevant in the case of first generation learners. Multicentric research studies conducted by the NCERT and other institutions in the country have demonstrated a significantly positive impact of ECE experience on retention rates in primary grades. Quality ECE programmes have also positively influenced the learning and achievement of children at the primary level.

4. Realizing this crucial significance of ECE, the National Policy on Education (NPE-1986/1992) in an unprecedented way, recognized it not only

as an essential human development programme but also as a support for universalisation of elementary education and a programme for women's development. While on the one hand it is expected to provide the necessary maturational and experiential readiness to the child for meeting the demands of the primary curriculum, it also indirectly impacts on enrolment and retention of girls in primary schools by providing substitute care facility for younger siblings. Envisaged as a holistic input fostering health, psychosocial and nutritional development, the policy emphasized the significance of making it play based while cautioning against the dangers of reducing it to the teaching of 3 R's. The holistic and integrated concept of ECCE has now been further emphasized by terming ECCE universally as Early Childhood Development.

5. The Programme of Action drawn up for immediate implementation of the NPE, fixed specific targets in phased manner. It envisaged a coverage of 70 per cent children in the preschool age by the year 2000. A minimum of 2.5 lakh centres were to be established by 1990 to cover all tribal development blocks and blocks having substantial Scheduled Caste population as well as urban slums. The POA fixed a target of 10 lakh centres by 1995 and 20 lakh centres by the year 2000. Though most of the coverage was to be through the ICDS, other models of pre-primary education centres and day care centres were also to be encouraged and supported. The POA also emphasized strengthening of all ECCE programmes in the direction of making them holistic and integrated in nature, improving their training component and evolving a Management Information System.

ECCE: STATUS AND COVERAGE

INTEGRATED CHILD DEVELOPMENT SERVICES (ICDS)

6. ICDS is the largest ECCE programme at, present, in the country. It is an intersectoral programme which attempts to directly reach out to children from vulnerable and remote areas and give them a head start by providing an integrated programme of health, nutrition and early childhood education. Its

package of services includes supplementary nutrition, immunization, health check up, referral services, non-formal pre-school education and nutrition and health education for children below six years and to pregnant and nursing mothers. The nodal agency for coordination and monitoring of the scheme at the central level is the Department of Women and Child Development, Ministry of Human Resource Development and its counterpart departments at the state level. The scheme is centrally funded.

7. Although the scheme has now expanded and been made available to more deprived sectors, its pre-school education component continues to remain one of its weak components. The focus of the scheme has been more on health and nutritional aspects and only these aspects were reflected in early stages of the monitoring of the programme. In 1983, it was realised that preschool education needed further strengthening. As a first step in this direction, a monitoring and evaluation cell was set up in National Institute of Public Cooperation and Child Development (NIPCCD), to look into the ways and means of monitoring of preschool education and community participation in ICDS projects. The monitoring schedules have now been modified to include these aspects as well. Some effort has also been made to re-inforce the preschool education component through revision of training syllabi and organisation of short-term refresher training in this area. Attempts to select and produce core material for distribution to anganwadis, and to the supervisory personnel to further strengthen their monitoring and guiding capabilities are being made as well.

CRECHES AND DAY CARE CENTRES SCHEME

8. This scheme was started in 1975 to provide day care services for children below 5 years. It caters mainly to children of casual, migrant, agricultural and construction labourers. The programme in the scheme is primarily custodial in nature. While some element of training is being given to the workers, the need to strengthen the early childhood stimulation

component is still acute. The scheme is sponsored by the Central Social Welfare Board.

EARLY CHILDHOOD EDUCATION SCHEME

9. This scheme was introduced in the Sixth Plan as a distinct strategy to reduce the drop out rate and to improve the rate of retention of children in primary schools. Under this scheme, Central assistance is given to voluntary organisations for running pre-school education centres. A major lacuna of this scheme is total lack of health and nutrition component in its programme. There is also no provision for training of personnel although this aspect is now being attended to on a limited scale, by various quarters. The scheme was initially with the Department of Education, Ministry of Human Resource Development, but has recently been moved to the Department of Women and Child Development.

OTHER ECE PROGRAMMES

10. In addition to these schemes that reach out to the rural urban slum and tribal areas there are innumerable private, fee-charging nursery schools which cater to the needs of the parents living in urban and semi-urban areas. As at present there is no system of licensing or recognition. No exact estimate can be made also regarding their numbers. Municipal Corporation of metropolitan cities like Delhi and Bangalore also run preschools attached to their primary schools. The Municipal Corporation of Delhi for example run more than 600 preschool sections covering approximately 20,000 children.

PROGRESS IN THE EIGHTH PLAN

11. The 8th Five Year Plan period from 1992-93 to date has seen an accelerated expansion of the ICDS scheme during the first three years of the 8th plan viz 1992-95, 911 new blocks were sanctioned bringing the total coverage of blocks under the scheme to 3072 as on March 31, 1995. The ICDS scheme has been universalized during 1995-96 through sanction of projects for all the 5320 community development blocks and 310 major urban slums thus increasing the total number of sanctioned anganwadis to about

7.98 lakh of which 4 lakhs are operational. At present, over 10.63 (DWCD June 1996) million children in the crucial age group of 3-6 years from the disadvantaged groups are availing this preschool education facility.

12. The training curriculum of different levels of ICDS functionaries has also been revised and updated during the 8th Plan period to provide required thrust to the preschool component. Efforts have been initiated to sensitise the key ICDS functionaries to the basic requirements to enable them to perform their roles effectively in the delivery of this component. Anganwadi training Centres have also been assigned the responsibility of developing at least 25 anganwadi centres so as to ensure the trainees get the required field experience. During the Plan period 2000 CDPO's offices in the country have been supplied with enriched early childhood education material developed in coordination with NCERT and SCERTs. Training input specifically in early childhood education has also been supplemented through the involvement of NCERT and SCERTs/State Resource Centres in 12 States of the country.

13. Convergence of inter-sectoral services in particular with the Department of Education has been pursued. Instructions have been issued to all the states for regular visits of primary school teachers to the anganwadi centres for enrichment of this component, for coordination of timings between anganwadi centres and primary schools with a view to relieve the girl child from the care of the younger siblings and for locating the anganwadi centres near the primary schools.

14. With the expansion and universalization of the ICDS scheme, the Early Childhood Education Scheme and Balwadi Nutrition Programme are expected to be phased out by the end of the 8th Plan by merging their centres with the ICDS. Under the Scheme of Creches/Day Care Centres 12470 creches are catering at present to about 3 lakh children. In addition to this, the National Creche Fund has been set up in March 1994 which envisages that 25% of the creches assisted under the Fund would be Anganwadis-cum-Creche centres. Accordingly 642 creches and 150

Anganwadi-cum-creches covering about 20,000 children have been set up in the last two years under the National Creche Fund.

15. In terms of ECE curriculum, a great deal of concern was generated for the 'mis-education' that is being imparted by the innumerable preschools and nursery schools in the private sector that have mushroomed all over, who are extending the primary curriculum down to the primary level. This distortion is likely to be detrimental rather than facilitative to the development of the children. The impact of this is visible all over since it has percolated even to the level of the rural anganwadi where the worker is more often teaching the 3 R's than offering any developmental activities to the children. Advocacy efforts were initiated particularly by NCERT and Indian Academy of Paediatrics to help correct the situation. Subsequently, the Yashpal Committee Recommendations titled "Learning Without Burden" also recommended that admission tests and interviews should be abolished at this stage and there should be no formal teaching of 3 R's. Recommendations were accepted by the Central Advisory Board of Education for implementation, but the actual implementation is still not very evident.

MAJOR THRUST AREAS FOR NINTH PLAN

16. While the 8th Plan period has witnessed a quantum leap in ECCE services primarily through universalization of ICDS, Early Childhood Education or non-formal preschool education as it is termed, continues to be only one of the 6 components of the ICDS scheme thus receiving only divided attention. Consequently it continues to remain its weakest component. It does not get due attention from the Education Sector either since it is located in the Department of Women and Child Development. In the absence of any institutionalised mechanisms for convergence, particularly between these two sectors, ECCE continues to remain weak and of low priority.

17. The resources, material, financial and human available for ECCE are also not commensurate with the demands of a quality programme.

Training provision for ECCE still need to be further strengthened and professionalised for improved personnel preparation. Community mobilisation and support including involvement of NGOs and PRIs in more constructive mode is crucial to the success of the programmes and will need greater attention in the 9th Plan through large scale advocacy and extension activities. These areas of concern are detailed in the following sections alongwith the corresponding projections for 9th Plan outlay.

PRIORITY TO ECE IN EDUCATION SECTOR

18. It becomes imperative therefore in the 9th Plan that, in the context of the significance of ECCE for UEE, the Education Sector must come forward to give recognition to and assume responsibility for Early Childhood Education as an indispensable first step in the total educational continuum. This is particularly necessary in the context of the first generation learners who are expected to be inducted into the educational stream in large numbers.

19. This priority needs to be translated into specific action aimed at building resource capacity in ECE 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. Specifically this would involve :

- (a) Creation of a Bureau/cell for ECE in the Deptt. of Education, M/HRD to initiate and monitor implementation of programme facilitate convergence and coordination between different related sectors and provide administrative support.
- (b) Strengthening the national resource group for ECCE at the NCERT to carry out research, training, developmental and extension activities in ECCE. It would also serve a clearing house function for documentation, sharing and dissemination of information/experiences in a two way mode with the State and sub-state level institutions,

NGOs etc. and undertake concurrent evaluation of ECCE programmes/initiatives.

(c)-(i) creating ECE cells/expertise in all the 32 States/UTs in the SCERTs, DIETs, Block Resource Centres and school

20. Cluster levels with a view to decentralize access to resource support. At present some capacity already exists in twelve states which was created under a UNICEF supported and NCERT guided Early Childhood Education Project. While these need further strengthening, ECE cells need to be established in the other states, by putting into position at least 3 faculty members in each SCERT and DIETs to serve as a resource unit for ECE programmes.

(c)-(ii) providing budgetary support for training of personnel and capacity building at all these levels in ECE.

(c)-(iii) making provision for organization of systematically planned, need based activities at these levels in the areas of training, material development, research, monitoring and evaluation.

strengthening the ECE component of ICDS programme by providing an additional worker on a comparable honorarium as the AWW to take charge of the ECE programme so as to relieve the AWW to take care of other responsibilities related to health, nutrition and early stimulation for the 0-3 age group. This would ensure that ECE component in ICDS gets its due weightage. The additional worker known as the ECE worker, could be given intensive job and refresher training in ECE through the DIETs/BRC/SRC structure.

21. A sum of Rs.59436 lakhs has been proposed for Ninth Plan period.

CONVERGENCE AND COORDINATION

22. Inter-sectoral convergence and coordination is crucial for the success of any ECCE/ECD programme and its linkage with primary education both since ECD is holistic in concept and since ECE is located in the Deptt. of Women and Child Development while being of significance for Deptt. of

Education. It also becomes necessary to avoid duplication of services. Institutionalized procedures and mechanisms will need to be evolved and operationalized to ensure this at all levels in the form of interdepartmental coordination committees, interdepartmental resource teams at state/district/block levels, joint trainings, collaborative action plans etc. Setting up of State level coordination committees by states to prepare state action plans is potentially a viable convergence strategy also which has been tried out by some states and can be encouraged in other states as well. To facilitate and periodically review the situation, a National Advisory group for ECCE can be constituted which can have representation from different regions and different sectors related to ECE. This group can in tune with availability of sectoral resources meet twice a year to take stock and make recommendations to the concerned departments.

23. A sum of Rs.200 lakhs has been proposed for Ninth Plan period.

PROVISION OF MINIMUM BASIC RESOURCES

24. Research has indicated that it is not any ECE programme but a programme of a certain minimum quality that can be expected to impact on and facilitate the realization of upper primary education goals. Research has also indicated that while a resource rich programme may not necessarily, be good quality, a basic minimum is absolutely essential in terms of financial, human and material resources for a good quality programme. It therefore becomes absolutely imperative that budgetary provisions be made to ensure conformity of the programme inputs with the Minimum Specifications for Preschools produced by NCERT selectively in a phased manner. The existing policy of large scale quantitative expansion at the cost of quality in view of limited resources, also needs review in this context. Efforts to mobilize local groups, craftsmen etc. for production of play materials for children should also be made and necessary support provided to them for this purpose both in terms of training and finance.

25. A sum of Rs.200 lakhs has been proposed for Ninth Plan period.

ADVOCACY

26. To ensure developmentally appropriate play based programmes in ECCE for all children and elimination of pressures on children which exist presently due to the mis-education in the name of ECE, an appropriate climate needs to be developed and a strong parent lobby needs to be created. Focussed efforts will therefore need to be made to involve and educate the community/parents, and project to them the benefits of a play based ECE programme. Efforts to create correct community perceptions as well as to develop in them a sense of ownership particularly for the government sponsored programmes will be necessary for making possible continuous support to the field functionaries in terms of resources, supervision and monitoring. In view of this, large scale advocacy efforts aimed at environment building will be necessary, in a campaign mode using both folk and technologically modern media at all levels. These efforts will need to be directed not only at parents but also community leaders, school personnel, administrators, planners and policy makers. Appropriate budgetary allocations will be necessary to not only develop software but also in the case of audio programmes and films for buying of broadcasting/tele-casting time.

27. Orientation and involvement of Panchayati Raj Institutions, VECs Mahila Mandals and convergence with TLC and Mahila Samakhya programmes can also be explored in this context.

28. A sum of Rs.1600 lakhs has been proposed for Ninth Plan period.

REGULATION AND MONITORING OF QUALITY

29. With the uncontrolled mushrooming of ECE centres particularly in the form of nursery schools in the private sector, and the working practices propagated by the especially in terms of admission tests/interviews and formal content based on the 3 R's, there is need to institute legal provisions along with persuasive advocacy measures for regulation of quality in these programmes. Efforts should be made to enact appropriate laws in this

context. The Departments of Education and Women and Child Development at the State level will need to initiate action in this regard.

TRAINING

30. Personnel preparation in ECCE for all levels of functionaries will need to be given close attention with a focuss on creating resource capacity for planning, implementation and monitoring of play based development oriented ECE programmes. There is a strong need therefore of reviewing the existing training programmes and facilities, both preservice and inservice and bringing in to them a degree of professionalism and rigour in terms of duration, content, methodology and approach. The NCTE specifications will have to be accordingly reviewed/framed and accreditation to these made compulsory for all preservice programmes. Selection of training institutes is crucial in this respect. Experienced institute like Home Science Colleges, Schools of Social Work University Departments can be identified for training purposes.

31. For inservice training also there is need for a coordinated strategy involving both governmental and non-governmental organizations at state and sub-state levels. Development of district and block level resource tams and inclusion of ECE inputs at the cluster level resource centre would facilitate decentralized and context - relevant inputs and strengthening of quality of ECCE programmes. There is also need to make training at all levels demonstration based with provision for 'hands on' experience. The ECE cells in the SCERTs can be made responsible for coordinating and guiding this effort. Possibilities with the distance mode should also be explored particularly from the point of view of continuos training.

32. A sum of Rs.60 lakhs has been proposed for Ninth Plan period.

STRENGTHENING OF ECCE - PRIMARY LINKAGE

33. In the context of ECCE's crucial significance for UEE linkages between ECE and primary education initiated in the 8th Plan will need further

strengthening in both operational and programmatic terms. Specifically, this will have to be realized through

- ensuring coordination of timings and location based on community appraisal and local micro-planning exercise
- extension of the child centred and joyful learning methodology into the curriculum at primary stage in a systematic and scientific manner and capacity building for the same.
- inclusion of a School Readiness package at the beginning of class 1 curriculum based on local needs to facilitate entry and adjustment of children who make a direct entry into primary school without any ECE experience
- joint trainings of primary teachers and ECE workers/personnel to facilitate better appreciation of the nuances of ECD-primary linkage and need for continuity.
- experimentation on a pilot basis with innovative and alternative models like an Integrated ECCE centre or Bal Kendra comprising ECE and an ungraded unit of early primary level corresponding to grades 1 and 2.

34. A sum of Rs.21250 lakhs has been proposed for Ninth Plan period for covering the training cost of one lakh teachers annually in school readiness and playway methods.

35. Integrated ECCE centre or Bal Kendra, as conceptualized, can serve as feeder centres to primary schools in remote, inaccessible areas e.g. among the Primitive Tribal Groups, with multiple advantage of access, better pupil-teacher ratio, smoother bridging of home to standard language and space for pacing of learning of the minimum levels. 500 such centres may be established in the first phase in identified remote areas and their feasibility and impact in the context of U.P.E. goals may be assessed prior to scaling up.

36. A sum of Rs.440 lakhs has been proposed for Ninth Plan period for setting up 500 such integrated Bal Kendras.

37. Expansion of creche and day care centres which is already envisaged from the National Creche fund with the Department of Women and Child Development could be in a limited way be further stepped up by establishing of additional creches attached to Anganwadis/Primary Schools to facilitate girls participation in primary schools. The AW facility is not adequate in this context since it caters to only 3 to 6 year olds and does not include the 0-3 group which is a greater liability for girls. The programme in the creches/day care centres should also be made more development oriented rather than being just custodial.

38. A sum of Rs.34848 lakhs has been proposed for Ninth Plan period for establishing AW-cum-Creches in a phased manner in all the States.

MICRO AND NEED SPECIFIC PLANNING

39. With the growing realization that for any community based programme to be optimally utilised and to make an impact, it must be based on the local needs, and living patterns, for which decentralized, contextual, need specific planning is mandatory. A quality ECE programme also needs to ensure flexible response to local patterns of women's work, child care needs and local culture specific practices.

40. There is therefore need to orient/train community and programme personnel in participatory learning approaches to area mapping and micro planning identification of communities with low child related indicators. Involvement of and convergence with local women's groups, Mahila mandals, DWCRA groups, Indira Mahila Yojna should be sought. Systematic capacity building action needs to be initiated by Director ICDS and Director of Education at the state level in collaboration with state level planning and management organisations for this purpose.

PARTNERSHIP WITH NGOs

41. Partnership with and participation of NGOs in the running of ECCE programmes and in providing resource support for qualitative strengthening of the programmes which was initiated in the Eighth Plan will need to be further promoted. This should be done through

- encouraging adoption of projects and their independent execution within prescribed norms
- identification and capacity building of proven individuals and organizations to participate by providing support and assisting in monitoring and evaluation
- providing a forum for networking of organizations and individuals at national, state and sub-state levels.

RESEARCH IN ECCE

42. Action research in the area of ECCE needs to be also promoted to assess relative long term impact of ECE and Early Stimulation programmes on subsequent development and achievement of children vis-a-vis goals of UEE . Budget provision of substantial nature will need to be made for this purpose.

43. A sum of Rs.150 lakhs has been proposed for Ninth Plan period.

44. The budget for ECCE for the 9th Five Year Plan period for Rs.108240.40 lakhs is proposed to be appropriately shared by the Central Government in the Department of Women and Child Development and Education in the Ministry of Human Resource Development and the State overnments and Union Territories.

NATIONAL BAL BHAWAN

PROPOSAL OF NATIONAL BAL BHAVAN, NEW DELHI FOR 9TH PLAN

National Bal Bhavan, formerly known as Bal Bhavan Society India, New Delhi is an autonomous organisation set up under the aegis of the Department of Education and is fully funded by the Government of India. It has been contributing towards enhancing creativity amongst children in the age-group 5-16 years especially from weaker sections of the Society, through activities of their choice such as creative arts, performing arts, environment, astronomy, photography, integrated activities, physical activities, science related activities etc. in a joyful manner.

2. National Bal Bhavan has 52 Bal Bhavan Kendras spread all over Delhi and a Jawahar Bal Bhavan in village Mandi which is located near Mehrauli in the rural area. There are 67 Bal Bhavans in States/Union Territories which are affiliated to National Bal Bhavan. National Bal Bhavan provides general guidance, training facilities and transfer of information to these Bal Bhavans.

3. During 8th Plan, an outlay of Rs.5.00 crores was initially approved for the Bal Bhavan Society India, New Delhi against which Plan grants amounting to Rs.4.15 crores have already been released upto 1995-96 and a provision of Rs.1.75 crore has been made for the year 1996-97. This brings the total amount of Plan grants during the 8th Plan to National Bal Bhavan, New Delhi to Rs.5.90 crores. With the Plan allocation of Rs.5.00 crores, it was proposed to provide facilities for development of creativity through various activities to about 2.45 lakh children against which 2.50 lakh children have already been benefitted upto 1995-96 and about 0.62 lakh children are likely to be benefitted in 1996-97. Thus, by the end of 8th Plan, the total number of beneficiaries would be around 3.12 lakhs. There has been considerable expansion in the activities and infrastructural facilities in Bal Bhavan during the 8th Plan.

4. The Bal Bhavan Movement has been gaining momentum over the years in National Capital Territory of Delhi as also in States/Union Territories. The role of Bal Bhavan Movement as an out of School support programme to the educational curriculum has been recognised particularly in the area of curriculum based joyful activity. The need for children centred pedagogy and congenial classroom climate can hardly be over-emphasised. National Bal Bhavan has been organising workshops for the teachers deputed by the State Bal Bhavans. Recently, the Kendriya Vidyalaya Sangathan, Navodaya Vidyalaya Samiti, Directorate of Education, NCT of Delhi and Municipal Corporation of Delhi have evinced keen interest in the Bal Bhavan Movement and have desired that their Resource Persons and Primary Teachers may be imparted training in the integrated courses which have been regularly organised in the Bal Bhavan. The need for these workshops and training programmes assumes great importance in the context of the changed role envisaged for the teacher as the facilitators in the participatory and activity based teaching process.

5. During the 9th Plan, the major thrust areas are (i) strengthening the training facilities for the resource persons who would be deputed by the State Bal Bhavans, KVS, Navodaya Vidyalaya Samiti, Directorate of Education Delhi etc; (ii) establishment of new Bal Bhavans in States/UTs where there are none; (iii) strengthening the existing Bal Bhavans in States/UTs by establishment of museums, science/astronomy corners; (iv) Computer networking of Bal Bhavans; (v) development of audio-visual programmes; (vi) construction of Open Air Theatre; (vii) extension of Hostel facilities, etc.

6. The activities of Bal Bhavan in the 9th Plan may be categorised in three broad areas viz. (i) strengthening of National Bal Bhavan; (ii) strengthening of existing State Bal Bhavans; and (iii) Opening of new Bal Bhavans in States/UTs. The ongoing construction projects of open air theatre, skating rink, hostel and museum buildings are proposed to be continued in the 9th Plan. Moreover, additional land is proposed to be

purchased for National Bal Bhavan and construction work thereon is proposed to be taken-up. The strengthening of Bal Bhavan Kendras and Jawahar Bal Bhavan Mandi are the major components of the proposal for strengthening National Bal Bhavan in the 9th Plan. As regards strengthening of State Bal Bhavans, it is proposed to provide financial assistance to the tune of Rs.1.25 crore for specific projects in 9th Plan. Moreover, support is proposed to be provided to 60 State Bal Bhavans for upgradation of facilities by way of opening of Science Park, Energy Park, Open Air Theatre, Computer facilities, Mobile Van, construction of activity rooms etc. at the estimated cost of Rs.6.00 crores. The most important proposal is to open 25 new Bal Bhavans in States at an estimated cost of Rs.73.50 crores. The total requirement of funds for the 9th Five Year Plan period works out to Rs.120.00 crores.

TEACHER EDUCATION

TEACHERS AND TEACHER EDUCATION - IX PLAN

BACKGROUND

Education is an important instrument of economic and social development and teachers and teacher educators are expected to provide vital inputs towards realisation of educational goals. The aspects related to preparation, recruitment, retention, career advancement, welfare and status of teachers constitute major parameters that impinge upon the performance of teachers in realising educational goals.

2. Conscious and consistent efforts and initiatives were made in the past to help teachers perform their assigned role meaningfully and satisfactorily. The centrally sponsored scheme of restructuring and reorganisation of teacher education is a testimony to that intent. In the IX Plan Period those initiatives would be further consolidated and the tasks which remained incomplete or partially complete would be undertaken, adopting new strategies wherever necessary. The teachers would have to be further equipped to face new challenges which the recent social, economic, political and technological advances have thrown before them, particularly the challenges posed by information and communication technologies, globalisation, growing rate of knowledge obsolescence, lack of social cohesion, and of tolerance, and decline in moral values. The task is worth its while but is stupendous when seen in the context of :

- about 50 lakh teachers working in formal schools and at Early Childhood Care and Education (ECCE), Non-Formal Education (NFE) and Adult Education (AE) learning centres,
- about 30,000 teacher educators in academic, vocational and co-curricular areas,
- about 2,000 teacher education institutions located in different parts of the country involved in the preparation and development of

teachers of primary, elementary, secondary, and senior secondary stages, besides NFE and AE functionaries.

- educational administrators working in areas related to teacher education in SCERTs, SBTEs, SIETS, DEOs, BEOs, Inspectors etc.,
- about 150 universities having Faculties of Education,
- about 400 DIETs focussing as inservice training of elementary teachers besides conducting pre-service training

Basic Statistics on Number of Schools and Teachers

3. Teachers comprise the largest, most steadily growing profession in India. In 1991 teachers accounted for 11.8% of all government employees. During the period 1990-95, the total strength of teachers at different levels of school education increased from 40 lakhs to 44 lakhs, an increase of 6.5%. The growth rates vary across States. While these are more or less static in Kerala and Tamil Nadu, the teaching corps is expanding rapidly in States with high population growth rates such as Bihar, Madhya Pradesh, Rajasthan and Uttar Pradesh. As a result, in these States the student-teacher ratio has risen over the past decade.

4. The number and proportion of women teachers has grown steadily since Independence. Women comprise almost one-third of school teachers. Nevertheless men outnumber women by more than 2 to 1 in schools. There are wide variations between States with the proportion of women teachers being much higher in the South than in the North.

5. As per the Selected Educational Statistics (1995-96) of the Ministry of Human Resource Development following is the number of school teachers at various levels :

Table No. 1**(in lakh)**

Stage	Male	Female	Total	% of female Teachers
1. Primary	11.9	5.5	17.4	31.60
2. Middle	7.6	4.1	11.7	35.09
3. Secondary	5.9	3.2	9.1	35.76
4. Higher Secondary	3.9	1.9	5.8	32.75
Total	29.3	14.7	44.0	33.40

The position of availability of trained manpower is as under :

Table No. 2**(in lakh)**

Stage	Total No. of Teachers	No. of untrained teachers	%-age of trained teachers
1. Primary	17.4	2.1	88.0
2. Middle	11.7	1.4	88.0
3. Secondary	9.1	1.0	89.0
4. Higher Secondary	5.8	0.5	91.0
Total	44.0	5.0	89.0

The number of teacher education institutions in the country and the enrolment of trainees therein is as under :

Table No. 3

Stage	No. of Institutions	Enrolment (in lakh)		
		Male	Female	Total
Elementary	1221	0.58	0.55	1.13
Secondary	633	0.72	0.50	1.22
Total	1854	1.34	1.05	2.39

6. The position regarding the total number of teachers at the end of VIII and IX Five Year Plan (assuming an annual rate of growth in number of teachers at elementary stage at 4% and secondary at 5%) that can be covered by face to face in-service training programmes in DIETs, CTEs and IASEs is indicated below :

Table No. 4

(in lakhs)

Category	No. of teachers at the end of VIII Plan	Estimated No. of teachers at the end of IX Plan	No. of DIETs/CTEs/IASEs at the end of VIII Plan	Teachers who can be trained in DIETs/CTEs and IASEs
Elementary	30.70	37.50	425	12.75 (41%)
Secondary/Hr. Secondary	15.94	20.41	135	4.05 (25%)

7. Hence the need for greater use of open learning systems and distance education methodologies for in-service training of teachers, over and above expanding and strengthening face-to-face inservice training facilities.

II. NPE AND POA ON TEACHERS AND TEACHER EDUCATION

8. The NPE, 1986 calls for a substantial improvement in the conditions of work of teachers and the quality of teacher education. The policy also emphasises teachers' accountability to the pupils, their parents, the community and to their own profession. POA, 1992 envisages following measures to achieve the broad policy objectives of NPE :

- Strengthening of centrally sponsored scheme of teacher education;
- Creation of SCERTs as autonomous and independent bodies.
- Special Orientation Programme for School Teachers and Creation of Teachers Centres.
- Setting up of National Council for Teacher Education (NCTE)

- Strengthening of the Departments of Education of Universities.
- Programme support to other teacher training institutions.
- Laying down of norms for accountability of teachers.
- Evolution of code of professional ethics for teachers.

Other measures to ensure quality and motivation among teachers, indicated in the NPE are :

- Streamlining of the system of recruitment, transfer/posting and evaluation of teachers;
- Pay and service conditions commensurate with their responsibilities and as uniform as possible through out the country;
- Adequate promotion opportunities, incentives for good performance and disincentives for non-performance; and
- Professional freedom and full involvement in formulation and implementation of educational programmes.

9. In addition to the above, the POA also envisages special measures for providing housing facilities for teachers in urban as well as rural areas.

III. TEACHER EDUCATION: PRESENT SCENARIO

10. The Centrally Sponsored Scheme of Restructuring and Reorganisation of Teacher Education introduced in the VII Plan and continued during VIII Five Year Plan has six components:

- Establishment of DIETs to provide quality pre-service and in-service education to teachers and Adult Education/Non-Formal Education instructors, to provide academic and resource support to the elementary and adult education systems and to engage in action research and innovation in these areas.
- Upgradation of selected Secondary Teacher Training institutions into CTEs and IASEs to provide similar facilities for the Secondary School

system. The IASEs are expected to take up training of elementary teacher educators besides emphasising research and innovations.

- Strengthening of SCERTs by conferring independent and autonomous status with responsibility to supervise and guide the functioning of DIETs, District Resource Units(DRUs) and other teacher education institutions.
- Strengthening of the Departments of Education in universities so that they can provide academic support to the network of training institutes set up at various level.
- At the national level statutory status to be given to NCTE in order to:-
 - (a) determine and maintain standards of teacher education.
 - (b) Regulate institutions of teacher education with a view to phase out malpractising and substandard institutions.
 - (c) lay down norms, standards and guidelines for the programmes of continuing education and professional development of teachers and teacher educators.
 - (d) advise the Central Government, State Governments, Universities and other agencies in all matters relating to teacher education

11. As can be seen from above, the major aspects of the new approach have been :

- (a) Emphasis on teacher education as a recurrent and continuous process.
- (b) Creation of institutional support structures to initiate, implement and monitor quality improvement in teacher education at National, State and district levels.
- (c) Net-working of institutions for synergic action.

Progress of Teacher Education Schemes in VIII Plan

Table No.5 Progress as on 31 March, 1996

Sl. No	Item	Target	Achievement
1.	Programme for Orientation of School Teachers (1986-90)	2.0 million teachers	1.76 million teachers
2.	Establishment of DIETs	425 by the end of VIII Plan	424
3.	Upgradation of Secondary Teacher Education Institute into CTEs/IASEs	135	107
4.	Strengthening of SCERTs	29	18
5.	Special Orientation Programme of Primary Teachers(SOPT) during 1993-97	1.8 million teachers	0.4 million teachers

Table No. 6 Financial Outlays for Teacher Education (Rs. in Crore)

Year	Financial Assistance released for :	Amount
1992-1993 to 1995-96	DIETs	250.430
	CTEs/IASEs	36.300
	SCERTs	4.775
	SOPT	45.720
	Total	337.225

District Institutes of Education and Training

12. In view of the high priority accorded to the achievement of the target of UEE, a major emphasis under the Teacher Education Scheme has so far been on setting up of DIETs. 424 out of 452 districts in the country (as per 1987-88 configuration) have been sanctioned DIETs. Efforts are on to cover the remaining districts also during the VIII Plan period. Most of the uncovered districts are in the States of Bihar and West Bengal. During IX Plan emphasis would be on coverage of newly created and uncovered districts and operationalisation of DIETs sanctioned so far.

Staffing

13. Given the centrality of DIETs in quality improvement of elementary education, adequate and well-qualified personnel with the right aptitude and motivation should be posted in these institutes. Unfortunately the State Governments' personnel policies do not seem to be fully geared to achieve this objective. So far 46% of faculty positions have been filled. In terms of numbers, J & K and Tamil Nadu have filled up all academic posts. Haryana, Kerala & Rajasthan have also filled up more than 75% academic posts in DIETs. In Andhra Pradesh, Goa, Gujarat and Delhi more than 60% of academic posts have been filled up. The performance of Assam, Karnataka, Himachal Pradesh Madhya Pradesh, Punjab and Mizoram is also reasonably good as they have filled up about half the posts. However, the remaining States have substantial vacancies. Bihar, Meghalaya, Sikkim, Tripura, West Bengal, Andaman & Nicobar Islands have not filled up a single academic post sanctioned for these institutions. The position in Maharashtra, Manipur and Uttar Pradesh is also quite unsatisfactory. The State Governments have to take immediate action not only to create all these posts and fill them up, but also make it a conscious state policy to select persons of outstanding merit and aptitude in accordance with the DIET guidelines to fill various faculty positions.

Construction of Buildings

14. This is an area where progress in most of the States has been tardy. Only in Tamil Nadu, have all civil works been completed. In about 27% DIETs civil works are yet to start, a majority of such DIETs are in Arunachal Pradesh, Assam, Bihar, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Manipur and West Bengal. It has been observed that due to numerous factors civil works take a very long time (about 6-7 years in some cases) resulting in cost over-runs and other difficulties. The construction process needs to be speeded up.

15. It has also been observed that in a number of cases although the central assistance for civil works has been released in full and the buildings have also been constructed, still these are not being utilised because of lack of certain essential services like water supply and electrification. In such cases, additional central assistance could be given on a case to case basis.

Utilisation of Funds

15. The expenditure pattern shows a wide range. Seven States namely Andhra Pradesh, Madhya Pradesh, Mizoram, Punjab, Rajasthan, Tamil Nadu and Uttar Pradesh have utilised about 75% or more of the funds and the expenditure pattern shows a wide range. While utilisation percentage is very low in Arunachal Pradesh, Bihar, Goa, Gujarat, Manipur, Maharashtra, West Bengal, Pondicherry and Andaman & Nicobar Islands, the progress in Assam, Haryana, Jammu and Kashmir, Kerala, Meghalaya, Orissa and Sikkim is quite good. In the case of Uttar Pradesh the expenditure on civil works is quite good. The States need to accelerate the pace of implementation, especially in regard to staffing and construction of buildings. Issues relating to timely purchase of standardised equipment, their installation and utilisation need to be addressed. It has been noticed that flow of funds has not been smooth and various procedural bottlenecks have resulted in inadequate and irregular flow of funds to DIETs. As a result DIETs have not been able to adhere to the training calendars drawn up at the beginning of the year. States must review the fund flow pattern and devise systems to facilitate smoother and timely releases.

Inservice Training Programmes

16. Regular organisation of inservice training programmes is one of the main indicators of effective functioning of a DIET. As per the information available, about 330 DIETs in the country are conducting training programmes. Most of the non-functional DIETs are in the States of Bihar,

West Bengal and Pondicherry. A few DIETs in Manipur, Nagaland, Arunachal Pradesh and A&N Islands are also not yet operational. SCERTs would have to take on the responsibility of co-ordinating and supervising the functioning of DIETs more closely. Practical problems related to differential in per diem rates, non-attendance of training programmes by a number of teachers, drawing up rosters of training to provide equal opportunities for training, etc. need to be resolved.

Colleges of Teacher Education And Institutes of Advance Studies in Education

17. Most of the CTEs/IASEs have been engaged in pre-service Teacher Education programme and a majority of them have not geared themselves to the new role of centres for continuing education of teachers. They have generally utilised financial assistance provided for construction of building, purchase of equipment and additional staff. However the overall ethos of pre-service teacher education institutions has by and large remained unaltered.

Strengthening of SCERTs

18. At present there are twenty SCERTs and nine SIEs. Some well equipped SCERTs have adequate academic and administrative staff and other infrastructural facilities and are performing their roles satisfactorily relating to research, development, training, extension, documentation and consultancy. However, the status of most of the SCERTs/SIEs is weak. They require considerable resources as well as better faculty to enable them to come up to the level of vibrant State level organisations, capable of playing an effective role as lead institutions. States have been slow to make use of the central assistance provided on matching basis for strengthening of SCERTs during the VIII Plan. Development of SCERTs as autonomous and independent bodies needs to be pursued with greater vigour.

Special Orientation Programme for Primary School Teachers

19. A Special Orientation Programme for Primary Teachers (SOPT) was taken up during VIII Plan period. Started in late 1993 on a massive scale, this programme aimed at covering 1.8 million primary teachers in the country in the use of Operation Blackboard material and MLL strategy. NCERT is the apex implementing agency at National level and SCERTs/SIEs are the nodal agencies in the States/UTs for executing the training programme. During 1994-95 and 1995-96, achievement in terms of teachers' training has been about 25% and 44% respectively. Within the provision of Centrally Sponsored Scheme of Restructuring and Reorganisation of Teacher Education, about Rs.45 crores have been released to NCERT for this purpose. A total of 40,903 teachers have been trained as in September 1996. The details of the resource persons and teachers trained under this programme during the VIII Plan are as follows:-

Table No.7

Teachers Trained

Year	Resource Persons	Target	Achievements
1993-94	3423	426760	30381
1994-95	3278	445800	113050
1995-96	3263	445800	227970
1996-97	827	445800	45798 (As on Sept'96)

20. The scheme was launched towards the end of 1993-94. Therefore, training of teachers could not be started during that year. However, during 1994-95, achievement in terms of teachers was about 25% and during 1995-96 about 44%. Inadequate human resources and poor infrastructural

facilities at the training centres have been a big hurdle and financial norms are to be revised for successful implementation of the programme.

Strengthening of Departments of Education in Universities

21. The University Grant Commission (UGC) has selected following five Departments of Education for support under its special assistance programme for departmental research support :-

- Department of Education, Kashi Vidyapith,
- Department of Education, M.S. University, Baroda,
- Department of Education, Osmania University,
- Department of Education Rohilkhand University,
- Department of Education, Punjab University.

22. The UGC has also taken a decision to assist some distinguished University Departments on regional basis for taking up courses in education at the post-graduate level.

National Council for Teacher Education

23. The statutory National Council for Teacher Education has been set up with effect from 17 August, 1995. It has evolved norms and standards for pre primary teachers, elementary and secondary teacher education institutions and guidelines for institutions running B. Ed. through correspondence. The process of recognition of institutions has started. Norms for B.Ed through distance education mode and M.Ed. are also likely to be notified soon. The Council has initiated the exercise of restructuring the curriculum framework for teacher education and a discussion document has been circulated for a nation-wide debate. Synchronizing with competency-based instruction at primary and upper primary stage in schools, the Council has also taken up preparation of competency -based curriculum for elementary teacher

education institutions. Various other academic projects are in hand. Gradually the NCTE is assuming its rightful place as an apex organisation responsible for regulatory as well as professional aspects of teacher education for school teachers.

Teacher Education In Some Internationally Assisted Projects and Partnership with NGOs.

24. During the past few years useful innovations in teacher education have been made in a number of states through internationally assisted projects, namely, Andhra Pradesh Primary Education Project (APPEP), Lok Jumbish Project (LJP), Shiksha Karmi Project (SKP), Bihar Education Project (BEP) and the District Primary Education Programme (DPEP) in partnership with a number of NGOs. District resource Units (DRUs) in DIETs and through NGOs have made a beginning in training of instructors for adult literacy and nonformal education programmes.

IV. OVERCOMING THE BACKLOG OF UNTRAINED TEACHERS

25. The problem of liquidation of the backlog of the untrained teachers on the one hand and the need for providing quality pre-service training and recurrent in-service training to all teachers every 4-5 years is so enormous that we have to harness our resources in a planned and co-ordinated manner to create adequate institutional mechanisms to meet the present and future requirements of teacher education. Not only do more DIETs/CTEs/IASEs need to be set up, most of the other TEIs also need to be upgraded. All Teacher Education Institutions should become institutions of continuing education of teachers offering a variety of pre-service and in-service training programmes. The focus in the next plan, should be on bringing all viable teacher education institutions within the ambit of the effort for setting up a sound system of continuing education for teachers.

26. The VIII Plan estimated 61,000 under qualified and untrained elementary teachers in the country. In the IX Plan consistent efforts have to

be made to ensure that under qualified teachers receive content upgradation and in-service pedagogic training .

27. It would be difficult to accurately estimate the number of under-qualified and un- trained teachers in different States. Provisions would be made for training of such teachers by formulating State specific programmes. In this effort, which indeed would be a collaborative one, institutions like NOS, Boards of Secondary Education, NCTE, NCERT and IGNOU would have to come together as partners. North Eastern states have a high percentage of backlog of untrained teachers. It is here that central assistance would appear to be necessary.

28. In states like West Bengal, Orissa and Assam the backlog of untrained teachers was high in the VIII Plan both in absolute and percentage terms. States where the backlog was high in absolute but not in percentage terms were Uttar Pradesh, Bihar, Rajasthan, Maharashtra and Karnataka. Planned efforts would also be made in these states to reduce the backlog of untrained teachers.

29. The State-wise details of untrained teachers at elementary and secondary levels respectively are given in Annexure VIII and IX.

V. REDUCING THE MISMATCH BETWEEN DEMAND AND SUPPLY OF TRAINED TEACHERS.

30. The absence of manpower planning in teacher education and lack of proper co-ordination between planning and human resource development have been a matter of serious concern. In certain parts of the country the trained teachers have to wait for several years to get employment and by the time they are employed, the benefits of training are practically lost. Yet there are certain other areas where there is acute scarcity of trained teachers. This anomaly has basically arisen out of the wide gap between training capacities created in the States and their potential to absorb the trained manpower. For instance in Andhra Pradesh the annual requirement of Secondary level teachers is 1208 only whereas 7600 candidates are

annually enrolled in the teacher training colleges of the State. On the other hand there is acute shortage of trained teachers in the North-Eastern States which account for 35% of untrained teachers employed in the country.

31. Mismatch between demand and supply of teachers in the States not only results in wastage of our training capacity but it also has adverse impact on the morale of teaching community. If a person has to wait for a number of years before he actually gets employed as a teacher after obtaining the requisite qualifications, the impact of the training on his actual performance gets considerably diluted in the intervening period. The quality of teaching also gets affected in the other scenario where a person serves as a teacher without acquiring necessary skills for a number of years before he is actually offered the opportunity of training.

32. The National Council for Teacher Education is seized of this problem and is expected to work out modalities during the IX Plan to overcome the problem of mismatch between demand and supply of trained teachers in consultation with the State Governments.

VI. TEACHERS: MOTIVATION AND STATUS

33. Teachers play a major role in implementing the policies and schemes formulated to achieve a breakthrough in the quantitative expansion and qualitative improvement of education. Reflecting the crucial role of teachers in national development, the NPE 1986 called for a substantial improvement in the conditions of work and quality of teacher education.

34. The important determinants of the status of teachers could be identified as follows:

- The academic and professional requirements for entry into the profession.
- The financial and other economic benefits.
- The freedom of teachers to take part in public affairs.
- The professional responsibility assumed.

- The degree of public recognition.

Qualifications

35. The educational qualifications of teachers have been gradually increasing. The C.A.B.E. has envisaged raising the general education of primary teachers to 12 years of schooling in all States. Accordingly most states have prescribed 12 years schooling as the minimum requirement, though some states still have the entry qualification as Secondary School Examination pass. In the IXth Plan the endeavour will be to raise the entry qualification of elementary teachers to 12 years of schooling in all States/UTs.

36. The minimum education required for admission to a Secondary Teacher Education programme is graduation and post-graduation for higher secondary teachers. 58% of teachers at secondary and higher secondary levels are graduates and 33% are post-graduates.

Pay and Allowances

37. Teacher's pay is probably the most important element affecting the quality of education. The salaries of different levels of teachers are established separately by each State and are determined on the basis of academic qualification, training and experience. They are given price - index linked DA in addition to salaries. They are also granted other allowances such as City Compensatory Allowance, House Rent Allowance etc., However, these allowances differ between States. There is a provision of selection grade for all categories of teachers. Most of the States provide fixed Medical Allowance or Reimbursement of Medical Expenses, Advances for House Building and purchase of Conveyance and free education for the children of teachers as well as retirement benefits of Pension, Gratuity and Group Insurance. Teachers salaries, allowances and retirement benefits are comparable to those of other public services with similar qualifications.

However teachers perceive their economic status as low and there is a growing tendency to augment their incomes from private tuition and other part-time work.

Teachers' Grievances

38. The rapid growth in the number of teachers has not been matched by sufficient decentralisation of authority to deal with their service related matters. Centralisation coupled with procedural rigidities and a non-responsive administrative machinery have resulted in inordinate delays and proliferation in disputes relating to recruitment, deployment, promotions and settlement of service claims as well as retirement benefits. Some major consequences are massive litigation, increased interference of Teachers' Associations in administrative work and demoralisation among teachers.

39. One of the crucial challenges facing State Governments is to take necessary steps to redress this situation effectively within a satisfactory time frame. This would entail greater devolution of powers to the district, Block and school.

Working Environment and Facilities

40. It is generally accepted that the working environment and conditions of work for teachers, particularly those serving in rural primary schools, are far from satisfactory and contribute to their low self-esteem and motivation. Contributory factors include:

- Schools without adequate buildings and devoid of essential facilities such as furniture, equipment, drinking water, toilets, etc.
- Lack of teaching aids and libraries.
- Heavy curriculum and workload, particularly for rural primary teachers.
- Arbitrary and frequent transfers often unrelated to their choice of placement and performance.

- Insufficient supervision and assistance heightening feeling of isolation
- Multi-grade teaching responsibilities without adequate supervisory support.
- Commuting from long distances.
- Lack of proper housing facilities.
- Non-instructional and administrative duties such as supervising elections, participating in census operations, conducting family planning drives, collecting small savings and performing a number of other miscellaneous tasks, producing adverse impact on the main task of teaching, evaluating and maintaining quality.

41. One of the serious fall outs of this situation is high teacher-absenteeism, especially in remote rural areas, which need the services of teachers most.

Rewards

42. Teachers are involved in the formulation of education policies, development of curricula, syllabi and instructional material. They are also represented on decision making bodies of Universities, Boards of School Education, SCERTs DIETs and educational institutions.

43. Teachers are autonomous in the management of their classes and are encouraged to undertake experimentation. Every year, NCERT conducts an All India Competition of Innovations and Experiments undertaken by school teachers and teacher educators.

44. Another aspect of enhancing motivation is through the institution of an annual Teachers' Day on September 5. This day is observed in all the schools throughout the country according a special place to the teacher. Under the aegis of the Ministry of Human Resource Development, a National

Foundation for Teachers' Welfare has been set up. This Foundation provides facilities and funds for teachers' welfare.

45. With the objective of raising the prestige of teachers and giving public recognition to teachers, the scheme of National Award for Teachers was launched in the year 1958-59. Primary, middle and higher secondary school teachers are eligible under the scheme. Each award carries a certificate of merit, cash payment of Rs.10,000 and a silver medal. In 1993, the number of awards given was raised from 296 to 302.

46. Nevertheless one of the major challenges for motivating more teachers to perform better is to evolve a transparent and efficient system to link good teacher performance with appropriate incentives which should include a more rapid career advancement for teachers of outstanding merit and ability.

47. Upgrading the quality of the teaching staff, bringing about improvement in their working conditions and undertaking special steps to improve motivation will no doubt contribute towards better performance.

VII. TEACHER EDUCATION IN IX PLAN

48. Universalisation of Elementary Education would be the paramount objective during the IX Plan period. It follows that those areas which help us to achieve the goal of Education for All should be given overriding priority in teacher education. For all teachers training programmes at primary and secondary level (the service as well as inservice) and for all programmes meant for teacher educators both professional competencies and professional commitment should clearly be emphasised. Needless to say that emphasis during IX Plan would continue to stay on elementary teacher education as we have still to bridge a large gap between the demand and supply of qualified and well trained manpower. A large infrastructure and network of institutions has already been created during VII and VIII Plan.

During the IX Plan the attempt would be to consolidate the gains already made in this direction and expand the network of teacher training through conventional as well as the distance mode to cover the entire population of teachers. While coverage would be an important priority, quality of courses and training programmes would also remain high on the agenda.

Teacher Education in the IX Plan - Objectives

49. Within the given priorities and resources made available, the ninth plan would achieve the following objectives.

- (i) Consolidation of initiatives taken in the VIII Plan under the Centrally Sponsored Scheme of restructuring and reorganisation of teacher education.
- (ii) Improvement of content, processes and management of pre-service and in-service education programmes and making them a seamless whole.
- (iii) Liquidation of large backlog of untrained serving teachers, especially in the North Eastern region.
- (iv) Developing mechanism for continuous professional upgradation of teachers through distance education.
- (v) Using, as far as possible, dual mode techniques in all in-service teacher training programmes.
- (vi) Developing NCTE and NCERT into national resource centres to disseminate new ideas and innovative practices on teacher education.
- (vii) Matching supply and demand of trained teachers through proper manpower planning by States.
- (viii) Developing a network of national and state institutions for continuing in-service training of teacher educators.
- (ix) Improving status, motivation and working condition of teachers.

VIII. TEACHER EDUCATION IN IX PLAN - STRATEGIES

50. To achieve the broad objectives set forth in paras 33 to 49 above, following strategies would be adopted during the IX Plan period.

Expansion and Consolidation of DIETs, CTEs, IASEs & SCERTs

51. The establishment of DIETs, CTEs, IASEs and strengthening of SCERTs have been significant initiatives of the VIII Plan period. However the infrastructure created during the VIII Plan is yet to be optimally utilised due to various factors indicated in paras 10 to 24 of this document. During the IX Plan the difficulties in the way of optimal utilisation of these institutions would be addressed with a view to bringing these institutions to a level where they could serve as centres of excellence in Teacher Education. The persistent demand of several States for establishment of DIETs in new districts created since September 1987 and for provision of additional funds to complete construction of DIETs would need to be met.

Strengthening of Other Teacher Training Institutions

52. The IX Plan would endeavour to fulfil the objectives laid down in the Programme of Action, 1992 viz sanction of DIET in each of the districts (525), setting up of 250 CTEs/IASEs and Strengthening of SCERTs. Even after creation of this infrastructure, it would not be sufficient to cater to the requirements of training and re-training about 58 lakh teachers. Hence it is essential that the teachers training institutions outside the purview of the present scheme of restructuring and reorganisation of Teacher Education, should also be strengthened. We have more than 1800 teacher education institutions in the country for elementary and secondary teachers. These institutions are working at various levels of operational efficiency. It would be incumbent upon NCTE to evaluate these institutions with a view to bringing them within the national network of teacher training. Such of the institutions

which fulfil the norms laid down by NCTE should be assisted during IX Plan for both inservice and pre-service training of teachers.

Partnership At The National Level for Improving Content & Management of Teacher Training

53. India has developed an impressive network of institutions at national level which are involved in teacher education. These institutions are NCTE, NCERT, NIEPA, UGC, IGNOU and The National Open School. There is need for co-ordinating the efforts of these institutions for achieving the desired objectives of improvement of content, processes and management of pre-service and in-service education programmes in an efficient manner. For this purpose the proposed National Advisory Body for teacher education under the Chairmanship of Union Education Secretary would meet periodically to ensure functioning of National Level training institutions in an efficient, harmonious and co-ordinated manner.

Greater Involvement of Voluntary Agencies

54. During the last decade or so NGOs have come forward in a big way in the area of Adult Education, Non formal Education, Special Education and Early Childhood Education. In Teacher Education, a number of NGOs have contributed significantly in bridging the gap between the existing teacher training infrastructure and the requirement of teachers in rural areas. The success of NGOs in Shiksha Karmi and Lok Jumbish Project in Rajasthan in designing, developing and delivering contextually relevant, innovative and experimental programmes of teacher training in interior rural areas on a continuing basis is worthy of emulation.

Networking of State Institutions for improvement in Teacher Education

55. During the VII & VIII Plans a large number of institutions like SCERT, IASEs, CTEs and DIETs have been set up in different States. An effective network of these institutions should be evolved within States to upgrade the quality and content of programmes by sharing and pooling expertise and resources. There is need to develop and strengthen partnerships between a) SCERTs, IASEs, CTEs and DIETs; b) Government Institutions and Non-Government TTIs; c) Regional Institutes of Education and SCERTs; d) University faculties of education and State Agencies; and e) Voluntary Organisations and State Governments.

Use of Distance Education for In-Service Training of Primary Teachers and Teacher Educators

56. A National Action Plan for in-service education of primary teachers through distance education has been prepared with the assistance of ADB & UNESCO to utilise the latest communication technologies available in India for training of teachers, teacher educators, educational supervisors and Panchayat Raj functionaries. Implementation of National Action Plan would enable us to train a much larger number of teachers at frequent intervals without compromising on quality. It would also address some of the weaknesses of the cascade mode of mass training of teachers. The details of the National Action Plan have been provided in the programmes under IX Plan.

Streamlining of Project Formulation and Clearance Machinery

57. As per the existing guidelines, projects for setting up and upgradation of DIETs, CTEs/IASEs and strengthening of SCERTs are required to be considered by State Level Empowered Committees before these are recommended to the Ministry of Human Resource Development by the concerned State Government. It has been observed that the present system is not serving the desired objective and needs to be reviewed. SLEC

meetings are often not attended by national experts and properly formulated project proposals are not forthcoming for discussion in such meetings. States require assistance in preparation of projects which need to be examined by experts at national level. The Ministry would consider revision of the existing procedure of project preparation and approval.

Proper and Timely Utilisation of Funds by States

58. One of the major factor for slow operationalisation of DIETs during VII and VIII Plan has been bottlenecks in the flow of funds to these institutions. States are expected to evolve more efficient and decentralised mechanism for facilitating smooth and timely release of funds to DIETs. SCERTs could play a vital role in this regard. States would also have to play greater attention towards filling up the faculty parts in DIETs from amongst the professionally qualified and committed personnel as per the broad guidelines prescribed by MHRD. Further there is a need for giving due recognition and Status to the post of Principals of DIETs and for sufficient delegation of administrative and financial powers to him. This would go a long way in ensuring efficient management of these institutions. If necessary the Ministry would arrive at memoranda of Understanding (MOU) with States to ensure that necessary steps are taken by them for efficient utilisation of financial assistance given under various teacher education scheme.

Research, Monitoring and Evaluation

59. An efficient monitoring and review mechanism shall be developed during the IX Plan to periodically monitor the progress of the scheme of Re-organisation and Restructuring of Teacher Education on a concurrent basis. The review would focus on shortcomings and bottlenecks and give suggestions for modification and improvement of the scheme. For dissemination of key practices and exchange of experiences, study visits and professional affiliation in India and abroad would be assisted.

Linking Training with Career Advancement

60. It has been observed that teacher's participation in the inservice education programmes is not very encouraging. The reasons for low attendance include lack of motivation on the part of teachers, lack of uniformity in per diem rates, which are often too low to offset actual expenditure by trainees, absence of appropriate incentives and reluctance to relieve teachers for training during working days. It is essential to make provision for linking participation and performance in training programmes with career advancement.

IX. PROGRAMMES FOR NINTH PLAN PERIOD

Expansion and Consolidation and Expansion of DIETs/CTEs/IASEs Programme.

61. As per the information available, about 300 of the sanctioned 424 DIETs are conducting in-service training programmes, though not upto the optimum level. Most of these DIETs are not fully operational, mainly because of shortage of staff. In a large number of DIETs, all seven branches are not functioning. A number of DIETs are running only pre-service training programmes. Most of the DIETs are not performing the assigned roles and functions in areas of the Planning & Management, curriculum development & evaluation and training of adult and non-formal education instructors. In-service training programmes are not being organised by several DIETs due to non availability of staff in the relevant disciplines, insufficiency of infrastructure and financial constraints.

62. However, the process of filling up of posts in the DIETs has picked up during the last two-three years as the State Governments are now realising the catalytic and critical role of these institutions in the development of education at the grass roots level. These institutions are playing an important role in educational initiatives like DPEP. It is necessary that this

momentum is maintained. An edifice of training and resource institutions has been erected. It should now be operationalised and consolidated. It is, therefore, proposed that the recurring central assistance for these institutions should be continued during the IX Plan period.

63. The revised norms for continued assistance have been indicated in paras 70 to 73 based on escalation in costs and revision of salary and allowances.

64. During recent years there has been rise in the cost of construction of buildings. In view of this, civil works in a number of DIETs/CTEs/IASEs sanctioned during VII and VIII Plans could not be completed for want of funds beyond the central assistance sanctioned for these institutions as per the existing norms. It is therefore proposed that some additional central assistance may be provided for completion of these buildings so that these structures can be put to efficient use. The quantum of central assistance may be provided on a case to case basis keeping in view the works yet to be completed and the revised norms of central assistance for construction of a full fledged DIET/CTE/IASE.

65. In the DIET guidelines it has been suggested that a DIET would have 7 branches, namely (i) Pre-Service Teacher Education (ii) Work Experience Branch, (iii) District Resource Unit for Adult and Non-formal Education, (iv) In-Service Programmes, Field Interaction and Innovation Co-ordination Branch, (v) Curriculum, Material Development and Evaluation Branch, (vi) Educational Technology Branch, (vii) Planning and Management Branch. However, if the State Government feels that a variant of this standardised structure would be more appropriate, the Central Government has been open to the suggestions and considering the request on the merit of the proposition. States can initially take on some of the branches according to their educational requirement and they can gradually develop other branches of DIETS. The basic objective of ensuring a sound

institutional base for the continuation training and research needs to be, however, kept in view.

66. The Programme of Action (POA) 1992 envisaged one DIET for each of the district in whole of the country. During the VIII Plan period we have already sanctioned 424 DIETs as against the target of 425. To cover all the existing districts during the IX Plan we may require 525 DIETs. Accordingly it is proposed to sanction 100 NEW DIETs during the IX Plan period. Similarly POA also envisages 250 CTEs and IASEs to be created in phased manner. During the VIII Plan period we have been able to sanction 73 CTEs against a target of 75 CTEs. We have also sanctioned 34 IASEs against the VIII Plan target of 50 IASEs. During the IX Plan it is proposed to achieve the target laid down in POA and hence 125 new CTEs shall be created by upgrading some of the existing institutions in the States. Similarly the target of 50 IASEs which could not be achieved during the VIII Plan period would be achieved during the IX Plan by sanction of additional 15 IASEs.

67. There has been considerable progress in establishment of DIETs, CTEs and IASEs but the IX Plan would have to focus on aspects which would enable these brick and mortar structures to pulsate with energy infusing a new quality consciousness in schools, teachers and the community. The challenge is to mould these institutions to taken this leadership role through a systematic orientation of teacher educators using all possible modalities, including distance education. The thrust should be on raising the level of competence, firstly by revamping the pre-service curriculum bringing it in line with a more focussed competency based approach; secondly, by designing inservice programmes tailored to the needs of the specific groups concentrating on content and methodological areas; thirdly by an exchange programme of visits, discussions between States; and fourthly by evolving a network of mutually reinforcing institutions like NCERT, NCTE, IGNOU, RIEs, University departments and IASEs.

68. The role clarity of teachers in the current context of UEE is an imperative need. Easy production of intelligible handbooks aiding the teacher, involvement of teachers in the production of teaching learning materials including textual materials, enabling the teacher to handle multigrade situations effectively, providing a local flavour to the classroom transaction making it relevant to the child and continuous evaluation of pupil's performance to improve the level of learning are the key themes to be incorporated in the training programmes. There is a need to bridge the chasm between research and practice, between the classroom and the field. Action research projects need to be designed keeping in view field level problems and insights gained should illuminate practice and help teachers perform better.

Revision in Norms and Pattern of Central Assistance

69. There has been a huge escalation in cost of construction, equipment, expenditure on salaries etc. during the last five years. The expenditure and the pay and allowances is expected to increase further in view of the pending revision of scales of pay on the recommendations of the 5th Central Pay Commission. According to the CPWD, the cost of construction has risen by 42% since 1992.

70. In view of this it is proposed to revise the norms of central assistance for DIETs/CTEs/IASEs as under:

(Rs. in Lakhs)

Institution	Existing	Revised
DIETs		
Civil Works (new DIETs)	100	150
(upgraded DIETs)	58	90
Equipment (new DIETs)	17	25
(upgraded DIETs)	13	20

71. As regards Hill States, VIII Finance Commission had recommended grant of additional 30% finances to take care of increased cost of construction etc. on account of logistic problems. It has been decided that this revised norm for hilly states shall be taken into account while determining the grants for newly sanctioned DIETs as well as incomplete works.

72. It is also proposed to give central assistance to DIETs whose civil works are incomplete or yet to start. On the basis of past experience, it is proposed to give central assistance at the rate of Rs.20 lakhs to incomplete DIETs and Rs.35 lakhs to DIETs whose civil works are yet to start.

73. Recurring expenditure: On an average, central assistance for DIETs may be of the order of Rs.40 Lakhs per annum (which includes expenditure on salaries, programmes and contingencies) as follows:

CTEs

Civil Works	55	85
Equipment	13	20
Recurring Expenditure	11	16

IASEs

Civil Works	63	95
Equipment	20	30
Recurring Expenditure	23	35

74. The DIETs which have been operationalised and are functioning requires to be provided with additional facilities for optimum and efficient

functioning. These DIETs have been experiencing difficulties in the absence of communication facilities and mobility. It is proposed to provide Rs. 10 lakhs to each operational DIET for provision of a vehicle, telephone, fax and other facilities. These facilities are proposed to be provided to a DIET which fulfils the prescribed criteria of staffing and in-service training programmes.

75. The total estimated expenditure on continued support to existing DIETs/CTEs/IASEs during IX Plan may be about Rs. 1059.60 crore and expenditure on new DIETs/CTEs/IASEs would be about Rs.473.00 crore. The State liability on account of recurring expenditure of DIETs may be of order of Rs.60 crores for this period.

Strengthening of SCERTs

76. Strengthening of SCERTs is an important component of the centrally sponsored scheme of restructuring and reorganisation of teacher education. The question of strengthening of SCERTs to perform its multifarious roles and responsibilities after the NPE, 1986 has been extensively discussed in a series of meetings and conferences of educationists and functionaries of the State Governments at the highest level. A Committee under the Chairmanship of the then Haryana Education Secretary considered in depth the matters relating to constitution, powers, management and administrative structure of the SCERTs. SCERT was envisaged as a State level autonomous and independent body with overall responsibility to supervise and guide the functioning of DIETs, DRUs and other teacher education institutions. It was also recommended that the entire recurring and non-recurring expenditure should be borne by the Government of India for a period of ten years (i.e.VIII and IX Plan periods). However, it was subsequently decided to share with the State Governments the expenditure on strengthening of SCERTs on 50:50 basis subject to the maximum of Rs.50 lakhs from the Central Government during VIII Plan period. Under this component 18 SCERTs/SIEs are to be covered by the end of the VIII Plan.

77. However, the status of most of the SCERTs/SIEs is weak. They require considerable assistance and guidance to enable them to come up to the level of apex State-level organisation and in educational research and training. A number of SCERTs do not have buildings of their own, while others lack in sufficient number of faculty positions, and competent and committed Faculty Members, modern ET equipment and well equipped libraries. Most of them do not have sufficient funds for projects and programmes and therefore, not enough research and innovation activities are visible in the SCERTs. Inputs required for strengthening of SCERTs and therefore, the quantum of financial assistance needed may vary from State to State. Sufficient flexibility will, therefore, be given to States in formulation of their project proposals and implementation of the scheme.

78. It is proposed that the quantum of Central assistance for strengthening of SCERTs may be revised upward as the existing Central assistance has not proved adequate and the State Governments have not been in a position to provide the required funding for efficient strengthening of SCERTs. It is accordingly proposed that Central assistance may be increased to Rs.two crore for each SCERT in IX Plan to meet the expenditure on items of non-recurring nature like institution building, hostels, libraries, auditoriums, computer lab, equipment etc. The State share shall continue to be Rs.50 lakhs. SCERTs which have received support in VIII Plan may also be considered for additional central assistance up to a maximum of Rs. 150 lakhs on merit. It is also proposed to give a recurring financial assistance of Rs.15 lakhs per annum to each SCERT for professional development of faculty and staff.

79. The practice of continuous in-service training of Directors and senior faculty of SCERTs would be revived by NCERT. The need for greater independence and flexibility in the functioning of SCERTs is generally acknowledged. It is expected that the Ministry, NCERT and the State

Governments concerned would provide a framework for conferment of greater academic, administrative and financial autonomy to SCERTs during IX plan. In view of the existing bottlenecks in the flow of funds, the possibility of direct funding of DIETs through SCERTs may be considered.

80. The total financial implication of strengthening of SCERTs during IX Plan would be Rs.65.50 crores.

Establishment of Block Resource Centres

81. Block Resource Centres(BRC), are visualised to give an impetus to elementary education at the block level by providing opportunities and facilities to elementary school teachers and heads; AE and NFE centres for their professional growth. They will infact be extensions of DIETs at the Sub-district level and provide the necessary impetus to elementary education by acting as resource centres. It is proposed to establish 900 BRCs during the 9th Plan.

82. BRCs will be provided funds by the Central Government. However, in the first instance these will be sanctioned only in those districts where DIETs are fully operational.

Functions

83. BRC will perform the following functions:

- i) To organise in-service education programmes on different educational themes (need based) for heads and teachers of Primary Schools and AE and NFE Centres.
- ii) Helping teachers in preparation of low cost teaching learning material.
- iii) Monitoring class-room activities, such as use of TLE, AV Aids, OB Material, MLL strategy, utilisation of local resources with a view to design modules for in-service training.
- iv) Facilitating PTA and VEC Meetings.

- v) Providing a link between DIET and teachers and a forum for teachers to share their professional experiences.
- vi) A forum for women teachers to exchange ideas and experiences in regard to personal and professional problems.

Operational Modalities

84. A Block Resource Centre may be located in a Secondary or a Senior Secondary School with good educational standards and having adequate physical facilities. Physical facilities and other infrastructure of the institution will be strengthened and an assistance of Rs.2 lakh will be given as non-recurring assistance to the institution for performing their assigned functions.

Programme Planning

85. BRC will prepare an annual calendar of educational activities in consultation with Members of an Advisory Committee and circulate it among teachers well in advance.

Budget Estimates

86. Being a Centrally Sponsored Schemes, funds (recurring and non-recurring) will be provided by the central government. It is proposed to provide recurring assistance of Rs. 6 lakh per annum to each of the BRCs on account of salaries, honorarium, training programmes, field visits, meetings and contingencies. To meet the non recurring expenditure, an amount of Rs. 2 lakh is proposed to be given as a one-time grant for the purchase of equipment books and furniture. Keeping in view the fact that equipments like computers, VCRs and TVs are very costly and the amount proposed to be released may not be sufficient, it is proposed to release assistance for non-recurring expenditure on matching basis which would like available an amount of Rs.4 lakh to a BRC for such expenditure. The total financial implication of the setting up of BRCs and CRCs during the Plan period would be of the order of Rs. 233 crores.

Cluster Resource Centres

87. It is also proposed to set up 2 CRCs each to a functional BRC on a pilot basis for a cluster of Primary Schools, which could provide a forum for professional development of Teachers through peer group interaction under the overall guidance of DIET/BRC. This will be taken up during the last two years of the Ninth Five Year Plan. The objective is to enhance Teacher competency through Group discussions, interaction with resource persons, screening/playing of cassettes of educational value etc. A provision of RS. 10 crore for this purpose is being made during the Plan period.

Support to Accredited Teacher Training Institutions for In-service Programmes

88. Even after establishment of 525 DIETs and 250 CTEs/IASEs, there would still be a substantial number of elementary and secondary teacher education institutions outside the ambit of the programme of restructuring and reorganisation of teacher education in the country. The need for creation of a sound institutional infrastructure for continuing education of teachers and providing easily accessible resource support to the elementary and secondary school system in the country is so enormous in magnitude that all teacher education institutions whether Government or Non-Government, have to rise to the occasion and respond to the national goals. It is proposed that out of the remaining about 1000 institutions, 600 ETEIs and 300 STEIs which have been recognised by NCTE and have sufficient physical infrastructure and staff, may be given one time assistance for procurement of equipment, training of faculty and research and innovation to enable them to upgrade their facilities to organise in-service training programmes for teachers and others on the pattern and scale of DIETs/CTEs/IASEs. The Principal of the DIET/CTE/IASE in the district/area may co-ordinate the organisation of in-service programmes with these ETIs/STEIs. It is proposed that each ETEI and STEI may be given a one-

time assistance of Rs.15 lacs and Rs.11 lacs respectively. The total estimated expenditure during the IX Plan is expected to be Rs.123 crores.

89. With the sanction of 525 DIETs and 250 CTEs/IASEs and upgradation of 600 ETEIs and 300 STEIs as suggested above, it may be possible to come close to achieving the target of covering every teacher atleast once in a period of five years under in-service training programmes as may be seen from the following table:

TABLE NO:8

Category of teachers	No. of DIETs/ STEIs/ IASEs	No. of ETEIs/ STEIs	Total No. inst. of in-service Education	Training capacity per inst. per year	Likely No. of teachers trained in 5 years (in lakhs)	Expected No. of Teachers during IX Plan (in lakhs)	% of Teachers trained
Elementary	525	600	1125	600	33.75	37.50	90
Secondary	250	300	550	600	16.50	20.50	80

Strengthening of NCTE

90. During the IX Plan period, the NCTE, set up in the VIII Plan as a statutory body, would be functioning on a firm footing. As contemplated in the NPE-1992 "all necessary resources and capabilities will be provided to NCTE for improving the quality of teacher education". Infrastructural facilities would be provided to perform its twin functions i.e. maintenance of norms and standards on the one hand and professional upgradation of teachers and teacher educators on the other.

91. The major task before the NCTE in the IX Plan period would be to develop teacher education curriculum frame work, undertake, complete and publish State Level Studies on Teacher Education (focussing on status, issues and futuristic projections), develop a Resource Centre and Institutional Data-base on teacher education provide professional inputs to

DIETs/CTEs/IASEs/SCERTs, commission research and survey on Teacher Education and publish quality resource materials.

92. In view of the widespread concern at the continued existence of sub-standard teacher training institutions in various parts of the country and the growing tendency of commercialisation of training of teachers, one of the foremost tasks of NCTE would be to develop a strong and credible accreditation machinery for curbing sub-standard institutions, weeding out commercial practices and enforcing standards in teacher training institutions. Simultaneously, there is need for encouragement and support to the good teacher training institutions in the non-government sector.

93. One of the relatively neglected areas is the development of a professional cadre of teacher educators in the country. There are about 30,000 teacher educators working in 1200 primary teacher education institutions and about 600 secondary teacher training institutions. They are responsible for pre-service, recurrent inservice, and continuing education of more than 30 lakh teachers in the whole country. It is therefore essential and urgent to improve the competencies and quality of these teacher educators. It is through them that DIETs, CTEs, IASEs, SCERTs and other such institutions will contribute towards the improvement and universalisation of quality of elementary level education and providing effective education at the level of secondary and higher secondary schools.

94. One of the major problems existing at present at the elementary teacher training level is that most of these teacher educators are trained to teach in secondary schools. Many of them have never taught in primary schools at all and are not familiar with techniques of handling children in the age group of 6-11 years. In consequence, they are not in a position to perform the task of primary teacher training effectively. This phenomenon exists on account of the fact that the secondary school teachers cadre and primary teacher educators cadre are treated administratively equivalent and

transferable. This problem has, therefore, to be resolved both by taking administrative measures on the one hand and by providing intensive inservice courses to prepare them to become effective primary teacher educators on the other.

95. It is expected that NCTE would take the initiative to evolve a well considered policy and appropriate strategies for teacher educators which addresses issues such as their qualifications, mode of recruitment, emoluments, deployment, career advancement, professional development, status and motivation.

96. Minimum levels of learning at the primary and upper primary levels would require NCTE to develop corresponding competency based teacher education in elementary teacher training institutions. Necessary literature would be developed after consultation with national level agencies (NCERT, IGNOU, NIEPA) and with state level authorities.

97. Dissemination of values like human rights, secularism, pursuit of excellence, national integration, composite culture, social cohesion, community participation would be one of the priority areas. NCTE may develop such material both in printed and video form to disseminate these values.

98. The Centrally Sponsored Scheme on teacher education should have mechanism which can seek optimal participation by different agencies working in the field of teacher education like NCTE, NCERT, NIEPA, IGNOU, NOS and UGC. The mechanism may be so designed that it has horizontal as well as vertical linkages so that a comprehensive management structure may be designed that would ensure links with State and District level bodies. NCTE could play a catalytical role in developing such a mechanism.

99. Activities relating to research need to be examined critically. Research has to be functional, field based and result oriented. Universities,

SCERTs, Institutes of Advanced Study in Education and CTEs should make joint efforts to outline research needs in each State. A State task force may be constituted to co-ordinate research activities. Central funding may be provided to each State to commission need based and field related research work.

100. Co-ordination of research especially related to teacher education at various levels—District, State and National—and by various agencies like DIETs, CTEs, IASEs, SCERTs and University Departments need a mechanism which would ensure that research findings are appropriately and promptly disseminated and communicated in language, understood by teachers and have a focus which should help in formulation/revision of policy. NCTE could assume this important role.

101. Experiments done by the Space Application Centre, Ahmedabad, IGNOU, Institute of Management Studies and NCERT show that interactive one way video and two way audio linkages can be established in India without much difficulty. As a consequence, IGNOU has already established a up-linkage station for facilitating video interaction. NCERT is on its way. NCTE should also develop video interactive linkages with SCERTs, Colleges of Education, Institutes of Advanced Studies in Education CTEs and DIETs. In the first phase, a pilot programme may be launched connecting about 20-30 institutions. In the second stage, such networks can also be established within States in a phased manner.

102. Some of the thrust areas of NCTE for TEIs during IX Plan period would be:

- Maintenance of norms and standards
- Curriculum Renewal
- Developing mechanism of monitoring and providing professional support to teacher education institutions

- Studies on Teacher Education
- Promoting distance education for in-service teacher education
- Developing a system of In-service education for teacher educators.
- Promoting research and innovations in TEI
- Developing resource learning materials for teachers
- Developing a Resource Centre and Data-base on Teacher Education
- Building institutional capabilities
- Support to professional association of teachers for professional upgradation

103. One of the mandate of the NCTE is to maintain standards in all teacher education institutions and at all levels of training. It involves laying down norms and guidelines for institutions, for designing new courses, for appointments of teachers, for fees chargeable by institutions and periodic review for enforcing accountability. The infrastructure of NCTE at the Headquarters and its regional committees would also be augmented both in the Head Office and Regional Committees. In the IX Plan suitable resources would be provided to NCTE to enable it to work as a dynamic professional body and execute its roles envisaged in VIII Plan. An outlay of 57 crores is proposed for NCTE's programmes and activities in IX Plan.

Role of NCERT in Teacher Education During IX Plan

104. The NCERT is a research and development (R & D) organisation in the school education sector and is responsible for experimentation and improvements in curricular, designs, syllabi and prototype instructional materials. Since the curriculum, syllabi and instructional materials form a basis for teacher training programmes, NCERT addresses itself to the task of formulation and organisation of teacher training programmes as school curriculum and teacher training have developmental linkages. Besides, present day effective transaction of school curriculum requires technology

based teaching aids within as well as outside the classroom, especially in the context of open learning system and NCERT has, over the years, created a first rate infrastructural facilities and production potential for teacher training through the distance learning mode. These facilities will enhance teacher effectiveness and will also be made available to the NCTE, to promote its programmes of qualitative improvement in teacher education over and above the NCERT's inputs in this direction. It is visualised that the NCERT and NCTE will function to supplement and complement each other's defined role and functions and to provide effective teacher education to school education system. The major programmes and activities which NCERT takes up, through its Regional Institutes of Education at Ajmer, Bhopal, Bhubaneswar, Mysore and Shillong; Department of Teacher Education and other academic departments of the National Institute of Education, will remain associated with the following:

A. Pre-Service Teacher Education

105. The NCERT will continue to design and offer innovative preservice teacher education programmes. The NCERT through its Regional Institutes of Education shall continue to offer programmes like four year integrated B.Sc. B.Ed/B.Sc.Ed. and M.Ed. (elementary education), etc. The institutes may also develop and offer innovative and need based Certificate/Diploma level programmes in specialised areas like Special Education, Measurement and Evaluation Guidance and Counselling, Educational Technology, Research Technology in future to meet the needs of school education in their respective regions. In the accomplishment of this task, it will follow the policies of the NCTE.

B. Undertaking Educational Research

106. Research is an integral function of the NCERT and is central to all its activity. Towards this end the NCERT has an Educational Research and Innovations Committee (ERIC) which is a Standing Committee of the Council to conduct, promote and commission research in all aspects of education by providing appropriate financial support. The NCERT shall continue to support and promote research in all sectors of education, including teacher education. The NCTE is already collaborating with NCERT to organise a Survey of Teacher Education. A blue print has already been finalised.

C. Undertaking Experimentation with a view to Developing Alternative Inservice Training Modalities such as Teacher Training through Teleconferencing Mode

107. The NCERT has organised two pilot training programmes in Karnataka and Madhya Pradesh for training of Primary Teachers using teleconferencing involving 2-way audio and one-way video, through the DIETs. All aspects of this inservice training model which takes care of the inadequacies of the cascade model has a great potential. Through its network of RIEs with the DIETs and the technical support of the CIET, the inservice training will be an important programme of the NCERT.

D. Capacity Building of State level and District level Teacher Education Institutions

108. The task of capacity building is enormous. A multiplicity of institutions is perhaps needed to make some dent in the system. The NCERT have already networked RIEs with DIETs in their respective states within their jurisdiction towards this end and it will continue to perform the existing functions such as

- organising orientation/training programmes for the faculty of these institutes;

forums for heads of these institutions for sharing experiences;

- preparing source materials for the faculties of these institutes.

E. Extending academic and technical support to MHRD in the formulation and Implementation of the various components of the Centrally Sponsored Scheme of Re-organising and Restructuring Teacher Education.

109. As in the past, the support will be extended to:

- Special orientation programme for primary teachers (SOPT)
- Academic technical support to the scheme of District Institutes of Education and Training (DIETs)
- Academic technical support to the scheme of colleges of teacher education (CTEs) and Institutes of Advanced Studies in Education (IASEs)
- Capacity building of State Councils of Educational Research and Training (SCERTs)

National Action Plan For Inservice Education of Primary Teachers Through Distance Education

110. There have been some important efforts in using the cascade model for enhancing training capability, both in PMOST and SOPT. While cascading increases coverage, it leaves a lot to desire as far as quality of training is concerned. Besides the transmission loss, the quality of available trainers decreases progressively from the national to the local training centres.

111. Interactive distance education offers new opportunity to cover large numbers with improved quality of training. India has significant experience, expertise and capability in distance education. More than 50 Universities in India offer courses through distance education. The National Open School and a few State Open Schools offer school level courses through distance

education. Although the distance education programme largely depends on the printed material supported by personal contact classes, many programmes are supported by audio, video, television and radio programmes and interactive teleconferencing. Interactive Teleconferencing has been pilot tested for inservice training course of primary teachers in one-week programme in Karnataka for about 850 teachers and in Madhya Pradesh for about 1450 teachers in 1996. India is all set for a pilot experiment in application of interactive television in distance education for inservice training of primary teachers with a coverage of 8000 teachers in 8 months in two States. In yet another initiative, under DPEP Phase II, during the next five years, IEPT will be provided through distance education in 95 districts under a World Bank funded project.

112. The National Action Plan for Inservice Primary Teacher Training (NAP) will provide an institutional framework for inservice education and sustainable renewal of primary teachers and capacity building of the system through interactive distance education.

113. The long term and ultimate goal of the NAP is universalisation of education through training of teachers and capacity building. In more specific terms, its goals are :

- i. Build capacity of the system for providing sustainable inservice education to primary teachers, and others directly associated with primary education in general and primary teachers in particular.
- ii. Design and develop courses and programmes that are adaptable to local needs,
- iii. Provide short inservice training to all qualified primary teachers once in a year,
- iv. Upgrade through inservice education, all unqualified primary teachers to required level of qualification and professional training by the end of the ninth plan,

- v. Provide short term training to all encadared teacher trainers and others involved or to be involved in inservice teacher training; atleast once in two years,
- vi. Provide short term training to all supervisory staff of the Government and Panchayati Raj Institutions at least once in two years,
- vii. Improve capability of training institutions involved or to be involved in IEPT for greater sustainability,
- viii. Establish a training network linking national, regional, state, district and block level centres for training delivery through distance education,
- ix. Improve inter-institutional (inter-departmental and inter-ministerial) linkages, collaboration and co-ordination for greater effectiveness and sustainability,

114. The NAP will feed into the ninth five year plan of India. However, the NAP contains a 10 year perspective, and to that extent it will guide the developments in inservice education of primary teachers through both ninth and tenth five year plans.

115. The numbers of persons to be trained per year total 2.5 million under the Ninth Plan and 4.15 million under the Tenth Plan. The numbers are broken down as follows:

- a) primary teachers: an average of 2.23 million per year under the Ninth Plan and an average of 2.5 million per year under the Tenth Plan;
- b) non-formal education tutors: 0.24 million and 0.30 million under the Ninth and Tenth Plans respectively;
- c) teacher educators: 48,000 per year under both Ninth and Tenth Plans;
- d) supervisory staff: 60,000 per year under the Ninth Plan and 2,560,000 per year under the Tenth Plan.

116. The National Action Plan would draw upon the existing infrastructure for teacher education built during seventh and eighth Plans. It would also take advantage of expansion of teacher training facilities at block level. It does not propose to create any additional buildings or infrastructure but proposes to strengthening the infrastructure by introducing State-of-the-Art communication technology in teacher training. It is infact a capacity building exercise which would enable the Nation to impart necessary skills to its teachers at regular interval.

117. The implementation of NAP during ninth plan would entail an expenditure of Rs. 671.14 crore. Out of this, technology cost accounts for Rs.287 crore and training cost will account for Rs.328 crore. Possibilities are being explored for tying up with International Funding Agencies for covering the cost involved in state-of-art communication technologies. Appropriate mechanism, would also be worked out for sharing the training cost among the Centre, states and training institutions. The infrastructure being created under NAP could also be utilised for upgradation of field professionals in the departments of Women and Child Development, Health, Rural Development and Agriculture. Further since the object and purposes of launching the National Action Plan are similar to those of Special Orientation Programme for Primary School Teachers (SOPT), launched during the VIII Plan, it is proposed to progressively subsume the SOPT programme within the overall ambit of NAP. However, SOPT programme in the existing mode would continue till this materialises. Keeping the trend of expenditure during VIII Plan in view, an outlay of Rs.75 crore is proposed for SOPT during IX Plan.

National Network for In-service and Continuing Education of Teachers and Teacher Educators

118. Realising the need for Inservice education of educational personnel teachers, teacher educators, administrators and supervisors and Panchayat Raj functionaries on a continuing basis, it is imperative to develop a network

of institutions with a specific mandate to provide training to all educational personnel in the country atleast once in five years supplemented by refresher programmes of shorter duration every year. A large number of institutions like SCERTs, IASEs, CTEs and DIETs have already been set up with this objective in view. This training network which has evolved during the Seventh and Eighth Five Year Plans needs to be consolidated and further augmented to achieve the target of covering all educational personnel, as stated above.

119. NCTE, NCERT, NIEPA shall be responsible for formulation, implementation, co-ordination and monitoring of scheme of inservice education of teacher educators, teachers, educational planners and administrators. These institutions shall also be required to provide academic resource support to inservice teacher education institutions by developing exemplary training packages and guidelines and methodologies for monitoring and evaluating quality of training. At the state level, SCERTs would be responsible for providing academic resource support to District Institutes of Education and Training (DIETs) with regard to training of elementary school teachers. SCERTs may also co-ordinate inservice training of secondary school teachers to be provided by CTEs and IASEs. SCERTs may also take up training of heads of Secondary and Senior secondary schools in their respective States. The CTEs shall be responsible for providing training to senior secondary teachers and elementary teacher educators. The demarcation of responsibilities on these lines shall help to avoid duplication of effort on the part of different institutions.

Support for Teacher Education in North Eastern Region

120. Out of a total strength of around three million teachers in elementary sector, atleast 10% belong to category of untrained teachers. It is interesting to note that of the total untrained teachers engaged at the school level, 35%

are from the North Eastern States of the country. With the present teacher training facilities it is practically impossible to reach out such a large number of teachers using the traditional mode. Perhaps, distance education is the only alternative, through which the large segment of untrained teachers in these geographically remote regions in the country could be provided with certain amount of quality training inputs. The details of untrained teachers in the North Eastern Region have been indicated in Annexure X.

121. Keeping the above in mind, Indira Gandhi National Open University (IGNOU) and National Council of Educational Research and Training (NCERT) have arrived at an agreement to launch jointly a diploma programme called "Diploma in Primary Education (DPE)" for untrained school teachers of North East.

122. As we have seen, while analysing the present scenario on Teacher Education, special emphasis is needed for speeding up the completion of various projects taken up under the Centrally Sponsored Scheme of Restructuring and Reorganisation of Teacher Education in North Eastern States. Keeping in view the special requirements of the region it is proposed to set apart a sum of Rs.10 crore during IX Plan to supplement the resources provided to these states under the centrally sponsored scheme of teacher education and to provide such special assistance, as may be necessary, to augment teacher training facilities in the region.

Co-ordination among National Institutions

123. As already observed, for ensuring the success of the Centrally Sponsored Scheme of Teacher Education as also for effective implementation of National Action Plan it would be essential that all National Institutions whose sphere of activity includes teacher education such as NCTE, NCERT, NIEPA, IGNOU and NOS should work in tandem. However, when a number of national level institutions work in the same field there are

bound to be problems of co-ordination and role clarity. Accordingly, the need for constituting an Advisory Committee at the apex level is being increasingly felt to perform the function of a co-ordinator for the purpose of achieving synergy in the efforts being made by these institutions in furthering the cause of teacher education. This advisory committee could be headed by Education Secretary with Joint Secretary(EE) being its Member Secretary. This would include the Heads of NCTE, NCERT, IGNOU, NIEPA and NOS as the other members.

Steps to tackle Teacher Absenteeism

124. Teacher absenteeism is one of the major areas of concern for educational administrators and planners. This has a direct bearing on enrolment, retention and quality of learning. The Shiksha Karmi Project which was launched in Rajasthan with assistance from SIDA in the year 1987 to revitalise and expand primary education in remote and backward villages has been successful in tackling the problem of teachers absenteeism by providing specially selected local youth, who work as para teachers, with vigorous training and continuous support. Community participation has been elicited on a large scale for project activities.

125. The basic assumptions, concepts and strategies of SKP stand validated. Shiksha Karmis have earned the respect and recognition of the village community and their peers. The SK Schools are running regularly, enrolment and retention has increased substantially and educational attainments of the children have shown significant improvement.

126. The success of this project has already prompted other States to send their teams to Rajasthan and see if it could be replicated in their States to tackle the problem of teacher absenteeism. Shiksha Karmi Project is a fine example of international co-operation in the field of basic education and Swedish International Development Agency is bearing 50% of the expenditure on the project. The balance 50% is being borne by the

Government of Rajasthan. During the IX Plan period it is proposed to explore the possibility of launching similar projects in other educationally backward States with the help of international aid agencies, central assistance and contributions by State Governments. A provision of Rs.50 crore is being made for this purpose.

Training of Teachers in Specialised Areas.

127. With increasing specialisation there is a need and demand for training of teachers in specialised areas such as pre-school education, vocational education, physical education, special education for disabled children, mathematics teaching, environmental studies, etc. In order to make upper primary education effective in terms of quality, it is necessary to move from the class room teachers system (which is quite appropriate at the primary stage) to the subject teacher system especially in curriculum area like Science, Mathematics, English (they are applicable), Physical Education, Art Education, and work experience. Instituting a specialisation course in primary education and primary teacher education in selected faculties of education in the universities and in certain selected colleges of education.

128. It is proposed that selected DIETs, IASEs & CTEs may be supported for undertaking teacher training in specialised areas indicated above. Central assistance may be provided for this purpose by NCTE during IX Plan.

Education for the Disabled Children

129. According to the Programme of Action, 1992 there are about 12.59 million children in the age group of 5-18 years for which necessary arrangements have to be made if the targets of universalisation of elementary education (UEE) has to be achieved. There has been a large expansion in the integrated education of disabled children in the common schools as well as in the special school system in the recent years. These efforts have to be intensified after the recent enactment of The Persons With

Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995 which provides for compulsory access to schools to every disabled child. In order to provide teachers who are fully equipped to meet the educational needs of these children, the nation has to provide sufficient facilities for training of such teachers. Present facilities for pre-service and in-service training in the country are not adequate POA (1986) and POA (1992) have therefore emphasised that the task of training of special teachers should be undertaken by various agencies immediately. It is therefore proposed to promote one year B.Ed (spl. education) in selected university departments of education with specialisation in visual disability, speech and hearing disability, multi-category disabilities and integrated education of disabled. One institution in each region of the country may be chosen to specialise in each of these four categories. Thus in all 16 institutions may be covered under this programme. The identified institutions which are willing to take up such programmes may be given assistance for additional staff, equipment, curriculum and materials development and contingencies. The estimated expenditure during IX Plan on this component may be about Rs. 10 crores.

Programme of Support for Construction of Teachers' Houses in Remote Areas:

130. As mentioned in para 8, the NPE and POA envisage several steps to improve pay and service conditions of teachers. One of the most important of these pertains to solving the problem of housing of teachers. Lack of proper housing is one of the main reasons for teacher absenteeism in remote rural areas which, in turn, leads to a virtual breakdown of the educational delivery system. A CABE sub-committee has also gone into the issue of providing housing facilities for women teachers, and its recommendations have been endorsed by the CABE.

131. Pursuant to the recommendations of the above sub-committee, a fully Centrally-assisted programme may be taken up during IX Plan period for construction of Houses for elementary school teachers, using institutional

finance. Modalities of the Scheme could be worked out by involving State Governments and financial institutions. Simultaneously State Governments would be urged to increase the quantum of House Building Advance available for teachers to enable a larger number of teachers to construct their own houses during their career. An amount of Rs.250 crore is proposed as the Central share for operationalisation of the above scheme during the plan period.

Role of Voluntary Agencies in Teacher Education During the IX Plan

132. Several Non Government Organisations (NGOs) are involved in designing and delivering innovative and experimental programmes of primary teacher education in different parts of the country.

133. Externally assisted projects in basic education which include DPEP, Lok Jumbish and Shiksha Karmi Projects have also given new direction to teacher training by introducing decentralised training at block and cluster levels; emphasising child-centred, contextually relevant and joyful learning processes, and incorporating minimum levels of learning in text-books and teacher training. The UNICEF sponsored teacher-empowerment projects in Madhya Pradesh, Rajasthan, Maharashtra and Uttar Pradesh have improved school environment, teacher morale and teaching practices in interior rural primary schools. These projects have also made useful inputs in training trainers and emphasising the importance of 'Shikshak Dharma'.

134. Some of the successful programmes need to be upscaled and replicated on a wider scale through dissemination, exchange of ideas and experiences and support to NGOs during the Ninth Five Year Plan. For this purpose salient features of experimental and innovative teacher education programme may be summarised as follows:

- Recurrent and rigorous academic training of teachers in a residential situation.

- Emphasis on inputs to facilitate realisation of 'Shikshak Dharma' i.e. the higher moral purpose of teaching as a profession as a means to bring about attitudinal changes and improve the prevailing work culture.
- Utilisation of educational facilities, including premises of senior secondary and secondary schools, at block and cluster levels to develop resource centres for professional upgradation of teachers nearer their place of work.
- Careful identification, selection and training of master trainers for imparting high quality and intensive training to primary school teachers.
- Social orientation and sensitisation of teachers to problems of rural schools, disadvantaged sections of society, girls and the local communities.
- Active participation of teachers in design and development of teacher training programmes, low-cost teaching aids; learning materials, etc.
- Recognition of multigrade and multi-level learning situations in rural schools as challenges to be specially addressed in professional preparation of teachers.
- Emphasis on improving class room teaching practise in tandem with curriculum and materials.
- Evolving training programmes which are participative, trainee friendly and use self/learning training materials.
- Generating community support and resources to improve the school environment and consequently teachers' morale and self-esteem.
- Placing emphasis on improving knowledge and skills of teachers in Science and Mathematics.
- Development of innovative and contextually relevant materials for guiding teachers, supplementing textbooks and enriching the learning process.

- Creation of mechanisms for continuous review, feedback and upgradation of teacher performance.

135. During the Ninth Plan efforts would be made to strengthen the partnership between government and non-government organisations for promotion and delivery of contextually relevant, innovative and experimental programmes for teacher education. It is expected that this would have a positive impact on teacher morale, motivation and performance. It is envisaged that in backward pockets and tribal areas, where qualified and trained teachers especially women, are not available, services of NGOs could be utilised to provide education and training in a residential situation to local youth to enable them to serve as para-teachers .

136. The Madhya Pradesh Government has launched an entirely new elementary education package from July, 1996 called the 'Sikhna Shikhana Practice' package, which is activity based, embedded in local culture and environment and joyful.

137. The package has emerged out of a major policy decision by the State Government and intense field work at the grass-root level by governmental and non-governmental agencies working in partnership. The major policy decision taken by the Technical Resource Support Group, set up as an apex body by the State Government, has been to invite voluntary groups and other educational institutions to undertake creating teaching learning material, teacher training methods, monitoring methods through field trialling. SCERT, instead of being a norm setting agency has also been one of the trialling agencies. The effort of the agencies are shared through constant interaction and then amalgamated into a package which is the 'Sikhna Shikhana' package. The contents, teacher training methodology and monitoring system are integrated as also the resource material that the children use in transacting the contents. The major partner involved in this process has been the NGO Eklavya which is working in elementary education in Madhya Pradesh for over 15 years. This is an excellent example of how

universalisation with quality improvement can be brought about through partnership between the government and NGOs. The initial phase of the programme covers 16 districts which are both DPEP and non-DPEP districts. Creation of NGO supported Technical Resource Support Groups in other States on similar lines would be encouraged and supported in the Ninth Plan. An allocation of Rs.50 crore is proposed during IXth Plan for supporting NGOs effort in Teacher Education.

X. STRENGTHENING TEACHER EDUCATION DIVISION

138. The implementation of the programme proposed to be undertaken in IX Plan to achieve the objectives outlined in this document would need augmentation of manpower and facilities available in the Teacher Education Division. There is, therefore, an imperative need to adequately strengthen the Teacher Education Division in terms of manpower and availability of requisite infrastructure for efficient functioning of the Division. It is proposed to make an allocation of Rs. 2.50 crore for the Plan period.

XI. ROLE OF STATES

139. For all States, teachers' salaries constitute the largest share of the education budget. Teachers are the principal instruments through which the States fulfil their constitutional obligations of universalising the elementary education. Thus improving teachers' performance is a crucial challenge before States today. In the following paragraph we would attempt to define the role of States in reducing the mismatch between demand and supply of

trained manpower as well improving the status and motivation of teachers to enable them to attain their rightful place in the modern society.

Mismatch Between Demand and Supply

140. As explained in para 30 to 32 of this document the mismatch between demand and supply of trained manpower in the States has a direct bearing on the morale of the teaching community, besides putting a strain on the State exchequer as the money being spent on pre-service teacher education exceeds the requirements of the State educational system. Proper manpower planning is the only answer to this vexed problem and for this States would have to make a realistic assessment of their requirements of trained manpower and match this with the capacity of their teacher training institutions. Wherever they find excess built up capacity for pre-service teacher training, efforts should be made to utilise it for the purpose of in-service training of teachers, an area where almost all States have been found to be deficient during the VIII Plan. States would be encouraged during the IX Plan to utilise the expertise being developed by NCTE in the area of manpower planning to tackle this long pending problem effectively.

Untrained Teachers :

141. As could be seen from the figures of untrained teachers in States indicated in Annexures VIII - IX of this document about 10% of our primary teachers lack basic training in education. Viewed in the backdrop of excess teacher training capacity in several States, the position becomes dichotomous. During the IX Plan, States with a huge backlog of untrained teachers would be expected to come up with specific schemes for imparting training to these teachers on a crash programme basis with the assistance of national institutions such as NOS, IGNOU, NCERT and N.C.T.E. The Diploma programme developed for teachers of the North-Eastern region by IGNOU and NCERT is an illustration of this approach. The National Action Plan for primary teacher training through distance education seeks to address this problem.

Status and Motivation of Teachers

142. Teachers today are concerned about their working conditions, their emoluments and their social and professional status. States would have to pay greater attention to these aspects as lack of suitable working conditions and appropriate environment for good teacher performance could be the most serious challenge in improving educational outcomes.

Qualifications

143. Most States have now prescribed 12 years schooling as the minimum requirements for general education of elementary school teachers. A few States, however, still have entry qualifications equivalent to 10 years of schooling. If teachers are recruited with low academic qualifications their status and performance is likely to be adversely affected. To make up for deficiencies in general education during pre-service training results in insufficient allocation of time for training in pedagogical skills and practice teaching. Also teacher training is more expensive for the State than general education. All teachers at the elementary level should have +2 educational qualification to enable them to meet the growing challenge of explosion of knowledge in a rapidly changing world. In the IX Plan, States which do not have 12 years of schooling as qualification for elementary teachers would be persuaded and, if necessary, supported to achieve this objective.

Pay and Allowances

144. It is expected that the 5th Central Pay Commission and the State Pay Commissions would take into account the onerous social and professional responsibilities of teachers in determining their pay and service conditions. It should be ensured that teachers salaries, allowances and retirements benefits are comparable to those of other public services with similar qualifications and responsibilities. In an era of liberalisation and globalisation of India's economy, which has created several attractive and highly paid avenues of employment, the need for attracting and retaining the

best talent in the teaching profession cannot be over-emphasised. In this context, proper recognition and compensation for the difficult and challenging conditions in which a majority of India's rural teachers work for long years would appear to be overdue.

Redressal of Teachers' Grievances

145. Insufficient attention to regular and prompt settlement of service related and retirement claims of teachers has dented their morale considerably. The massive litigation in this regard is an additional burden on the teachers as well as the administration. State Governments would be expected to make sincere and concerted effort to redress the situation during IX Plan. Some of the measures which should be taken are as follows:-

- Formulation and adoption of efficient and rational policies for recruitment and deployment of teachers. It would be appropriate for States to adopt the recommendations of the CAGE Committee on Transfers and Postings of Teachers.
- Creation of quasi-judicial and administrative mechanisms to redress service-related grievances of teachers and reduce litigation.
- Initiation of programmes such as 11 Point Programme of Rajasthan and Pension Adalats of Indian Railways for settlement of service and retirement benefits of teachers.
- Recurrent programmes of residential teacher training to improve their morale and motivation.

Improvement of Working Environment

146. It is necessary to make sufficient investments for improving the infrastructure facilities and environment of government schools. Effective implementation of schemes such as Operation Blackboard and Jawahar Rojgar Yojana could make a useful contribution in this respect. Incentives and recognition for teachers who are successful in mobilising community resources for this purpose ought to be institutionalised. Teachers may be

given support and encouragement through a more sensitive and responsive supervisory system which should not be over-burdened with the responsibility for a large number of schools.

147. The issue of increasing burden of non-educational, administrative and development work on teachers should be tackled seriously as it has a negative effect on the quality of learning and effectiveness of schools. It should be possible for a national consensus to emerge for engaging teachers only in work relating to elections, census and literacy, besides their primary task of teaching.

Rewards

148. The prevailing system of reward and recognition of teachers appears to be inadequate to provide them with necessary motivation. Efforts would be made to expand avenues for rewarding selfless and dedicated performance by teachers through joint initiatives of government and the community.

Accountability

149. It cannot be denied that there is wide-spread dissatisfaction in the society at large regarding lack of accountability, indiscipline and absenteeism among teachers. To some extent a centralised and unresponsive administrative system is responsible for this state of affairs. Renewed efforts would, therefore, be necessary on the part of State Governments to involve teachers' associations, Panchayat Raj Institutions and the local community in improving teacher performance, accountability and attendance.

1. $\frac{1}{x^2} = x^{-2}$, $\frac{d}{dx} x^{-2} = -2x^{-3} = -\frac{2}{x^3}$

2. $\frac{1}{x^3} = x^{-3}$, $\frac{d}{dx} x^{-3} = -3x^{-4} = -\frac{3}{x^4}$

3. $\frac{1}{x^4} = x^{-4}$, $\frac{d}{dx} x^{-4} = -4x^{-5} = -\frac{4}{x^5}$

4. $\frac{1}{x^5} = x^{-5}$, $\frac{d}{dx} x^{-5} = -5x^{-6} = -\frac{5}{x^6}$

5. $\frac{1}{x^6} = x^{-6}$, $\frac{d}{dx} x^{-6} = -6x^{-7} = -\frac{6}{x^7}$

6. $\frac{1}{x^7} = x^{-7}$, $\frac{d}{dx} x^{-7} = -7x^{-8} = -\frac{7}{x^8}$

7. $\frac{1}{x^8} = x^{-8}$, $\frac{d}{dx} x^{-8} = -8x^{-9} = -\frac{8}{x^9}$

8. $\frac{1}{x^9} = x^{-9}$, $\frac{d}{dx} x^{-9} = -9x^{-10} = -\frac{9}{x^{10}}$

9. $\frac{1}{x^{10}} = x^{-10}$, $\frac{d}{dx} x^{-10} = -10x^{-11} = -\frac{10}{x^{11}}$

10. $\frac{1}{x^{11}} = x^{-11}$, $\frac{d}{dx} x^{-11} = -11x^{-12} = -\frac{11}{x^{12}}$

SUMMARY OF FINANCIAL PROPOSALS

**PROPOSED FINANCIAL OUTLAY FOR
IXTH FIVE YEAR PLAN (1997-2002)
ELEMENTARY EDUCATION SECTOR**

(Rs. In Crores.)

Sl.No.	Programme	Estimated Financial Outlay	
		Central Sector	State Sector
(1)	(2)	(3)	(4)
OPENING OF NEW SCHOOLS			
(i)	Opening of 11,574 new primary schools in school-less habitations	-	*660.00
(ii)	Opening of new upper primary schools or upgradation of primary schools to upper primary schools to reach a ratio of 1 : 2 between primary schools and upper primary schools : net addition required - 1,30,000 upper primary schools	-	**7,568.50
Sub Total(I)		-	8,228.50

Existing components to be continued

Operation Blackboard

(i) *Central Sector :*

- | | |
|---|----------|
| (a) 1.58 lakh third teacher posts to be sanction for primary schools with enrolment exceeding 100 | 1,685.00 |
| (b) Provision of TLE to 1,17,000 upper primary schools | 526.50 |
| (c) Provision of an additional teacher to 1,17,000 upper primary schools | 1,610.00 |

(ii) *State's share*

- | | |
|---|--|
| (a) Provision of a third room and a Headmaster room in Primary Schools. | |
| (b) Provision of contingent expenditure @ Rs. 1000 per upper primary school | |
| (c) Provision of five rooms per school for upper primary schools | |

(Rs. in Crores.)

Sl No.	Programme	Estimated Financial Outlay	
		Central Sector	State Sector
(1)	(2)	(3)	(4)
	(d) Provision for salaries of teachers appointed during 8th Five Year Plan .		
	(e) Replacement of Teaching Learning equipment		
	(f) Construction of Class-rooms under JRY		15731.50
(iii)	Concurrent Evaluation of Scheme	5.00	
(iv)	Media Publicity and Advocacy	10.00	
	New Components proposed to be added during the IXth Five Year Plan		
(v)	<i>Upper Primary Schools for girls (30,000) to be opened by the State Governments</i>		
	(a) Construction of Buildings (50 : 50) (Three rooms)	450.00	450.00
	(b) Provision of TLE @ Rs.40,000 per school, (Rs.50,000 for schools in tribal areas)	135.00	
	(c) Salaries of two additional teachers. (Remaining teachers will be provided by the State Governments.)	864.00	2,160.00
(vi)	Provision of a Headmaster in Primary Schools as envisaged under PSQIP (25% of 6,00,000 primary schools to be covered during IXth Plan) (@ 5,000)	2,700.00	
	Sub total (II)	7,985.50	18,341.50
II.	NATIONAL PROGRAMME OF NUTRITIONAL SUPPORT TO PRIMARY SCHOOL (MID-DAY MEAL SCHEME)		
(i)	Provision of Hot Cooked Meals to all Children in Primary Classes (Estimated Number : 12 crores, including NFE children)	12600***	• 18000.00
			• (@ Rs.1.00 per child per day, leaving aside the cost of cooking staff and shed, which can be availed under (JRY)

(Rs. In Crores.)

Sl.No.	Programme	Estimated Financial Outlay	
		Central Sector	State Sector
(1)	(2)	(3)	(4)
(II)	Concurrent Evaluation of scheme	5.00	
(III)	Media Publicity & Advocacy	10.00	
	Sub-Total (III)	12615.00	18000.00
IV.	SCHEME TO ASSIST VOLUNTARY AGENCIES IN ESTABLISHMENT OF RESIDENTIAL PRIMARY SCHOOLS	450.00	-
V.	ON-GOING EXTERNALLY AIDED PROJECTS:		
(I)	District Primary Education Project (DPEP)	8,148.70 (3724.00 crores to be raised through external resources)	1,437.90
(ii)	Bihar Education Project (BEP)	1.00	5.39
(iii)	Lok Jumbish Project (LJP)	416.33	85.00
(iv)	Mahila Samakhya Project (MSP)	44.00	-
(v)	Shiksha Karmi Project	114.79 (SIDA Share)	114.79
	Sub Total (IV)	8,724.82	1,643.08
VI.	NEW CENTRALLY SPONSORED SCHEMES PROPOSED FOR IXTH FIVE YEAR PLAN		
(I)	<i>Primary School Quality Improvement Programme (PS-QIP)</i>		
((a)	Provision of a Headmaster in Primary schools	(2,700.00 already added under OB)	-
(b)	Establishment of resources support Mechanisms at Cluster & block levels***** (Covered under separate scheme)		
	Sub Total (V)	-	-

(Rs. In Crores.)

Sl.No.	Programme	Estimated Financial Outlay	
		Central Sector	State Sector
(1)	(2)	(3)	(4)
(ii)	Central Support for Development and Improvement of and Instructional Material.	125.00	-
(iii)	School Health Programme (SHP)		
(a)	Provision of medical kits and users manual to targetted primary schools (3,00,000)	30.00	
(b)	Orientation first aid and use of medical kit to at least one teacher in targetted primary schools (3,00,000)	15.00	-
Sub Total (VI)		45.00	-
(iv)	<i>Scheme of School Mapping and Micro-planning</i>		
(a)	Provision of a tied grant @ Rs.1,000 per school to Village Panchayats (6,00,000)	300.00	-
(b)	Provision for training of Women members of village panchayats/VECs/PRIs (estimated number being 10,00,000)	50.00	
Sub Total (VII)		350.00	
(v)	<i>Project for Improvement of Learning Achiements in Elementary schools</i>		
(a)	Promotion and Adoption of MLLs at primary level	160.00	
(b)	Promotion and adoption of MLLs at upper primary level.	160.00	
Sub Total (VIII)		320.00	

(Rs. In Crores.)

Sl.No.	Programme	Estimated Financial Outlay	
		Central Sector	State Sector
(1)	(2)	(3)	(4)
(vi)	<i>Programme for strengthening of Management of primary education</i>		
(a)	Establishment of State Level Institutions to strengthen educational planning and management capacities	100.00	100.00
(b)	Creation of decentralise management structure for primary education	-	-
(c)	Scientific studies by professional institutions and expert consultations with managment specialists	5.00	-
(d)	Establishment of separate of Directorates of Elementary Education	-	-
(e)	Creation of separate cell at Directorate level for special attention to issues and problems in the eudcation of girls and disadvantaged sections of the society.	10.00	1.00
(f)	Modernisation and strengthening of offices of District Education Officers	50.00	-
(g)	Funding of study visits and training of educational supervisors, managers and senior administrators in other countries	5.00	-
(h)	Assistance for fellowships and professional interships and studies in the field of UEE in reputed instutions in India and abroad	6.25	-
(l)	Reward and Recognition at National level for outstanding performance, sustained efforts, and innovations for achieiment of UEE (National Award for promotionof UEE)	2.00	-
Sub Total (IX)		178.25	101.00

(Rs. In Crores.)

Sl.No.	Programme	Estimated Financial Outlay	
		Central Sector	State Sector
(1)	(2)	(3)	(4)
(vii)	National Elementary Education Mission (NEEM)	225.00	-
(viii)	Scheme of Computerisation and MIS (CMIS)	73.00	-
(ix)	<i>Scheme for construction, development and maintenance of school buildings</i>		
	(a) National Cell	1.00	-
	(b) State Cell	15.00	1.00
	Sub Total (X)	16.00	1.00
(x)	Implications of the proposals to make the right to free and compulsory Elementary Education a Fundamental Right	40,000.00	-
	GRAND TOTAL	71,107.57	46,315.08

- Notes *
- (i) State Government will have an option to provide alternative schooling facility and avail grant-in-aid under the scheme of Alternative Schooling in Un-served and Under-served Areas.
- (ii) Cost estimates have been worked out in accordance with OB norms.
- ** (i) It is expected that nearly 50% of new upper primary schools will be exclusively for girls. Grant-in-aid will be available under the new component of OB providing for upper primary schools for girls.
- (ii) Cost estimates have been worked out in accordance with OB norms.
- *** Coverage under NP-NSPE will be extended to children enrolled in NFE Centres.
- **** This component of the scheme will be covered under OB.
- ***** This component of the scheme will be funded under relevant scheme of Teacher Education

**PROPOSED FINANCIAL OUTLAY FOR
IXTH FIVE YEAR PLAN (1997-2002)
NON-FORMAL EDUCATION**

(Rs. in crores)

Sl.No.	Programme	Central Plan
1	Cost of 2,80,000 NFE Centres @Rs.23,670/- per primary Centre @Rs.34,670/- per upper primary centre	2520.08
2	Revamping of organisational structure at National level	12.00
3	Setting up of specially created automous society at State level	322.57
4	NFE programme for NGOs (50,000 NFE Centres)	639.44
5	NFE programme for children of urban slums and street-children	10.00
6	Creation of NFE units in SRCs	20.00
7	Advocacy for NFE	20.00
8	Scheme of Experimental and Innovative programme for education at the elementary stage.	21.72
9	Vocational input at the upper primary level of NFE	20.00
10	Monitoring Evaluation & Research	10.00
11	10% increase on certain items every year	218.66
	Total	3814.47

**PROPOSED FINANCIAL OUTLAY FOR
IXTH FIVE YEAR PLAN (1997-2002)
EARLY CHILDHOOD CARE & EDUCATION (ECCE)**

(Rs. in crores)

Sl.No.	Programme	Central Plan
1.	Setting up of organisational structure at Central and State level	31.22
2.	Provision of one additional worker in every Anganwadi for the educational component	462.00
3.	Convergence and Coordination	2.00
4.	Provision of basic minimum resources	2.00
5.	Advocacy of ECCE	16.00
6.	Training of personnel for ECCE	0.60
7.	Strengthening of linkages between ECE & Primary Education	212.50
8.	Creation of Bal Kendras	04.40
9.	Setting up of creche and day care centres	348.48
10.	Action-research in the area of ECCE	1.50
11.	Miscellaneous :	2.00
	a) Concurrent Evaluation	
	b) Advisory Group Meeting	
	c) Review Meeting	
	Total	1082.70

**PROPOSED FINANCIAL OUTLAY FOR
IXTH FIVE YEAR PLAN (1997-2002)
NATIONAL BAL BHAWAN**

(Rs. in crores)

Sl.No.	Programme	Central Plan
I.	Strengthening of National Bal Bhawan	
1.	Purchase of land and construction	2.40
2.	Construction of Open-air Theatre	0.50
3.	Extension of hostel facilities	0.90
4.	Strengthening of Training facilities	3.25
5.	Development of Audio-visual programmes	0.25
6.	Other activities for strengthening of National Bal Bhawan	31.95
	Total (I)	39.25
II.	Strengthening of 60 existing State Bal Bhawans	7.25
III.	Opening of 25 New Bal Bhawans in States/UTs	73.50
	Grand Total (I+II+III)	120.00

**PROPOSED FINANCIAL OUTLAY FOR
IXTH FIVE YEAR PLAN (1997-2002)
TEACHER EDUCATION**

(Rs. in crores)

Sl.No.	Programme	Central Plan	State Plan
1	Consolidation and expansion of DIETs/CTEs/IASEs		
	(a) Existing DIETs/CTEs/IASEs	1059.60	60.00
	Non-recurring - 116.85 (Adhoc)		
	Recurring - 942.75		
	Total 1059.60		
	(b) New/ DIETs/CTEs/ASEs	473.00	
	Non-recurring - 299.00		
	Recurring - 174.00		
	Total 473.00		
2	Stengthening of SCERTs	65.50	
3	Establishment of BRCs and CRCs	233.00	18.00
4	Support to accredited -		
	Teacher Training Institutions for Inservice Programmes	123.00	
5	Stengthening of NCTE	57.00	
6	Intensive education of Primary Teachers, (NAP)	671.14	
7	SOPT	75.00	
8	New initiative for Teacher Education in North-Eastern	10.00	
9	Replication of SKP in other States	50.00	
10	Teacher for the disabled children	10.00	
11	Teacher Housing Scheme	250.00	
12	Study visits in India and abroad	2.50	
13	Evaluation and Monitoring	3.00	
14	Strengthening of Teacher Education Division	2.50	
16	Financial Assistance to NGO's/VA's	50.00	
	Total	3135.24	78.00

NUMBER OF PRIMARY AND UPPER PRIMARY SCHOOLS

Year	Primary Schools	Upper Primary Schools
1950-51	2,09,671	13,596
1955-56	2,78,135	21,730
1960-61	3,30,399	49,663
1965-66	3,91,064	75,798
1970-71	4,08,378	90,621
1975-76	4,54,270	1,06,571
1980-81	4,94,503	1,18,555
1985-86	5,28,872	1,34,846
1990-91	5,60,935	1,51,456
1991-92	5,66,744	1,55,926
1992-93 *	5,72,541	1,53,921
1993-94 *	5,72,923	1,55,707
1994-95 *	5,81,305	1,63,605
1995-96 *	5,90,421	1,71,216

* Provisional

Source : Selected Educational Statistics - Ministry of Human Resource Development.

ANNEXURE-II

**SEX-WISE ENROLMENT BY STAGES/
CLASSES SINCE 1951- SCHOOL LEVEL**

(in millions)

Year	Primary			Middle/Upper Primary		
	Boys	Girls	Total	Boys	Girls	Total
1950-51	13.8	5.4	19.2	2.6	0.5	3.1
1955-56	17.1	7.5	24.6	3.8	1.0	4.8
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
1975-76	40.6	25.0	65.6	11.0	5.0	16.0
1980-81	45.3	28.5	73.8	13.9	6.8	20.7
1985-86	52.2	35.2	87.4	17.7	9.6	27.1
1990-91	57.0	40.4	97.4	21.5	12.5	34.0
1991-92	59.6	42.3	100.9	22.0	13.6	35.6
1992-93 *	60.5	44.9	105.4	23.7	15.0	38.7
1993-94 *	61.8	46.4	108.2	24.2	15.7	39.2
1994-95 *	62.3	46.8	109.1	24.5	15.8	40.3
1995-96 *	62.3	47.4	109.7	25.0	16.0	41.0
1996-97 @	63.2	48.1	111.3	25.3	16.3	41.6
1997-98 @	64.1	48.8	112.9	25.7	16.5	42.2
1998-99 @	65.0	49.0	114.6	26.1	16.7	42.8
1999-2000 @	65.9	50.4	116.3	26.5	17.0	43.5
2000-2001 @	66.8	51.2	118.0	26.9	17.3	44.2
2001-2002 @	67.8	52.0	119.8	27.3	17.6	44.9
2002-2003 @	68.7	52.9	121.6	27.7	17.9	45.6

* Provisional

@ Estimated (@ 1.5% increase annually)

Source : Selected Educational Statistics - 1995-96.

**GROSS ENROLMENT RATIO IN PRIMARY AND
UPPER PRIMARY SCHOOLS**

Year	Primary Classes (I-V)	Upper Primary Classes (VI-VIII)
1950-51	42.6	12.7
1955-56	50.0	15.9
1960-61	62.4	22.5
1965-66	76.7	30.8
1970-71	78.6	33.4
1975-76	83.8	36.7
1980-81	80.5	41.9
1985-86	95.6	49.0
1990-91	100.1	62.1
1991-92	100.2	62.8
1992-93 *	105.7	67.5
1993-94 *	104.5	67.7
1994-95 *	104.0	67.2
1995-96	104.3	67.6

* Provisional Source: Selected Educational Statistics -
Ministry of Human Resource Development.

**POPULATION IN THE AGE GROUP 6-11 AND 11-14 AND GROSS
ENROLMENT RATIO AT PRIMARY AND UPPER PRIMARY
DURING THE EIGHTH FIVE YEAR PLAN**

(in 00's)

Year		Age Group 6-11		Age Group 11-14	
		Number of children	Gross Enrolment Ratio	Number of children	Gross Enrolment Ratio
1992-93 *	Boys	511775	118.1	294178	80.5
	Girls	484508	92.7	278712	53.8
	Total	996283	105.7	572890	67.5
1993-94 *	Boys	536027	115.3	305065	79.3
	Girls	499360	92.9	284152	55.2
	Total	1035387	104.5	589217	67.7
1994-95 *	Boys	542286	114.8	310422	79.0
	Girls	505347	92.3	289020	55.0
	Total	1047633	104.0	599442	67.2
1995-96 *	Boys	544296	114.5	313790	79.5
	Girls	507397	93.3	292246	50.
	Total	1051693	104.3	606036	67.6

* Provisional Source: Selected Educational Statistics - Ministry of Human Resource Development.

DROPOUT RATES AT PRIMARY & MIDDLE STAGES

Year	Classes I-V			Classes I-VIII		
	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	42.0	47.6	44.3	60.6	67.6	63.4
1991-92	40.3	44.3	42.0	56.1	62.4	58.7
1992-93	40.1	43.0	41.3	54.3	62.0	57.5
1993-94	35.0	38.6	36.3	54.0	60.1	56.5
1994-95 *	35.9	37.8	36.3	50.0	56.5	52.7
1995-96 @	34.1	35.9	34.5	49.0	55.4	51.6
1996-97 @	32.4	34.1	32.8	48.0	54.3	50.6
1997-98 @	30.8	32.4	31.2	47.0	53.2	49.6
1998-99 @	29.2	30.8	29.6	46.1	52.1	48.6
1999-2000 @	27.8	29.2	28.1	45.1	51.1	47.6
2000-2001 @	26.4	27.7	26.7	44.2	50.1	46.7
2001-2002 @	25.1	26.3	25.4	43.3	49.1	45.8
2002-2003 @	23.8	25.0	24.1	42.4	48.1	44.9

* Provisional

@ Estimated (5% decrease at I-V and 2% decrease at I-VIII)

Source : Selected Educational Statistics - Department of Education,
Ministry of Human Resource Development, Govt of India-
1995-96.

GROSS ENROLMENT RATIOS SC/ST

Classes and age group	Scheduled Castes			Scheduled Tribes		
	Boys	Girls	Total	Boys	Girls	Total
1980-81						
I-V (6-11 Years)	105.4	57.8	82.2	94.2	45.9	70.0
VI-VIII(11-14 Years)	41.4	16.2	29.1	28.2	10.8	19.5
1985-86						
I-V (6-11 Years)	116.6	73.2	95.5	113.2	68.8	91.6
VI-VIII(11-14 Years)	57.8	26.2	42.5	41.3	19.2	30.6
1990-91						
I-V (6-11 Years)	122.68	80.60	102.21	126.78	78.60	103.35
VI-VIII(11-14 Years)	61.40	33.28	47.71	51.33	27.50	39.72
1991-92						
I-V (6-11 Years)	121.4	83.6	103.0	125.6	82.6	104.7
VI-VIII(11-14 Years)	68.9	36.0	52.9	54.1	27.3	41.1
1992-93						
I-V (6-11 Years)	127.99	92.18	110.58	126.71	88.64	108.19
VI-VIII(11-14 Years)	75.07	44.04	59.97	58.54	32.04	45.64
1993-94						
I-V (6-11 Years)	123.33	91.15	107.81	123.90	88.80	106.97
VI-VIII(11-14 Years)	74.21	45.01	60.13	60.17	34.91	47.99
1994-95						
I-V (6-11 Years)	127.22	92.55	110.36	127.80	90.17	109.50
VI-VIII(11-14 Years)	74.40	44.44	59.84	60.32	34.47	47.76
1995-96						
I-V (6-11 Years)	129.96	94.87	113.03	129.96	94.87	113.03
VI-VIII(11-14 Years)	60.67	37.05	49.2	60.67	37.05	49.2

Source : Selected Educational Statistics - Ministry of Human Resource Development.

BUDGET EXPENDITURE ON EDUCATION & TRAINING IN SELECTED STATES

S.NO.	State	% of SDP 1985-86	% of Total 1993-94	Budget (Revenue) 1985-86	1994-95
1.	Himachal Pradesh	6.6	7.5 (91-92)	20.0	23.9
2.	Kerala	7.1	7.7 (94-95)	32.1	30.1
3.	Bihar	4.5	5.2 (92-93)	26.4	24.5
4.	Assam	4.2	6.1 (92-93)	23.0	26.9
5.	West Bengal	3.6	3.5 (92-93)	25.1	27.7
6.	Orissa	3.3	5.7	19.5	21.2
7.	Rajasthan	4.7	5.7	23.9	22.9
8.	Madhya Pradesh	4.0	4.6	22.9	25.0
9.	Andhra Pradesh	5.1	4.4	24.7	25.9
10.	Uttar Pradesh	3.4	4.2	22.9	21.2
11.	Karnataka	4.7	4.5	22.9	22.4
12.	Gujarat	4.2	4.0 (92-93)	25.3	24.0
13.	Punjab	3.2	3.1	23.2	20.9
14.	Maharashtra	3.4	3.3	19.8	20.0
15.	Haryana	3.0	3.1	20.5	12.4
Total (All India) (Center+States/UTs)		3.7	4.2	13.0	13.4

Source : i) D.P.E.P Studies - 2- Budgetary Resource for Education.
ii) Analysis of Budgeted Expenditure on Education 1994-95.

**STATE-WISE DETAILS OF TEACHERS - TRAINED/UNTRAINED IN PRIMARY/
UPPER PRIMARY SCHOOLS**

State/Uts	Primary Schools			Upper-primary Schools			
	No. of Teachers	%-age of trained teachers	No. of untrained teachers	No. of teachers	%-age of trained teachers	No. of untrnd. teachers	No. of Teacher Training Schools
Andhra Pr.	108465	97	3284	47868	93	337	25
Arunach. Pr.	2821	44	1580	2077	43	1184	0
Assam	79147	67	26119	46954	34	30990	1
Bihar	118185	86	16546	100951	89	11105	95
Goa	2857	96	114	812	97	24	1
Gujarat	37998	96	1520	145164	96	5806	79
Haryana	19143	99	191	12500	98	250	21
Himachal Pr	23117	86	3236	6320	99	63	7
J& K	18487	63	6840	18405	31	12699	14
Karnataka	55499	96	2220	113762	96	4550	128
Kerala	47129	98	943	50630	94	3038	102
Madhya Pr	190654	65	66729	90502	69	28055	53
Maharashtra	150831	92	12066	173541	95	8677	275
Manipur	9144	46	4938	5140	28	3701	0
Meghalaya	9422	45	5182	4157	37	2619	10
Mizoram	4326	78	952	4243	73	1146	1
Nagaland	6749	46	3644	4468	31	3083	2
Orissa	110540	100	0	40493	99	405	69
Punjab	45572	99	456	9322	97	280	20
Rajasthan	94634	98	1893	87611	97	2628	45
Sikkim	3286	40	1972	1628	47	863	1
Tamilnadu	115216	100	0	64392	100	0	70
Tripura	11537	31	7981	5309	29	3769	2
Uttar Pr	270459	98	5409	97331	95	4867	121
West Bengal	173635	@	0	21228	@	0	55
A & N Island	820	95	41	660	98	13	1
Chandigarh	244	@	0	184	@	0	0
D&N Haveli	232	93	16	426	95	21	0
Daman& Diu	356	67	117	181	100	0	0
Delhi	26533	99	265	6778	99	68	22
Lakshadeep	218	100	0	125	100	0	0
Pondicherry	2124	95	106	1772	94	106	1
Total	1740436	88	174340	1164734	88	130347	1221

@ Data not available

**STATE-WISE DETAILS OF TEACHERS TRAINED/UNTRAINED IN
SECONDARY/SENIOR SECONDARY SCHOOLS**

Secondary Schools**Senior Secondary Schools**

State/Uts	No. of Teachers	%-age of trained teachers	No. of teachers	%-age of trained teachers	No. of Teacher Training Colleges
Andhra Pr.	106626	96	16339	96	51
Arunachal Pr.	1252	51	1531	66	0
Assam	39260	30	17641	30	22
Bihar	41585	92	7790	85	15
Goa	6351	95	1372	72	2
Gujarat	23900	99	41240	99	42
Haryana	36505	97	16943	97	17
Himachal Pr	10510	97	6013	98	1
Jmm & Kshn	16194	72	5831	78	4
Karnataka	49630	98	20751	96	64
Kerala	92692	99	6369	100	19
Madhya Pr	21048	86	49562	76	20
Maharashtra	136105	96	93119	97	217
Manipur	8105	30	1305	41	2
Meghalaya	4817	36	253	98	1
Mizoram	2393	48	64	0	1
Nagaland	4451	34	184	27	1
Orissa	48827	99	7272	100	13
Punjab	30592	99	27556	99	18
Rajasthan	41687	97	33536	97	39
Sikkim	1345	51	912	60	0
Tamilnadu	45429	99	78796	99	22
Tripura	7675	34	5929	52	1
Uttar Pr	40093	97	59664	97	13
West Bengal	82274	73	38039	72	43
A & N Island	738	97	1701	98	1
Chandigarh	1154	@	1611	@	2
D&N Haveli	58	82	179	95	0
Daman & Diu	252	95	40	100	1
Delhi	8255	99	37740	99	0
Lakshadweep	320	97	34	0	0
Pondicherry	1899	98	1913	98	1
Total	912022	89	581229	91	633

@ Data not available

Annexure X

Details of Untrained Teachers in North-Eastern Region

Name of the State	Stage	No. of Teachers	%-age of trained teachers	No. of Untrained teachers
Arunachal Pr.	Primary	2821	40	1693
	Upper Primary	2077	43	1184
Assam	Primary	79147	67	26118
	Upper Primary	46954	34	30990
Manipur	Primary	9144	46	4938
	Upper Primary	5140	28	3701
Meghalaya	Primary	9422	45	5182
	Upper Primary	4157	37	2619
Mizoram	Primary	4326	78	952
	Upper Primary	4243	73	1146
Nagaland	Primary	6749	46	3644
	Upper Primary	4468	31	3083
Sikkim	Primary	3286	40	1972
	Upper Primary	1628	47	863
Tripura	Primary	11573	31	7961
	Upper Primary	5309	29	3769

**M-12015/4/95-Edn.
GOVERNMENT OF INDIA
Planning Commission
(Education Division)**

Yojana Bhavan, Sansad Marg,
New Delhi - 110 001
January 24, 1996

ORDER

Subject: Constitution of the working Group on Elementary Education (formal system) for the formulation of 9th Five Year Plan - 1997-2002.

In the context of the formulation of the 9th Five Year Plan (1997-2002) it has been decided to set up a Working Group on Early Childhood Education and Elementary Education (non-formal) under the Deptt. of Education, Ministry of Human Resource Development.

2. The composition of the Working Group may be seen in Annexure I (ie. Pages 189 to 192).
3. The Terms of Reference of the Working Group may be seen in Annexure II (Page 193).
4. The Chairman of the Working Group, if deemed necessary, may constitute Sub-groups and / or may co-operate additional members. However, Convenor of the Working Group should concurrently keep Education Division of the Planning Commission informed about the same.
5. The working Group will finalise its report by 31st of May 1996.
6. 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 / organisation to which the member belongs. Non-official members will be entitled to TA / DA as admissible to Grade I officers of the Govt. of India and this expenditure will be borne by the Convenor department.

Sd/
(Gurjot Kaur)
Director (Administration)

Copy to : Chairman and Member of the Working Group on Elementary Education (formal system).

WORKING GROUP ON ELEMENTARY EDUCATION (FORMAL SYSTEM)

- | | | |
|----|---|----------|
| 1. | Shri P.R. Das Gupta
Secretary,
Department of Education,
Ministry of Human Resource Development. | Chairman |
| 2. | Shri N. Gopaldaswami
Adviser (Education)
Planning Commission. | Member |
| 3. | Prof. A.K. Sharma
Director (NCERT)
Shri Aurobindo Marg,
New Delhi - 110 016. | “ “ |
| 4. | Dr. John Verghese,
Senior Fellow,
National Institute of Educational
Planning & Administration,
Shri Aurobindo Marg,
New Delhi. | “ “ |
| 5. | Secretary (Elementary Education)
Government of West Bengal,
Calcutta. | “ “ |
| 6. | Secretary (Education)
Govt. of Meghalaya,
Shillong. | “ “ |
| 7. | Secretary (School Education)
Govt. of Madhya Pradesh,
Bhopal. | “ “ |
| 8. | Prof. Veena Mistry
Deptt. of Human Development,
& Family Studies,
M.S. University,
Vadodara (Gujarat). | “ “ |
| 9. | Secretary (Primary Education)
Govt. of Rajasthan,
Jaipur. | “ “ |

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|-----|--|--------|
| 10. | Principal Secretary (Education)
Govt. of Uttar Pradesh,
Secretariat,
Lucknow. | Member |
| 11. | Dr. Ragini Prembhai,
Banavasi Sheva Ashram,
Govindpur,
Via - Tura,
Distt. - Sonbhadra-221 221,
Uttar Pradesh. | “ “ |
| 12. | Director of Teacher Education
Research & Training,
Tamil Nadu,
Madras. | “ “ |
| 13. | Representative of Director General
Door Darshan,
(Channel - III)
Mandi House,
New Delhi. | “ “ |
| 14. | Director (Education)
Municipal Corporation of Delhi,
Kashmiri Gate,
Delhi. | “ “ |
| 15. | Director,
Maharashtra State Council of
Educational Research & Training,
Sadashiv Path,
Kumthekar marg,
Pune - 411 030,
Maharashtra. | “ “ |
| 16. | Representative of Department
of Women & Child Development,
(Joint Secretary)
Ministry of Human Resource Development,
Shastri Bhawan,
New Delhi. | “ “ |
| 17. | Secretary (Education)
Govt. of Mizoram,
Aizawal. | “ “ |

- | | | |
|-----|--|--------|
| 18. | Dr. D.K. Chaddha,
Prof. of Education,
M.D. University,
Rohtak,
Haryana. | Member |
| 19. | Prof. M.N. Palsane,
Department of Psychology,
University of Pune,
Arts Faculty Building,
Ganesh Khura,
Pune - 411 007 (Maharashtra) | “ “ |
| 20. | Ms. Vibha Parthasarathi,
Principal,
Sardar Patel School,
Lodhi Estate,
New Delhi. | “ “ |
| 21. | Director,
National Institute of Public
Co-Operation & Child Development,
5, Siri Institutional Area,
Hauz Khas,
New Delhi. | “ “ |
| 22. | Representative (Join Secretary)
Ministry of Rural Areas & Employment,
Govt. of India,
New Delhi. | “ “ |
| 23. | Prof. R.R. Dave,
(Formerly Director, UNESCO Institute Of Education)
NCERT,
New Delhi. | “ “ |
| 24. | Dr. Raghav Prakash,
Sandhar,
Mangal Marg,
Bapu Nagar,
Jaipur (Rajasthan). | “ “ |
| 25. | Principal,
Mother International School,
Shri Aurobindo Marg,
New Delhi - 110 016. | “ “ |

26. Dr. V.P. Garg, Member
Joint Adviser (Education)
Planning Commission,
New Delhi.
27. Joint Secretary, Member Convenor
(Elementary Education)
Deptt. of Education,
Ministry of Human Resource Development,
Shastri Bhawan,
New Delhi.

INVITEES

1. Director (Elementary Education)
Deptt. of Education,
Ministry of Human Resource Development,
Shastri Bawan,
New Delhi.
2. Shri K.N. Pathak, Liaison Officer
Sr. Research Officer (Education),
Planning Commission,
New Delhi.

Terms of Reference of Working Group on Elementary Education (Formal System) - Ninth Five Year Plan (1997-2002)

1. To review the status of Elementary Education (Formal System) and to provide the focus for the development perspective for Elementary Education for the Ninth Five year plan period.
2. To make suggestions for the future direction of the sub sector including the expansion of coverage and qualitative upgradation in terms of standards, facilities and attainments and with special reference to the backward states / regions/ districts and the weaker sections of the society viz., SCs/STs, women, special disability groups / backward communities.
3. To suggest measures to create effective linkage of elementary education with the development perspective of the sectors like rural development, environment, health, agriculture etc.
4. To suggest measure for the development of an effective system of distance education and also harnessing efficiently the modern communication technologies in the effort to achieve the goal of universalisation of Elementary Education.
5. To examine critically:-
 - (i) The resource requirements under different activities / programs in elementary education.
 - (ii) The ways and means for a more active participation of the community / NGOs for the effective implementation of the elementary education.
 - (iii) The ways and means for involving the Panchayati Raj Institutions at the Village taluk / Block and district levels and the municipal bodies in the urban areas with a view to attaining the goal of universalisation of elementary education.

**M-12015/5/95-Edn.
GOVERNMENT OF INDIA
Planning Commission
(Education Division)**

Yojana Bhavan, Sansad Marg,
New Delhi-110 001
January 24, 1996.

ORDER

Subject: Constitution of the Working Group on Early Childhood Education and Elementary Education (Non-Formal) for the formulation of Ninth Five Year Plan (1997-2002)

In the context of the formulation of the Ninth Five Year Plan (1997-2002) it has been decided to set up a Working Group on Early Childhood Education and Elementary Education (Non-Formal) under the Deptt. of Education, Ministry of Human Resource Development.

2. The composition of the Working Group may be seen in Annexure I.(ie. Pages.195 to 198)
3. The Terms of References of the Working Group may be seen in Annexure II.(ie. Page.199)
4. The Chairman of the Working Group, if deemed necessary, may constitute Sub-Groups and / or may co-opt. additional members. However, Convenor of the Working Group should concurrently keep Education Division of the Planning Commission informed about the same.
5. The Working Group will finalise its report by 31st of May 1996.
6. 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 / organisation to which the member belongs. Non-Official members will be entitled to TA/DA as admissible to Grade I Officers of the Govt. of India and this expenditure will be borne by the Convenor department.

Sd./
(Gurjot Kaur)
Director (Administration)

Copy to : Chairman and members of the Working Group on Early Child-Hood Education and Elementary Education(Non-Formal).

Working Group on Early Child-Hood Education and Elementary Education
(Non-Formal System) for the Ninth Five Year Plan.

- | | | |
|----|--|----------|
| 1. | Dr. A.K. Sharma,
Director, NCERT. | Chairman |
| 2. | Prof. C.J. Daswani,
Prof. of Non-Formal Education,
NCERT, Shri Aurobindo Marg,
New Delhi - 110 016. | Member |
| 3. | Shri N. Gopaldaswami,
Adviser (Education),
Planning Commission. | “ |
| 4. | Prof. Kuldeep Mathur,
Director,
National Institute of Educational Planning &
Administration, Shri Aurobind Marg,
New Delhi - 110 016. | “ |
| 5. | Shri. Dwarka Sundarani,
President, Samanviya Ashram,
Bodh Gaya, Bihar. | “ |
| 6. | Shri. T.K. Srivastava,
President, Jana Kalyan Ashram,
Village. Chandrapur,
Dist. Shahjahanpur,
Uttar Pradesh. | “ |
| 7. | Shri. G. Muni Ratnam,
Rayal Seema Sewa Samiti,
Tirupati, Andhra Pradesh. | “ |
| 8. | Director,
Gram Bal Shikshan Kendra,
Vikaswati, Kosbad Hill,
Taluk. Dahanu,
Distt. Thane - 401 703,
Maharashtra. | “ |
| 9. | Representative of Director,
National Institute of Public Co-op. & Child Development
5, Siri Institutional Area, Hauz Khas,
New Delhi - 110 016. | “ |

- | | | |
|-----|--|--------|
| 10. | Shri. M.S. Swaminathan,
Research Foundation Project ACCESS,
3rd Cross Street, Taramani Institutional Area,
Madras- 600 013. | Member |
| 11. | Head,
Deptt. of Education,
Kurukeshtra University,
Kurukeshtra (Haryana). | " |
| 12. | Shri S.S. Chakravarty,
Director,
Lok Shiksha Parishad,
R.K. Puram, Narendrapur, Calcutta. | " |
| 13. | Dr. (Ms.) Geeta Bhavani Singh,
Associate Professor,
Zakir Hussain Center for Educational Studies,
Jawaharlal Nehru University, New Delhi. | " |
| 14. | Director,
SCERT, Kahilipara,
Guwahati - 781 006, Assam. | " |
| 15. | Secretary (Education),
Govt. of Sikkim, Gangtok. | " |
| 16. | Shr. K.Vishwanathan, | " |
| 18. | Project Director (NFE),
Indian Institute of Education,
Pune, Maharashtra. | " |
| 19. | Dr. (Ms.) Brinda Singh,
President,
Mobile Creche, Sector IV, DiZ Area,
Raja Bazar, New Delhi. | " |

20.	Director (Primary Education), Govt. of Andhra Pradesh, Hyderabad.	Member
21.	Director, (Primary Education), Govt. of Nagaland, Kohima.	"
22.	Director (Non-Formal Education), Govt. of Bihar, Patna.	"
23.	Prof. V. Venkatiah, Prof. of Non-Formal Education, Deptt. of Education, University of Mysore, Mysore- 570 006.	"
24.	Dr. R. Govinda, Senior Fellow, National Institute of Educational Planning & Admn., Shri Aurobindo Marg, New Delhi - 110 016.	"
25.	Dr. Sharda Jain, Sanadhan, Bapu Nagar, Mangai Marg, Jaipur (Rajasthan).	"
26.	Shri Achyut Das, Director, Agragami, At & P.O. Kashipur, Distt. Rayagarh, Orissa - 765 015.	"
27.	Dr. S.N. Methi, Secretary, Rajasthan Shisha Karmi Project, 300, University Marg, Bapu Nagar, Jaipur.	"
28.	Secretary (Education), Govt. of Arunachal Pradesh, Itanagar.	"
29.	Dr. V.P. Garg, Joint Adviser (Education), Planning Commission, New Delhi.	"
30.	Joint Secretary (Planning), Deptt. of Education, Ministry of Human Resource Development, Shastri Bhawan, New Delhi.	Member Convenor

INVITEES

1. Dr. (Ms.) Sadhna Raut,
Director (Non-Formal Education),
Deptt. of Education,
Ministry of Human Resource Development,
Shastri Bhawan,
New Delhi.
2. Smt. Rugmini Parmar,
Deputy Adviser (Education),
Planning Commission,
New Delhi.
3. Shri K.N. Pathak, Liaison Officer
Sr. Research Officer (Education),
Planning Commission, New Delhi.

Terms of Reference of Working Group on Early Childhood Education and Elementary Education - (Non-Formal) for the Ninth Five Year Plan (1997-2002)

1. To review the status of Early childhood Education and Non-Formal Education at elementary stage and to provide the focus for the development perspective for the two sub sectors for the Ninth Five Year Plan period.
2. To make suggestion for the future direction of the programme including its expansion and qualitative upgradation in terms of standards, facilities and attainments and with special reference to the Backward States / regions / Districts and the weaker sections of the society viz. SCs/STs, Women, Special disability groups / Backward and the weaker section of the society.
3. To suggest measure to create effective linkages between Early Child-Hood Education and the Non-Formal Education at elementary stage with the Development perspective of various sectors and with special reference to Child Development Programmes.
4. To suggest measure to create effective linkages of Non-Formal Education with open learning system and for harnessing effectively the modern communication technologies in this task.
5. To examine critically:-
 - (I) the resource requirement under different activities / programmes in NFE.
 - (ii) the ways and means for a more active participation of the community / NGOs for the effective implementation of the NFE, and
 - (iii) the ways and means for involving the Panchayati Raj Institutions at the village, taluk / block and district levels and the municipal bodies in the urban areas with a view to attaining the goals set for Non-Formal Education and the broader objective of Universalisation of Elementary Education.

M-12015/5/95-Edn.
GOVERNMENT OF INDIA
PLANNING COMMISSION
(Education Division)

Yojana Bhavan, Sansad Marg,
New Delhi-110 001,
February 7, 1996.

CORRIGENDUM

Subject: **Constitution of the Working Group on Early Childhood Education and Elementary Education (Non-Formal) for the formulation of the Ninth Five Year Plan (1997-2002).**

In Partial modification of the Office Order No. M-12015/5/95-Edn. dated 24th January 1996 regarding Constitution of the Working Group on Early Childhood Education and Elementary Education (Non-Formal) for the formulation of the Ninth Five Year Plan (1997-2002), the following changes are made:

2. Prof. A.K. Sharma, Director, NCERT will be the chairman of the working Group on Early Childhood Education and Elementary Education (Non-Formal) for the formulation of the Ninth Five Year Plan.
3. Prof. C.G. Daswani, will be the Member of the Working Group on Early Childhood Education and Elementary Education (Non-Formal) for the formulation of the Ninth Five Year Plan.
4. The Joint Secretary (Elementary Education), Department of Education, Ministry of Human Resources Development, will be Member -Convenor of the Working Group in place of the Joint Secretary (Planning), Deptt. of Education.

Sd./
(GURJOT KAUR)
Director (Administration)

Copy to : Chairman and Member of the Working Group on Early Childhood Education and Elementary Education (Non-Formal)

MEETINGS OF COMBINED WORKING GROUP AND SUB-GROUPS

The Working Groups on Early Childhood Education, Non-Formal Education, Elementary Education and Teacher Education for the Ninth Five Year Plan met on 1-5-96 and 8-7-96. Consequent upon the decision taken in the meeting on 8-7-96, four Sub-Groups - one each for Universalisation of Elementary Education (UEE), Early Childhood Care & Education(ECCE), Non Formal Education(NFE) and Teacher Education(TE) were constituted vide this Department's Order No. 12-2/96-TE-1, dated 3-9-96.

The Sub-Groups met as follows:

SUB-GROUPS	MEETINGS HELD ON	
UEE	30-09-96	06-11-96
ECCE	24-09-96	18-10-96
NFE	-	23-10-96
TE	19-09-96	18-10-96

**No.F.12-2/96-TE-I
Government of India
Ministry of Human Resource Development
(Department of Education)**

New Delhi, Dated 3rd Sept., 1996

ORDER

Subject:- Formulation of Ninth Five Year Plan (1997 - 2002) - Constitution of Sub - Groups of the Combined Working Group on Elementary Education , Teacher Education, Non-Formal Education and Early Childhood Education.

In pursuance of the decision taken in the meeting of the Combined Working Group on early Childhood Education, Non Formal Education, Elementary Education and Teacher Education held on 8-7-96 under the Chairmanship of Union Education Secretary, it has been decided to constitute four Sub-Groups one each for Universalisation of Elementary Education (UEE), Teacher Education (TE), Non Formal Education(NFE) and Early Childhood Education(ECE).

2. The composition of each of the Sub-groups is as given in Annexure.
3. These Sub-Groups would finalise such portion of the report of the Working Group as are relevant to the individual subjects for which they are constituted. While finalising, the Sub-Groups shall keep in view the discussions already held in the previous meeting of the Working Group. They shall also take into account the recommendations of Chief Minister's Conference held on July 4-5, 1996 at New Delhi, with regard to achieving greater in implementation of Centrally Sponsored Schemes during the 9th Five Year Plan.
4. The report of these Sub-Groups shall form the part of the final report of the Combined Working Group on Early Childhood Education, Non-Formal Education, Elementary Education and Teacher Education for the Ninth Five Year Plan after the same are approved in the final meeting of the Working Group.
5. The TA/DA of the non-official member 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 the 30 th September, 1996.

Sd./
(MAHESH ARORA)

Under Secretary to the Govt. of India.

To

1. Chairman and Member of the Sub-Groups.
2. PS to Member(Education), Planning Commission.
3. PS to ES.

SUB-GROUP OF WORKING GROUP ON U.E.E.

- | | | |
|----|---|----------|
| 1. | Dr. Kuldip Mathur,
Director, NIEPA,
New Delhi. | Chairman |
| 2. | Shri Priya darshi Thakur,
Secretary, Education,
Govt. of Rajasthan. | Member |
| 3. | Dr. Vinod Raina,
Eklavia,
E-1/208, Arera Colony,
Bhopal- 420 016. | “ “ |
| 4. | Ms. Vinita Kaul,
Head, Deptt. of Pre-School and
Elementary Education,
NCERT. | “ “ |
| 5. | DS(EE)
M/o HRD. | “ “ |
| 6. | Dr. R. Govinda,
Senior Fellow,
NIEPA, New Delhi. | Convenor |

Special Invitees

- | | |
|----|---|
| 1. | Mr. John Kurien,
Centre for Learning Resources,
Pune. |
| 2. | Shri N.K. Verghese,
Member, NIEPA. |

SUB-GROUP OF WORKING GROUP ON T.E

- | | | |
|----|--|----------|
| 1. | Prof. A.K. Sharma,
Director, NCERT. | Chairman |
| 2. | Shri Anil Sinha,
Jt. Director, NIEPA | Member |
| 3. | Shri Sumit Bose,
secretary, School Education,
Govt. of Madhya Pradesh. | “ “ |
| 4. | Dr. Raghav Prakash,
Snadhan,
Mangal Marg,
Bapu Nagar, Jaipur,
Rajasthan. | “ “ |
| 5. | Shri A.K. Gulati,
DS(TE), M/o HRD. | “ “ |
| 6. | Prof. G.C. Arora,
Head, D/o Teacher Education,
NCERT. | “ “ |

SPECIAL INVITEES

1. Prof. Amrik Singh
Eminent Educationist,
2/6, Sarvpriya Vihar,
New Delhi.
2. Dr. Lalit Kishore,
Lok Jumbish Parishad,
Jaipur, Rajasthan.
3. Prof. M. Mokhopadhyay,
Consultant, UNESCO,
New Delhi.

SUB-GROUP OF WORKING GROUP ON N.F.E.

1. Shri Alok Ranjan,
Secretary, Basic Education,
Govt. of U.P., Lucknow. Chairman
2. Dr. R. Govinda, Sr. Fellow
NIEPA, New Delhi. Member
3. Ms. Sharda Jain,
Sandhan, Mangal Marg,
Bapu Nagar, Jaipur. " "
4. DS, NFE.
5. Shri N.K. Ambasht, Head,
Deptt. of NFE and Alternative
Schooling, NCERT, New Delhi. Convenor

Special Invitees:

1. Ms. Aneeta Sharma,
Project Director,
Rajiv Gandhi Mission,
Bhopal.
2. Ms. Vrinda Sarup, Director,
Mahila Samakhya,
Deptt. of Education,
Ministry of Human resource Development,
New Delhi.
3. Dr. S.N. Methi,
Secretary, SKB,
Rajasthan.

SUB-GROUP OF WORKING GROUP ON E.C.C.E.

- | | | |
|----|---|----------|
| 1. | Prof. A.K. Sharma,
Director,
NCERT, New Delhi. | Chairman |
| 2. | Smt. B. Sen, Jt. Secretary,
WCD, Ministry of HRD. | Member |
| 3. | Ms. Mina Swaminathan,
M.S. Swaminathan Research Foundation,
3rd Cross Street, Taramani,
Institutional Area,
Madras - 600 013. | “ “ |
| 4. | Prof. Veena Mistry,
Pro Vice Chancellor,
M.S. University, Baroda. | “ “ |
| 5. | DS(EE),
M/o HRD. | “ “ |
| 6. | Ms Vinita Kaul,
Head, Deptt. of Pre-School and
Elementary Education,
NCERT, New Delhi. | Convenor |

Special Invitees:

- | | | |
|----|--|--|
| 1. | Ms. Anita Kaul,
Project Director,
DPEP, Karnataka. | |
|----|--|--|

No F 12-2/96-TE-I
Government of India
Ministry of Human Resource Development
(Department of Education)

New Delhi, Dated 3rd October, 1996.

ORDER

Subject: Formulation of Ninth Five Year Plan (1997-2002) Constitution of Sub-Groups for the Combined Working Group on Elementary Education, Teacher Education, Non-Formal Education and Early Childhood Education.

In partial modification of this Ministry's Order of even number dated 3-9-96 constituting the Sub-Group on Teacher Education, it has been decided to reconstitute this Sub-Group with the following composition with immediate effect.

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|----|--|-------------|
| 1. | Prof. A.K. Sharma,
Director, NCERT. | Chairman |
| 2. | Prof. J.S. Rajput,
Chairman, NCTE. | Co-Chairman |
| 3. | Shri Nail Sinha,
Joint Director, NIEPA. | Member |
| 4. | Shri Sumit Bose,
Secretary, School Education,
Govt. of Madhya Pradesh. | " |
| 5. | Dr. Raghav Prakash,
Sandhan, Mangal Marg,
Bapur Nagar, Jaipur,
Rajasthan. | " |
| 6. | Shri A.K. Gulati,
DS(TE), M/o HRD. | " |
| 7. | Prof. G.C. Arora,
Head, D/o Teacher Education,
NCERT. | Convenor |

Special Invitees

1. Dr. Lalit Kishore,
Lok Jumbish Parishad,
Jaipur, Rajasthan.
2. Prof. M. Mukhopadhyay,
Consultant, UNESCO,
New Delhi.
3. Shri G.D. Sharma,
Secretary, University grants Commission,
4. Prof. C.L. Anand,
Visiting Professor,
Punjab University, Chandigarh.

The relevant terms and conditions mentioned in the Order dated 3-9-96 as reproduced below would remain unchanged.

The Sub-Groups would finalise such portions of the report of the Working Group as are relevant to the subject for which it is constituted. While finalising the Sub-Group shall keep in view the discussions already held in the previous meeting of the Working Group. It shall also take into account the recommendations of Chief Minister's conference held on July -4-5, 1996 at New Delhi, with regard to achieving greater flexibility in implementation of Centrally Sponsored Scheme during the Ninth Five Year Plan.

The report of the Sub-Group shall form the part of the final report of the Combined Working Group on Early Childhood Education, Non-Formal Education, Elementary Education and Teacher Education for the Ninth Five Year Plan after the same are approved, in the final meeting of the Working Group.

The TA/DA of the Non-Official Member of the Working Group will be reimbursed as per rules.

Sd./
(MAHESH ARORA)
Under Secretary to the Govt. of India.

Copy to: All the Members and Special Invitees as mentioned above (By Name) and also to :
Prof. Amrik Singh,
Eminent Educationist,
2/6 Sarvpriya Vihar, New Delhi.

NIEPA - DC



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