

Draft

**Programme of Action
for
Education for All
in
Andaman and Nicobar Islands**

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Programme of Action for Education for All in Andaman and Nicobar Islands

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I. INTRODUCTION

Free and compulsory education to all children upto 14 years of age has continued to be a goal of the Country since 1950. It is a goal that is still unrealised. Initially, it was hoped that universal elementary education would be achieved by 1960. The target now has been fixed as 2000 AD.

A certain urgency regarding universalisation of elementary education made itself felt after the National Policy of Education (NPE), 1986 declared that highest priority would be given to ensuring education to all children 6 - 14 years of age. The programme of Action (POA) to the NPE, that came on its heels, recommended several centrally assisted schemes in the elementary education sector that, despite it being the middle of the VIIth Five Year Plan, were sanctioned almost immediately by the Centre. The World Conference on Education for all (1990), the review of the National Policy of Education and Programme of Action (1992) and the Education for All Summit in New Delhi of the Nine Most Populous Countries in the World (1993) followed one upon the other, each contributing to highlight the urgency for Education for All. At about the same time, the country changed its economic policies, liberalising the economy but advocating the creation of a social safety net that included primary education. The Prime Minister chaired a meeting of the National Development Council called specially to discuss Literacy and Education for All (February, 1994) and committing himself to six percent of the G.D.P. on Education, called upon all states to ensure that Education for All is reached by 2000 AD.

States and Union Territories have responded by preparing their own Programmes of Action for Education for All. In Andaman and Nicobar Islands, in pursuance of the guidelines issued by the Ministry of Human Resources Development, a Steering Committee was constituted under the chairmanship of the Lieutenant Governor to review the progress of educational development of the Islands and to draw up a Policy and Programme of Action for Education, including Education for All. The constitution and terms of reference of the Committee are given in Annex I.

The Committee has followed closely the framework of action adopted in the National Policy of Education, 1986 and Programme of Action, 1992, and found that many of the strategies outlined therein are relevant to the Andaman and Nicobar Islands and need to be acted upon. The Committee has also followed the consensual approach by which the National Policy of Education and Programme of Action were drafted, circulating the draft Programme of Action for Andaman and Nicobar Islands widely before finalising the document.

II.ELEMENTARY EDUCATION

1.1The Present Status

The awareness for education among a resettled people who have been given a second opportunity at life, and the provision of over 8% of the Plan budget of the Territory since the 1st Five Year Plan, has ensured the Andaman and Nicobar Islands an effective network of educational institutions over its scattered expanse. There are, for a population of 2.81 lakh people, (1991 Census) 50,952 of them in the age group 6-14 years ¹, 304 schools, 188 Primary, 44 Upper Primary and 72 Secondary and Senior Secondary. According to the figures relating to 1993-94², there were 76473 children enrolled, 44311 at the Primary stage, 19182 at the Upper Primary, and 12970 at the Secondary and Higher Secondary. The gross enrolment ratios relating to Elementary Education are given in Table I. The net enrolment ratios³, have been estimated in Table II.

Table I
Gross Enrolment Ratio at Primary and Upper Primary Stages (1993-94).

Year	Primary						Upper Primary					
	Boys		Girls		Total		Boys		Girls		Total	
	All	ST	All	ST	All	ST	All	ST	All	ST	All	ST
1993-94	137.1	114.4	121.2	99.5	129.1	106.7	123.1	104.8	107.6	91.8	115.4	98.4

Source: Deptt. of Education

Table II
Net enrolment ratios (1993-94)

Primary	Upper Primary
97.8	97.1

Source: Deptt. of Education

Were it not that the population of the Territory has been growing at the perplexing rate of 5% per annum over the last two decades, due mainly to the influx of migrant labour from the poorer mainland states, it is conceivable that Andaman and Nicobar Islands would have achieved universalisation of Elementary Education some ten years back. But since 1971, the number of inhabited Census villages has shot up from 390 to 491 in 1981, and 504 in 1991. In comparison, Institutions providing

¹Based on NIEPA projections of age distribution of population

²Source of data-Department of Education, Andaman and Nicobar Islands.

³Net enrolment ratios have been estimated by deducting the percentage of over- and under- age children in 1986 from the enrolment figures of 1993-94.

primary school education have grown from 161 in 1971 to 288 in 1991. The number of primary school teachers, 641 in 1971, increased to 1758 in 1991. The ratio of trained to untrained teachers, the pupil : teacher ratio, and the number of female teachers (Table III), has improved despite the expansion in the system to levels well above the national average; and significantly, without fall in ratios. The growth rate of facilities, being 2.95% for primary schools, and 5.17% for primary teachers, might have sufficed to provide primary schooling facility in each habitation had villages not mushroomed at this alarming pace (1.3%).

Table III
Pupil-Teacher Ratio, and Percentage of female and trained teachers at primary and upper primary

Year	Pupil Teacher Ratio				Percentage of female teachers				Percentage of Trained Teachers			
	Primary		Upper primary		Primary		Upper primary		Primary		Upper primary	
	A&N	AI	A&N	AI	A&N	AI	A&N	AI	A&N	AI	A&N	AI
1978	23	43	16	24	-	27.3	-	27.7	-	86.2	-	86.6
1986	31	47	26	30	42.1	30.2	36.5	30.9	95.5	86.4	93.6	87.4
1992	24	-	19	-	47.6	-	43.5	-	96.4	-	99.1	-

Source: Deptt of Education

But more than with burgeoning population however, the problem has lain with a stagnation in policy. Table IV gives the Census villages by size. By far the larger number have population less than 200, and are encroachments which are not, according to the existing revenue and forest policies, to be regularised or recognised; and are therefore not to be provided any durable or capital investment. Unfortunately, educational policy did not adapt to these changing circumstances - the norm continued to be a Primary School in every habitation with 200 population, and although it was observed more often in the breach, the accumulated consequences of this lack of periodic review are now there for all to see- habitations without any educational facility; underutilised primary schools in smaller habitations; vacillation with regard to the improvement in facilities of primary schools in smaller habitations; and, worst of all, a lack of clear direction as to the planning for universalisation. Table V gives the status of habitations without primary school facility within one kilometer distance⁴. Altogether, 213 habitations have still to be provided coverage as per norm. Of these, 190 are smaller than 200 and/or are temporary camps or unregularised encroachments. Universalisation would require a clear strategy and plan of action for extending primary schooling to this category.

⁴Data has been obtained by a school mapping exercise conducted for the first time in the Islands. Figures are unconfirmed, but likely to be approximately correct.

Table IV
Census Villages classified by population

Size	No. of Habitations	Population
> 200	285	16988
200-499	95	29955
500-999	65	47617
1000-1999	44	61065
2000-4999	15	50081
5000-9999	-	-
Total	504	205706

Source: Census 1991

Table V
Habitations without Primary schools

Population of Habitation	No. of habitations	No. of habitations with primary schools beyond one Km.
0-149	254	186
150-199	31	4
200-499	95	15
500-999	65	7
1000-1999	44	0
2000-4999	15	1
5000-9999	0	0
Total	504	213

Source: Dept of Education

1.2 Inequalities in Education:-

J.P. Naik's "Elusive Triangle" of Quantity, Quality and Inequality applies to the Andaman and Nicobar Islands as much as to any of the larger states. The pressure of numbers set a pace for expansion that made it impossible to ensure a sustainable quality of services, especially in the rural, remote and under privileged areas, and this in turn led to a sharpening of the existing inequalities in education, and in the conditions for success. The major disadvantaged group in the Islands is the Scheduled Tribes⁵. Enrolment ratios (Table I), dropout rates (Table VI), and numbers passing secondary and higher secondary exams, (Table VII) in the Science stream, show the slow buildup of disadvantage that starts with primary education itself and results in large scale transfer of reserved seats and dereservation of vacancies meant for the Scheduled Tribes in professional and higher education institutions and government departments.

⁵There are 6 primitive tribes in the Andaman and Nicobar Islands - the Sentinelese, Jarawas, Shompens, Onges, Andamanese and Nicobaris. The first two are still considered hostile and are outside the pale of developmental schemes. A single teacher Primary School has been provided to the next three, but the normal curriculum and pace are not imposed. The population of these 3 tribes together is approximately 292, and enrolment only 63. Reference to the Scheduled Tribes in the Programme of Action is limited to only the last, the Nicobari tribe. This comprises 26,000 people approximately, an estimated 4316 in the 6 - 14 years age

1.3 Quality of Education:-

The main reason why quality has become the biggest issue in elementary education today may be traced (apart from the basic reasons of the "elusive triangle") to the lack of resource support for elementary education, and an undefined policy regarding curriculum.

1.4 Teacher Training:-

The State Institute of Education is a cell comprising a staff of 8 persons with the main responsibility for English Language teaching. About 20 Post Graduate Teachers and 60 Graduate Trained Teachers have been trained annually, since it started, in 1990, on this aspect. Other than English language teaching, no other inservice training programme has ever been taken up.

Apart from the formal one years' preservice training with which they have qualified to teach, no primary school teacher has been given any reinforcement training, guidance or orientation regarding subject content, transactional methods or changes in curriculum. To make matters worse, the territory does not have any system or structure for school supervision, either through school complexes, or school "Inspectors". But for the monthly contact with the Zonal Office (there are 5 educational zones in the territory) for drawal of pay, and the irregular but not infrequent demand for school statistics, the teacher is left pretty much to fend for himself as best he can.

It is not surprising that teacher motivation is low, actual teaching time far less than the prescribed school calendar, and learner achievement less than satisfactory. Remote areas, where service conditions are hard, and messages go cryptically by wireless, are, expectedly, the worst off.

1.5 Curriculum and Content:-

In the past, changes in the curriculum were made in an adhoc manner by the Directorate of Education without consultation with teachers or ratification by the Administration. Unfortunately, curriculum changes have been directed at increasing the curriculum load, rather than at decreasing it. A Class I child in a government school is prescribed three or four text books, as against the NCERT's recommendation of two - one for language and one for mathematics.

There is an overload of language in the curriculum at the primary level, arising out of the somewhat confused policy regarding medium of instruction. The second language is generally introduced in Class I and the third language in Class III, as against the National recommendation⁶ of introducing the second language in Class III and the third language in Class VI. For Nicobari children, who have to study in English or Hindi Medium because primers in Nicobari have not as yet been developed beyond Class II, the load is even heavier - all three languages are started from Class I. The percentage of time given to different subjects at primary stage is shown in Table X. Contrasted with Table XI, which gives the recommended teaching time per subject, it is easy to see

⁶Refer "National Curriculum For Elementary and Secondary Education-A Framework", NCERT, 1988

how language teaching is responsible for making primary education in the Islands an onerous burden on tiny minds. By upper primary stage (Table XII and XIII) language teaching takes up almost 43%, cutting into the teaching time recommended for mathematics, art and environmental studies by 11%.

Table X
Teaching Time at Primary Stage in Andaman & Nicobar Islands

Subjects	English Medium	Hindi Medium	Other Medium
Languages	37.50	43.75	45.84
Mathematics	18.75	18.75	16.67
Environment Sciences	25.00	25.00	25.00
Health & Phy Edu	6.25	4.17	4.17
Art Edu	6.25	4.17	4.17
Work Experience	6.25	4.17	4.17

Source: Dept of Education

Table XI
Recommended Teaching Time at Primary Level

Subjects	Percentage
Languages	30
Mathematics	15
Env Sciences	15
Health & Physical Education	10
Art Education	10
work Experience	20

Source: NCERT

Table XII
Teaching Time (in %) at Upper Primary Stage in A & N Islands

Subjects	English Medium	Hindi Medium	Other Media
Languages(s)	43.76	43.75	41.67
Mathematics	16.67	18.75	16.67
Science	12.50	18.75	14.58
Social Studies	12.50	12.50	14.58
Work Experience	6.25	4.17	6.25
Art Education	2.08	4.17	-----
Health & Phy Edu	6.25	4.17	6.25

Source: Dept of Education

Table XIII
Recommended Teaching Time at Upper Primary

Subject	Percentage
Language(s)	32
Mathematics	12
Science	12
Social Studies	12
Work Experience	12
Art Education	10
Health and Phyl Education	10

Source: NCERT

A further anomaly adds to the burden. Textbooks for the second language are generally not graded. The textbook prescribed for the main language and medium of instruction in one school is adopted as the second language textbook in the other

Arising out of the administrative problems in obtaining textbooks and a mistaken belief that tougher textbooks mean greater learning, this practise is another basic reason for the unsatisfactory levels of student learning in languages. Not only is the teaching time for the second language insufficient to teach the prescribed textbooks, but the pedagogy for second language teaching requires a totally different approach.

1.6 Medium of Instruction:-

Mention has been made above of the confusion in policy regarding medium of instruction. The national policy requires instruction in the mother tongue at the primary level, so that school education can build upon the learning that the child acquires at home. Prudence requires that instruction beyond the primary stage should be in the language of the state, or by which the child's opportunity for success and employment is enlarged. In the Andaman and Nicobar Islands, however, the medium of instruction at the Upper Primary and Secondary levels has been decided by default. Children continue in their respective media upto Class VIII. Beyond that, in the Secondary and Higher Secondary stages, they learn Social Studies in their chosen medium of instruction, and Science, irrespective of their language of study, in English. Consequently, Xth standard results are generally poor, the worst performance being in science subjects, and in Higher Secondary, children herd into Humanities, avoiding the Sciences despite a definite vocational advantage to learning them.

It appears that Science textbooks are prescribed in English because textbooks to the All India Boards, to which the Andaman and Nicobar schools are affiliated, are written in English or Hindi. Why they are not prescribed in Hindi in Hindi medium schools appears to be an accident of history, left uncorrected with tragic consequences, since neither student, nor, worse, the teacher, is in a position to cope with the change in medium.

1.7 Text Books:-

Textbooks are neither developed nor translated nor printed in the Andaman and Nicobar Islands, there being no resource or other institution for such work. The State Institute of Education has in recent years begun the development of Environment Studies (EVS) textbooks for the primary stage, and has so far gotten upto Class III. Textbooks are procured from the NCERT/CBSE in English and Hindi and from the State Textbook Boards of West Bengal, Tamil Nadu and Andhra Pradesh in Bengali, Tamil and Telugu respectively.

The result is a wide divergence in the content of textbooks of different media, each highlighting the physical features, practices, customs, festivals, habits of its state of origin, the only common feature across textbooks of different media being the absence of any content relevant to the Islands. While, at the upper primary and secondary stages, such a policy should be assessed for its contribution to the clearly discernible trend of linguistic groupism, and its likely repercussions on harmonious integration, at the primary stage the effect is adverse on the more immediate educational objectives. Not only does irrelevant content encourage rote memorisation, but it also succeeds in defeating the aim of primary education of imparting knowledge and skills

that equip the learner to deal with his environment as a socially useful, contributing member.

The administrative difficulties of such large scale procurement might also be mentioned. The Department of Education does all the procurement, distribution and sale of textbooks. There are no private retailers. There is only one sale outlet, that in Port Blair. Students not entitled to free textbooks have to obtain their textbooks from Port Blair. Those who get free textbooks as incentives may get them from the teacher, who obtains it from the Zonal Office, which collects the requirement in turn from the Head Office. Since delays are frequent at each level, it is uncommon to find students with textbooks at the beginning of the academic year, and not uncommon that certain text books do not reach till the last quarter of the year. There have also been years when textbooks of one medium have had to be distributed in place of another.

Unreliable as it is, it is doubtful if even this system will be allowed to continue much longer. Audit objections to purchasing books on departmental advances and keeping the sale proceeds in a PL account instead of depositing it as revenue receipt are forcing the department to a change!

2.1 Goals and Targets:-

The goal set by the National Policy of Education is to ensure that "free and compulsory education of satisfactory quality is provided to all children upto 14 years of age before we enter the twentyfirst century." This has been reiterated in the Declaration drawn up by the World Conference on Education for all -

✓ "Universal access to, and completion of, primary education by the year 2000"

- and reemphasised in the recent Summit of the Nine high population Developing Countries on Education for All held in New Delhi in December, 1993:

"We, the leaders of the Nine High Developing Nations of the World, hereby reaffirm our commitment to pursue with utmost zeal and determination the goals set in 1990 by the World Conference on Education for All and the World Summit on Children, to meet the basic learning needs of all our people by making primary education universal and expanding learning opportunities for children, youth and adults".

✓ Adopting this goal, and aiming at Education for All by 2000 A.D., we may set our objectives and targets in terms spelled out at the national level, as under :-

Universal Access to primary education for all children upto 14 years of age through the school system as far as possible and through alternate and complementary non-formal and part time education wherever necessary.

Universal Participation of all children till they complete the primary education course, and their regular and active participation in the learning processes;

Universal Achievement of a level which should correspond as closely as possible to the nationally acceptable Minimum Levels of Learning.

2.2 Targets:-

So far, targets have been additional enrolments to be made every year. In the VIII Plan, a target of 3000 additional enrolments per annum at the elementary stage has been set, with no easy explanation however as to how this figure has been arrived at.

- Now, in order to reach the objective as set by the National Policy of Education, and in terms of the above goals, it will be necessary to lay down the target, not only for additional enrolment, but as well for increased participation and improved levels of learning. The targets will have to be drawn up taking not only previous trends into account, but also the distance from the goal. Yearly targets will need to be fixed, and additional capacity created annually, in order to reach the goal on time. Strategy, plans and financial requirements will have to be designed and provided accordingly.

• Taking the estimated population distributions projections for the 1991 Census, and extrapolating those figures for 2000 AD., we may expect that there would be 68785 children in the age group 6-14 years who would have to be enrolled in school. Keeping this figure in mind, and recalling that the current drop out rate is about 4%, we may have the following target for universalisation of elementary education :-

✓ For Universal Access, the target of all children upto 14 years of age would require that the enrolment figures in classes I - VIII or equivalent Non-Formal Education courses should be 77,446. The enrolment in classes I - VIII in 1993 -94 was 63,493. This would imply that an additional enrolment of only 2000 would need to be made annually, and schools or alternate nonformal or partime education facilities opened within easy walking distance of habitations in which the underprivileged groups, the Scheduled Tribe children and girls, are unable to attend because of a lack of effective access.

✓ For Universal Participation, the target could be defined in terms of participation and attendance rates. Current drop out rates are estimated at 4% (7% for girls) between classes I - V and 26.5% (27.3% for girls) between classes I-VIII. The target will be reduction in disparity by increase in retention and attendance among girls, Scheduled Tribes, and girls among the Scheduled Tribes, so that the dropout rates for each disadvantaged group is controlled within 5% by 2000 AD, and regular and active attendance brought to a daily rate of 80% with the active participation of each disadvantaged groups in the learning process.

✓ For Universal Achievement, the target will be the immediate adoption of the nationally accepted Minimum Levels of Learning, and improvement in the content and process of education through a genuine attempt at making learning a child-centered, activity based and joyful process, so that by 2000 AD, the level of learner achievement corresponds to the level set as minimum for the primary stage.

✓ 3.1 Strategy and Plan of Action:-

The strategy will be drawn up keeping in mind the three components of the target, and the emphasis that will now be placed upon improvement in the quality of education. Correctives for past weakness in policy and planning will simultaneously be made.

3.2 Coverage:-

Universal access implies the provision of educational facilities of a good standard within easy walking distance. The recommended national norm is within 1 kilometer walking distance of every habitation with a population of 200. In Andaman and Nicobar Islands, seeing that 285 habitations have a population below 200 and that, therefore,

8.25% of the population would be deprived of easy access to schooling, it is considered that a relaxation in the norm should be made. A norm of 150 is considered appropriate. Habitations with 150 population would have, in the Andaman and Nicobar Islands, about 16 children in the age group 6-11 years and 25 in the age group 6-14 years. Since the guidelines consider that a primary school is not viable with less than 50 children, further relaxation is not considered desirable as it would encourage schools in which a proper learning atmosphere is not available, and costs per child enormously high.

With this norm, it will be seen that only about 27 habitations as per current statistics would require additional schools to be opened within 1 Km. distance. Taking growth trends of 1981-1991 into account, we may anticipate an increase by about 13 habitations to this number. Altogether, 40 new primary schools would need to be opened by 2000 AD. The VIIIth Plan target of 4 per annum would need to be revised to 8 new schools to conform to the minimum laid down by the NPE, growing, along with population growth, to a classroom and teacher per class. The gap that now exists in universalisation would comprise almost entirely of girls and ST children, that lack the means and motivation to seek out education. To reach them will take a far higher unit cost investment.

As regards upper primary schools, the national target is one upper primary to every 2 primary schools, so as to provide an upper primary school within 3 kilometers walking distance of every habitation. Nationally, the ratio reached so far is 1:3.8. In Andaman and Nicobar Islands, we are fortunate in having already have reached a ratio of 1:2.5. It may not be practical to reduce this further, considering that many primary schools are in habitations where the number of children 11 - 14 years old are very few. It may be estimated that by 2000 AD., about 50 additional upper primary schools would need to be created by upgrading 7 new primary schools every year. Simultaneously a policy to have residential upper primary schools with hostel stipend can be adopted to enable the smaller and isolated habitations the facility for upper primary schooling

3.3 Smaller Habitations and Encroachments -

Viable alternatives to Primary Schools will be opened in habitations with population less than 150, as well as in encroachment villages and temporary forest camps. Community participation will be elicited and, where the Administration's policy does not permit the creation of capital assets, the community expected to provide the buildings and teachers' accommodation.

Emphasis will be placed upon opening Non-Formal Education (NFE) centres and volunteer schools in these areas. NFE centres would be especially appropriate in the remote habitations, where distances and geographical difficulties keep children at home well beyond the age for the primary stage, or make them drop out early, and a mixed age group has therefore to be contended with. Community or volunteer schools will be encouraged where community pressure for schooling is high, or voluntary organisations willing to take up educational activities are available.

The NFE centres will be run in accordance with the guidelines of the centrally sponsored scheme. The NFE instructor will be chosen from among the community and by them. A systematic training for NFE instructors will be planned, and the training, academic supervision, curriculum, learning aids and pay of the NFE instructor will be the responsibility of the Administration. The community will be required to monitor the regular running of the centre, provide needed support to the NFE instructor and make

provision for a suitable building. Similarly, community/volunteer schools will also conform as closely as possible to the guidelines of the scheme where ever volunteer agencies step forward. Where no agency is available, Administration will provide the recurring expenditure as per the scheme and the academic supervision, and except the community to take up the basic responsibility for the provision of school building, appointment of teachers and running of the school.

A third alternative will be considered in areas where the above two do not succeed - where the community is in favour or willing to send their children, residential or ashram schools will be opened from Class IV - Class VIII Pre-primary -cum- early primary classes will be held in the habitations through Integrated Child Development Services/ECCE and community schools, and the children from several such habitations thereafter transferred to the residential schools for completion of the elementary stage. The schools will be coeducational, with separate boarding houses for boys and girls, and a strong emphasis upon girls' education.

3.4 Microplanning:-

While overall statistics and status are sufficient information with which to draw up a strategy, they are quite inadequate when it comes to the actual planning. Unfortunately, detailed plans have been prepared in the past with only overall statistics to go by, leading to absurd situations, such as targets for individual schools for enrolment that have no relation to the number of children in the school catchment area, and to a distressing disassociation of the implementation personnel from the process of planning. An important strategy for universalisation of the new Programme of Action will be microplanning. This will involve the survey, by the teachers, the parents and the community leaders, both official and non-official, of their habitation, to identify, householdwise, the number of children in the preprimary, primary and upper primary age groups; the mother tongue of the children, their existing educational status; the situation and condition of the existing school/s; the ease of accessibility etc. A map of the village, and statistics of children who have not attended school or have dropped out will be prepared and discussed in order to identify the steps required to improve the situation - by provision of school, or its improvement, or reenrolment, or provision of alternatives such as NFE, or provision of incentives to girls, etc. etc. A village-wise School Education Register and School Map will be maintained, and updated every year by a resurvey done in the first month of the every new academic session. Targets of enrolment for every school will be worked out on the basis of this survey; and at the central level, the yearly targets and villages where new schools will be opened will be informed decisions arrived at on the basis of these statistics.

With the new Panchayat Regulation of 1994 having delegated administrative responsibility for primary education to the Gram Panchayats, this territory is in an excellent position to begin with microplanning immediately, and ensure that implementation of plans in 1994-95 is done in a systematic and realistic manner.

3.5 Village Education Committee:-

An essential aspect of microplanning, especially under the decentralised panchayati raj structure, will be the formulation of a Village Education Committee

(VEC) in each habitation. The responsibility of the VEC will be microplanning and universalisation of access to and participation in elementary education in the habitation. To this end, the VEC will assume functions relating to preparation and conduct of the annual survey; preparation and updating of the village education register, assistance in improvement of the school or setting up of NFE centres; supervision over the regular running of the school; and regular attendance of every enrolled child by checking up absenteeism with the parents, taking steps against truancy, etc.

The VEC will, as far as possible, be constituted by the Gram Sabha from amongst itself by selecting to it citizens who are interested in educational issues; who have a standing in the community and an influence over with parents; and who will be able to devote time to their responsibilities. The VEC will also comprise the primary school headmaster, NFE instructor, anganwadi worker and ANM. As far as possible, half its membership will be women. It will be nonpolitical in nature, so that all sections and groups within the village relate to it and defer to its advice. Altogether, the VEC would not run into more than 10 members. It will be the body representing the habitation and its community on elementary education needs and issues, and will be consulted by the Gram Panchayat's Standing Committee on Education, if one be formed, before taking decisions regarding that village.

3.6 Improvement of Schools:-

As discussed earlier, the provision of physical facilities in primary and upper primary schools is fairly satisfactory in the Andaman and Nicobar Islands. Yet there are schools in which the minimum is lacking, and, sure enough, these are the schools in the far flung, remoter and tribal islands. Improvement will be immediately taken up to bring them up to standards set as the minimum under the Operation Blackboard (OB) scheme, for this purpose preparing a proposal under the centrally sponsored scheme for assistance for teachers, material and equipment, and making provision within the Administration's Plan for additional classrooms, toilets for boys and girls and contingency funds for each school, wherever the size of the habitation is smaller than 150 or it is in an encroachment area. Operation Board will be implemented and completed within 1994-95 and 1995-96. Thereafter, provision will be made annually in the Plan budget for funds for replenishment of equipment and contingency expenditure to each primary and upper primary school at the norm prescribed.

Operation Blackboard will be regarded as the first step. Thereafter, or simultaneously if funds permit, improvement will be taken up in composite primary and upper primary schools as well, and in elementary sections of larger schools, to provide for pucca buildings, and additional classrooms and teachers according to need and norms. The endeavour will be to provide each school with a satisfactory, adequate, well-lit and well-ventilated building, sufficient toilets, seperately for boys and girls, electricity, drinking water, adequate teaching-learning equipment, furniture, a playground and a compound fence. In planning, priority will be given to overcrowded schools (where, however, land for expansion is available) and schools in Kutch buildings. Norms for replenishment will be laid down, as well as guidelines for purchase of equipment. The latter will be given attention straightaway, being necessary for Operation Blackboard expenditure, and keeping in mind that most articles and equipment have to be obtained from the mainland. Special attention will be given for purchase of library books.

As regards appointment of teachers, the current planning is to provide new teachers according to targets of additional enrolment to maintain the ratio at 1:24. Taking overall targets into account, this would require 1469 additional teachers by 2000 AD.

In recruiting these teachers, it will be necessary to keep in mind the medium-wise enrolments, classes and requirements. So far, this was not being done, leading to a mismatch between demand and availability despite an adequate overall teacher strength. Posts will be created taking mediumwise requirement into account, and recruitment made accordingly.

3.7 Appointment of Female Teachers:-

Noting the stagnation in the percentage of girls to boys at the Primary (40%) and Upper Primary (35%) stages, the National Policy of Education urges that atleast 50% of the teachers in every school should be female. States (Tamil Nadu, for instance) where girls' enrolment is a problem, have decided upon 100% appointment of female teachers till this ratio is made up.

In Andaman and Nicobar Islands, the percentage of female teachers is 47.6 at primary and 43.5 at upper primary. Since figures relating to girls do lag noticeably behind boys, henceforth 50% of the recruitment of primary school teachers will be of women teachers. This 50% will be applied mediumwise.

One of the issues frequently raised wherever the subject of women teachers is discussed is that concerning accomodation. In the Andaman and Nicobar Islands, it is already part of the strategy that teachers should be provided accomodation, in the case of primary and upper primary schools, within the compound of the school. This strategy will be continued, and in the allotment, priority given to women teachers.

3.8 Incentives:-

Education at all levels in the Andaman and Nicobar Islands is highly subsidised. At the elementary stage, tuition fees are not charged of any child. In addition, the indirect costs of education are borne by the state in regard to textbooks, uniforms, transportation for all Scheduled Tribe children and children below poverty line. Midday meals are also provided. In the last year, Rs.212 lakhs was spent on incentive schemes. The schemes in operation are listed in the box. It is proposed to continue this strategy and scheme, with appropriate enhancements in cost and income limits to take account of the rising cost indices.

3.9 Medium of Instruction at Primary Stage:-

In opening new schools, and adding new media of instruction to existing schools, the present approach is found to be far too lax. Generally, public, often politically motivated, pressure has been the basis for adding new medium. Such an adhoc response is in no small measure responsible for creating shortages of teachers and classrooms in individual schools.

The NPE requires that provision be made for teaching in the mother tongue at primary stage. As a norm, it suggests that provision be made wherever there are 10 children in a class or 20 in a school. The provision envisaged is a teacher who can teach in that language. In practise however - and nowhere has teaching in the mother tongue been practised more faithfully than in the Andaman and Nicobar Islands - a new medium implies not just an additional teacher, but a separate second school.

This mediumwise management presents the Education Department its single biggest administrative problem. When overall statistics of classrooms and teachers are segregated and studied mediumwise, it is seen that the provisioning of schools is far from even for all media. Studied further, it will be discovered that the overall teacher-student ratio is highly misleading, hiding variations as wide as, for example, 1.45 in English medium, with overcrowding in the urban areas and unutilised manpower in the remoter villages. It has been seen that wherever a medium is added on demand, that medium has very little enrolment, and excessively high per child costs.

A change in the strategy is therefore urgently called for. Henceforth, instead of responding in an adhoc fashion, the composition of the habitation will be taken into account, and the mother tongue of the households ascertained. If the number of households and primary age group children are sufficient in number to justify a viable primary school in that medium, then that medium will be introduced and facilities of classrooms and teachers provided as if for a fullfledged school. If the number is insufficient, NFE centre or community schools will be planned (unless the community is desirous of joining the mainstream medium). Thus a habitation will be further subdivided into language groups and the size of the language groups in a habitation rather than the habitation itself will set the norm for provision of primary education within 1 kilometer walking distance. Smaller language groups than 150 population will be treated in the same manner as smaller habitations. In effect, the number of new schools to be opened will reduce, and the number of NFE centres, and with it, community responsibility for primary education, will increase.

3.10 Medium of Instruction at the Upper Primary Stage:-

At the upper primary and higher stages, the policy is to make the language of the State/Union Territory the medium of instruction. In Andaman and Nicobar Islands, as discussed above, 5 media are allowed - Hindi, English, Bengali, Telugu and Tamil. Table XIV gives the enrolment and number of schools in each. The administrative and academic weakness in this policy have been discussed earlier. Keeping these in mind, it is proposed to revise this approach. Henceforth, the policy regarding language and medium of instruction in the Central School (Kendriya Vidyalaya) Sangathan will

be adopted and followed. Children will study in their mother tongue upto Class V, with the second language of their choice, either Hindi or English, being introduced in Class III. In Class VI, upon entering the upper primary stage, the second language will become the medium of instruction, and a third language will be introduced. Children who have to switch their medium of instruction will be allowed to choose their mother tongue as their third language, if they so desire, in order that they are enabled to keep up with their own literature and culture. Children from English/Hindi medium streams, who would continue without change of media, will be required to choose one of the languages spoken in the Andamans as their third language. Emphasis will be placed on learning of Bengali, Tamil and Telugu.

Table XIV
Enrolment in Different Media at Primary and Upper Primary Stages

Media	Primary			Upper Primary		
	Schools	Enrolment	Enrolment %	Schools	Enrolment	Enrolment%
Hindi	181	20381	45.5	67	9341	48.7
English	34	8286	18.5	23	3820	19.9
Bengali	112	9677	21.6	3321	17.3	
Tamil	25	4289	9.6	11	2040	10.6
Telugu	7	2172	4.8	4	648	3.4

Source: Deptt of Education

3.11 Curriculum Development:-

It has been pointed out above that the curriculum at the primary stage has an overload of language teaching; encourages rote memorisation, has no relevance to the life and environment in which the child lives, and is designed with the aim of preparing the child for the Class X and Class XII Board Examinations. In this unsatisfactory state of affairs, the Andaman and Nicobar Islands is not alone. Several committees set up by the Ministry of Human Resource Development have studied the curriculum at the primary stage and pointed out the need to lighten the content, make primary education relevant to the child's experience, and reform teaching-learning methods to make learning an activity-based, child centered process that quickens the child's interest in learning and his enjoyment of schooling. The R. H. Dave Committee on "Laying down of Minimum Levels of Learning (MLL) at the Primary stage" recommends the competencies and skills for Mathematics, Language and Environment Sciences that should be included at the primary stage, and that every child should master before he moves on, either to upper primary stage education, or into life itself. The Committee's report also lays down a plan of action on how to ensure mastery level learning of the MLLs. Activity based teaching-learning methods, techniques and processes of continuous and comprehensive evaluation, development of curriculum and textbooks based on MLL; and teacher training are described and a systematic schema for implementation of MLLs laid down.

The curriculum reforms described in the MLL programme will be adopted, and the plan of action, suitably adapted to the conditions in the Islands, will be implemented. Indeed, action to this end has already been started. A team of resource persons has been put together to revise the curriculum of the primary stage and of the Junior Basic Teachers' Training College. A cooperation for development of MLL based textbooks and workbook has been discussed with national level resource institutions, which have done systematic work on MLL. It is hoped to begin with redesigning and

developing textbooks with the help of these institutions this year itself, and to have systematic and annually recurrent training of teachers for MLL from the next summer holidays.

The responsibility of curriculum development will be given to the District Institute of Education and Training (DIET), a resource support organisation being set up with central assistance along well laid down guidelines and with a Curriculum and Textbook Development Cell.

3.12 Textbooks -

Both pedagogically and administratively, the existing arrangements for the procurement, supply and distribution of textbooks is unsatisfactory.

A programme for the development of textbooks is being started, as discussed above, in cooperation with national resource institutions. The objective will be to design and develop textbooks which (i) teach the learning objectives and competencies included as the Minimum Level of Learning at the National Level, (ii) have content of local relevance to the Islanders, and (iii) provide for work space on workbooks for reinforcement of lessons learnt. In other words, the design suggested in the programme for Minimum Level of Learning will be closely followed. The programme will be spaced over 3 years, with books for Classes I & II being developed, reviewed, printed and introduced in the first year, for Class III in the next year, and Classes IV & V in the year after. The programme will be organised so that the process of development of textbooks also builds up a team of resource persons. These resource persons could be appointed later to take charge of the Curriculum and Textbook Development Cell in the DIET for Andamans. This team will also be given the responsibility for training of teachers in the concept and methodology of MLL, so that the MLL programme can be introduced in the Islands in a systematic manner, and a major step taken towards improvement in Achievement.

For textbooks relating to the second and third languages, the Central Institute of Languages (CIL), Mysore, will be consulted, and recommendations regarding graded textbooks obtained, so that the language load on children can be moderated. New textbooks will be developed with their help.

The administrative system for the purchase of textbooks will be reviewed. Supply of textbooks will be decentralised, through private retailers and Fair Price Shops, so that children can obtain them closer to home. Procurement procedures will be streamlined, and efforts made to reduce delays so as to ensure that textbooks reach the villages and schools at least two months before the start of each new academic session. Arrangements will be made to obtain textbooks in Hindi for Science subjects taught in Classes IX - XII.

3.13 Teacher Training -

Attempts at curriculum reform cannot hope to be effective unless teachers understand the changes to be brought about, and are equipped to do so. A 15 day training for all primary school teachers, with the help of NCERT & RCE, Bhubhaneswar was organised this year for the first time, in order to increase teacher motivation and

improve subject knowledge. What is required however, is a systematic inservice training programme that spearheads the programme for pedagogic improvement in elementary education, and covers as well teachers of the upper primary stage.

The District Institute of Education and Training (DIET) will take responsibility for programmes for improvement in the quality of education. Teacher Training will be its biggest function. The staff of the DIET will be trained with the help of NCERT, NIEPA, SANDHAN, Rajasthan, IIE, Pune, etc. In turn, they will create a network of master trainees and key persons, who will be persons elected mainly from amongst primary and upper primary school teachers and headmasters, and will be trained, intensively and recurrently, to provide academic supervision and guidance to primary schools, and recurrent training to primary school teachers. The content of training will be related to the MLL programme, and teachers will be imparted mastery over the critical competencies or 'hard spots of learning' in a manner that illustrates the activity-based and child centred teaching-learning process that they must themselves follow in their class to get every child to master the MLLs. An understanding of the MLLs, of the new textbooks, of the activity based pedagogical practices, and the evaluation systems for assessing mastery learning will be the object of primary teacher training, along with the overall objective of attitudinal change. Every teacher will be given at least 10 days training every year. A copy of the MLL statement and syllabus will be made available to every teacher.

At the upper primary level, the objectives of teacher training will be the same as at the primary stage. Although no minimum levels of learning are yet laid down, the learning competencies skills and competencies of each class will be discussed with the teachers so that the purpose of the activities becomes quite clear to them.

3.14 Resource Support and Supervision -

States that had a supervisory structure of Inspectors and Sub-Inspectors of schools are now coming around to the realisation that they are not equipped to provide academic guidance for improvement in the standards of school education. That Andaman and Nicobar Islands had no supervisory structure to replace makes it simpler to create an effective structure. It is proposed that at the zonal or block level, a Zonal Level Resource Team (ZLRT) will be put together, that will function under the guidance of the DIET. The ZLRT will comprise of master trainees and one or two full time personnel who will be responsible for coordination, monitoring and paperwork. The Deputy/Assistant Education Officer of the block will be the head of the team. The ZLRT will take responsibility for regular visits to schools to observe the teaching-learning process in the class, and provide guidance to the teacher in improving his teaching methods. In addition to school observation visits, master trainees will be assigned school cluster(s), and will meet at least once a month with their Primary school teachers/headmasters to discuss their problems and difficulties, and the progress in classwork. The monthly meetings will act as training cum discussion forums. The ZLRT will also have monthly meetings, in which Master Trainees will report the progress of their schools and put forward their issues. The ZLRT will draw up the monthly/quarterly academic calendar, watch the progress towards reform, suggest steps and correctives, and generally guide the MLL programme for quality improvement. Administrative issues, as well as issues relating to universalisation, will be passed on, via

the Assistant Education Officer, to the Zonal Administrative side for attention and redress.

3.15 Making Management Effective:-

The management structure, which has not been able to keep pace with the expansion of the system, is overburdened to break-down point. It will be strengthened, both by training in new education management concepts through NIEPA, as well as by way of creation of new posts and reallocation of work. The post of Director will be upgraded. Responsibility for management, planning and coordination of elementary education will be separated and, additionally, a separate desk will be created to take care of centrally sponsored schemes for elementary education from which a substantial amount of the funding for this Plan of Action may be expected.

Fig. I gives the proposed management structure.

3.16 Decentralisation:-

The coming into effect of the Panchayati Raj Regulation will force a decentralisation that is long overdue. Annexure II gives the proposed devolution of function to the gram, block and zilla levels.

In order to enable the structures at these levels to cope with the task, certain changes have already been planned. The workload regarding payment of salaries, which keeps the zonal offices busy for at least 10 days in a month, and takes about 2 working days of each teacher, will be decentralised to all HMs of senior secondary schools, who will be declared DDOs, and will make payment to their staff and the staff of the secondary, upperprimary and primary schools within their complex. In place of the old system of disbursal by cash, payment will be made by cheque to the nearest bank. A clerk will be posted to each senior secondary school for the purpose of drawing up bills, etc.

A zonal level resource team, already discussed above, will be created to take care of all academic issues relating to elementary education. One or two whole time persons will be posted to each ZLRT for this purpose.

The management of school data will be computerised. Work to this effect has already begun at the Directorate level, with help of the National Informatics Centre. Once it is compiled at that level, zonewise printouts will be prepared and sent to the zonal level for their use. As the next step, computers will be purchased and provided to each zone, alongwith software for educational data, and training to staff for input and analysis.

At the village level, the annual householdwise survey and Village Education Register will be introduced, on the basis of which village-wise information will be obtained and decisions taken. The Village Education Committee will be formed in each habitation, and this, together with the Gram Panchayat and Panchayat Samiti Committees on Education, will provide the advisory system which will guide the decentralised administrative structures on the proper management of elementary education.

3.17 Management Information System (MIS) -

An MIS is a tool that informs the manager of how decisions are being implemented, and let him know when things are going wrong. It allows him to make an assessment of the corrective action required, and communicate these to the implementers and field functionaries.

With decentralisation, it will be necessary to create an MIS for each level of manager, and an overall one for the Administration. At present, what exists, in a not very satisfactory form, is a data collection system that gives summative information, or target achievement figures, after an action is complete. It does not give much scope to assess the process of implementation and take timely corrective action. Information comes in erratically, always late, so that it has little use for management. Consequently, it is never really put to use, and, in turn, much of it becomes inaccurate and unreliable. In a large measure, this state of affairs owes to the fact that powers and decisions are all centralised at the departmental level, and middle level managers have no decision making authority. With decentralisation, it may be expected that block and district level officials will be interested in scrutinising data and analysing the results, in order to take informed decisions for which they are now responsible. This, in turn, should lead to timely and accurate submission of information.

The MIS will be designed to give periodic quantitative data for each of the objectives and plans of the sector. The data will be computerised at each level, and analysed to give information required for the decision making that lies there. Financial expenditures will be part of the data system. In addition, plans of action showing the activities, time targets, and persons responsible will be prepared on each scheme or plan.

The Management Information System will be designed by the department with the help of an expert agency such as IIPA or ASCI.

3.18 Making Education Compulsory:-

The Constitution enjoined that states endeavour to provide free and compulsory education to all children until they are fourteen years of age. Fourteen States/Union Territories enacted legislation to make education compulsory, but none drafted the rules or issued the necessary notifications whereby the legislation could get implemented. The view generally held was that no good would come of making education compulsory, indeed some harm, as well as definite administrative complications, might result, unless solutions are provided first for the problems that keep children from coming to school, and schools brought to the standard where they are capable of imparting a useful education of an acceptable quality. On the whole, by keeping mum on this issue, and instead providing guidance and finances to increase participation and improve quality, the national policy has concurred with this view. Recently, however, thanks mainly to Myron Weiners' forceful and somewhat journalistic "The Child and the State in India", this issue has raised its head once again.

Considering the issue from the viewpoint of the Andaman and Nicobar Islands, it may be stated that the Islands are in a very favourable position with regard to provision of universal access and participation. The usual problems that prevent children from

coming to school do not exist in any measurable way - the incidence of poverty is low; children are by and large not required to assist the family to supplement its' income or leave parents free to do so; water fodder or fuel are available to every household within easy access and reach; adult literacy is widespread (79% for males and 69% for females); and parental or community awareness for the need for education is as high as can be expected. True, in many families girls are required by parents at home to mind their younger siblings, and boys are often sent to mind the cattle and round up the pigs. But it is considered that if education were made compulsory, and the Gram Panchayat given the mandate to enforce it, these families would be able to make adjustments, and spare children for 2-3 hours of schooling a day.

Schooling itself is not regarded as a futile activity, as in some other States. The pressure of population is only now beginning to be felt: so far, work was so readily available that children were walking straight from the portals of academic institutions into jobs, sometimes without even the formality of interviews. Now, as population gallops yearly, and names begin to stagnate on the employment exchange rolls, the realisation that jobs are not for the asking has resulted in an anxiety for schooling that is making itself felt through persistent demands for new classrooms and complaints about the running of the schools. The popular perception of government schools is not as poor as elsewhere. This is not only because the provision of schools has been, by and large, good, but because there are very few private or "Public Schools", and even children of the rich and the elite perforce join government schools. This makes government schools as close to the concept of neighbourhood schools as can be.

The government policy for jobs limits competition. Only 'locals' may be employed in the Andaman and Nicobar Islands, 'locals' being defined as persons who have studied continuously in the Andaman and Nicobar Islands for ten years and whose parents have resided in the Islands for ten years. Children who are studying in the one 'convent' of the territory or in Central Schools and are generally non-locals, get automatically excluded. As a result, one in every nine 'locals' has a government job, and practically every second family has a member who brings home a salary, harbours aspirations for a white collar job, and contributes to the awareness for and advantages of education.

With such community awareness about education, it is not unrealistic to reason that a 'herd effect' will ensure that all families send their children to school, the recalcitrant doing so under the pressure that no choice is given them; and indeed, that punitive action will be invited if they do not.

The punitive aspect is, in fact, what strongly discourages states from enforcing the legislation. Several issues arise. Where the community is fighting for survival needs, and teachers are indifferent, who takes on the responsibility of identifying the children who do not attend school? Would this require government appointing truancy officials, one for every habitation? Who would decide the cases - would Special Magistrates need to be appointed, or the already overburdened courts given the additional work? The next issue would be the punitive action to be taken - would parents already fighting poverty be in any position to comply with fines or imprisonment in lieu thereof? Would those who keep the wolf at bay with the child's assistance and labour be driven to manage without his contribution by sending him to school? And, if they did, would the schooling received be worth the sacrifice, sufficient to secure a Future for a Present denied?

In larger states, given the numbers involved, the shortage of funds, and the additional expenditures and administrative hassles that enforcement implies, one may

safely state that compulsion and coercion cannot provide a strategy for universal elementary education.

In the Andaman and Nicobar Islands, however, where the numbers are limited, and with the decentralisation of educational administration to the gram and block panchayats, the administrative arrangements feasible, the time is considered ripe to make education compulsory. With the adoption of this Programme of Action, it is possible to envisage that microplanning will take off, the VEC formed, and a householdwise record of children prepared in each village. The school teachers and the VEC can be given the responsibility of ensuring that parents who do not send their wards to school regularly, despite persuasion and the availability of access and means for participation, are reported to the Nyaya Panchayat of the Gram Panchayat. The Nyaya Panchayat, can be empowered, by a suitable amendment of the Panchayat Regulations, to try cases of this nature. Punitive action imposed may be, where the family can afford it, fine on contribution of labour to the school or, on the third default and as the last resort, the compulsory admission of the child in the nearest residential school at expense apportioned between government and the parents by the Nyaya Panchayat.

This system would apply to the Andamans archipelago. As regards the Nicobars, obtaining the regular attendance of every child should pose no problem at all, once the Tribal Council is taken into confidence and convinced of the need for education. Fortunately, on this aspect, the Tribal Council is clearly in favour of school education, and will need no persuasion to take up the responsibility to make it universal. The Nicobari Community system is so highly evolved and so cohesive still, that once the Tribal Council takes a decision, it is respected and obeyed by every Nicobari family.

The advantage of making education compulsory will be the pressure it will bring upon ensuring the implementation of the strategies envisaged above. The Gram Panchayat will be under pressure to ensure that a VEC is formed in every habitation and that the community responds with the provision for buildings, etc. for Non-Formal Education centres and volunteer schools. The administration will also be under pressure to provide sufficient funds and academic supervision. Having declared it compulsory, there will be no choice but to ensure the availability of properly running institutions for children to attend. As an additional measure, Administration can also make Class VIII as the basic educational requirement for recruitment into government service at any level including Group 'D'.

✓ As compulsory education will require that the Primary Education Act, Rules and Notifications for the Andaman and Nicobar Islands are framed, the Andaman and Nicobar Islands (Panchayats) Regulation, 1994 is amended to empower the Nyaya Panchayat, and the plan of action for universal access and participation begun to be implemented, it is considered that a lead time of one year would be required to complete these preparatory steps and alert the public to the forthcoming change. Come 1996-97, Elementary Education in Andaman and Nicobar Islands will be declared compulsory.

III. Early Childhood Care and Education

1.1 Introduction:-

Early Childhood Education is provided through 281 Anganwadis and 68 preprimary schools. The Anganwadis have been opened under the centrally sponsored scheme of Integrated Child Development Services (ICDS) mainly in the rural areas of the Andaman Islands. The Preprimary schools are in and around Port Blair, for the benefit of the urban and semi urban population, where the demand for early schooling is greater.

In the VIIIth Plan, provision has been kept for opening 20 new Preprimary schools, with a budget of Rs.4.62 lakhs

1.2 NPE Policy on ECCE:-

An assessment of the schemes shows that neither provides the kind of early childhood care and education envisaged in the NPE. ECCE is meant to promote assured access to every child to the fulfilment of all basic needs through the period of his growth and preparation for formal schooling. ECCE is expected to provide for a holistic development of the child i.e., his social, educational, health, physical, nutritional and psychological needs all together. ECCE schemes are meant to integrate health, nutrition, social and education components, taking care to see that education does not become a formal teaching of the 3'Rs and an anticipation of the learning that should take place at the primary stage, but is, instead, an enjoyable, introduction to the joyfulness of socialisation and learning, carried out through play way techniques to get the child ready for schooling. NPE emphasises the need for starting ECCE centres on priority for the underprivileged groups who are still outside the mainstream of formal education, and envisages that the entire population in the age group 3 - 6 years should be provided comprehensive ECCE by 2000 AD.

1.3 Present Status:-

In the ICDS Scheme, assessment shows the need to strengthen the health care and educational component, both of which are in danger of being eclipsed by the nutritional component, that occupies the Anganwadi workers' major time, and controverts from the original strategy by a woeful lack of training and supervision. The educational component, especially, is extremely weak. Anganwadi workers are not trained sufficiently in the playway techniques of learning, lack an understanding of child centred methods and teaching aids, and consequently fall back upon remembrances of their own formal learning at the primary stage in handling their wards. Children are imparted an indifferent knowledge of alphabet and numerals, and none of the joyfulness that encourages learning. In the health care aspect, while immunisation has proven to be successfully pursued, health education regarding prevention of water borne diseases and malaria requires greater interventions.

The Preprimary Education Scheme requires to be reorganised altogether. As it has been conceived, its aim is to provide formal learning at an earlier age, so that primary education provides reinforcement to the learning that has already taken place at the earlier stage, giving these children an ostensible advantage over others in the class in their attempt to move faster towards secondary education. The existing preprimary centres are therefore equipped with text books, provided with teachers trained to be primary school teachers and assessed for the extent of formal learning imparted to the children. From any view point, whether child development, pedagogy, or educational policy, they are ill conceived and ill planned.

1.4 Future Strategy:-

In order to conform to the National Policy of Education, the preprimary education scheme has been revised in objective, strategy and targets. It is proposed to give greater importance to opening early childhood education centres in remote and distant areas, and small hamlets, or where primary education of a good quality is still a distant possibility. In smaller hamlets, and where girls education is lagging behind because of the responsibilities of younger siblings, ECE centres will be opened in combination with early primary classes and Non-Formal Education Centres. These ECE Centres will be staffed by local youth, preferably women, who will be intensively trained in the childcentred and activity based methods of early education. Centres will be provided with play material for learning. The nutritional and health care components of the ICDS scheme, suitable upgraded in quality in both, will be incorporated into the scheme, and delivered through these centres. ECE centres will be opened in areas where the Integrated Child Development Services Scheme will not be run. In time, both ECE and Anganwadi centre will convert into ECCE centres, similar in objective, strategy and structure, and will be given over to a new Woman and Child Development Department, so that a complete convergence of activities can take place in a comprehensive and coordinated way for meeting the developmental needs of early childhood. Resource support structures for training, monitoring, etc. will be common.

1.5 Target:-

Out of ~~26,000~~ children in the 3 - 6 age group (~~1991 Census~~), so far, by March, 1994, 22,689 children are estimated to be covered by the existing early childhood schemes. In order to reach the NPE target by 2000, 17,000 additional children must be covered. Against this, in the VIII Plan, there is provision for only 400. Provision will therefore be made for opening ~~250~~ additional ECE centres and 250 Anganwadis. The thrust will be upon opening Anganwadi centres in keeping with the national POA. For opening of Anganwadi centres, taking villages, islands and distances into account, an appropriate number of ICDS Projects will be proposed to Government of India. For ECE centres, provision will be stepped up as far as possible in the VIII Plan, and adequate provision made in the IX Plan. At the same time, the community will be encouraged to take up the scheme. The thrust on volunteer, community Anganwadi and ECE centres will be placed in encroachment areas and temporary camps, where it will be necessary to converge the educational policy with the basic policy decision that developmental schemes requiring creation of assets will not be

extended to encroachment areas. Such an approach will ensure that educational needs are taken care of without sacrifice of overall policy requirements

1.5 Resource Support:-

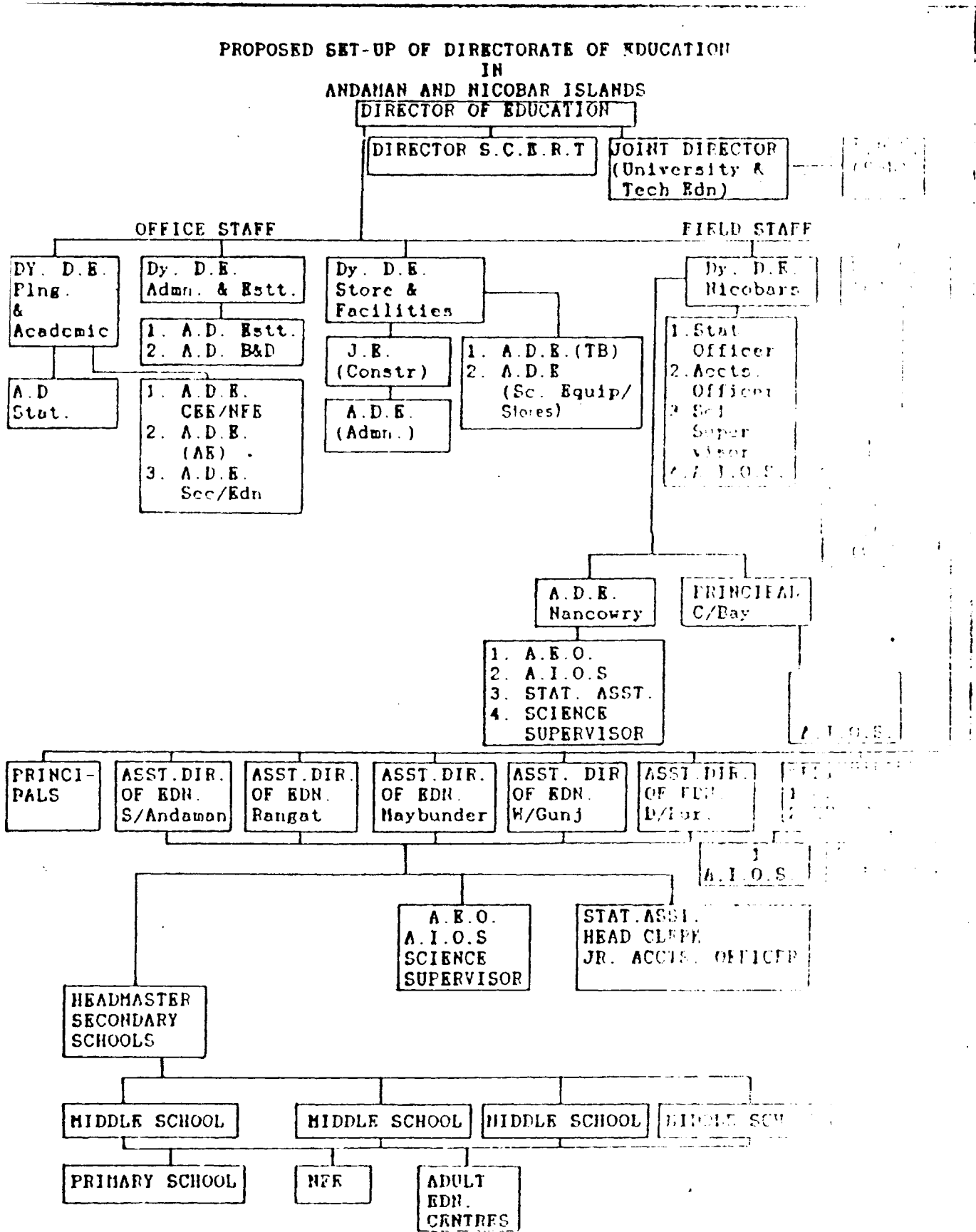
The biggest weakness in the existing ECE structure is the inadequacy of arrangements for training. In the Education Department, even the concept of early childhood education training has not as yet been developed. As for Anganwadi workers, training arrangements envisage on paper that

Supervision of centres is another area of insufficiency. This is especially true of the preprimary education scheme run by the Education Department, because, while the ICDS scheme at least provides for supervisors and CDPOs, the Education Department for this or any stage of education, makes no provision for supervision at all. The ICDS training provides management inputs, but only a very hazy concept regarding the educational component of the scheme.

A resource support structure that can provide for support to training, supervision and monitoring is therefore essential. This will be started during the VIII Plan by creating an ECE Cell in the SCERT, proposed to be started in 1994 under the centrally sponsored scheme of that name. The ECE cell will be mainly responsible for training of the ECE and Anganwadis workers and their supervisors, directly as well as through master trainers selected from among existing ICDS supervisors and primary school teachers in the government as well as non-government sector. The ECE cell will be responsible for curriculum development and materials for a playway learning at the early childhood stage and for monitoring the quality of the education component of the scheme.

A new structure will need to be developed for supervision of ECE centres run by the education department. It is considered that the most practical, and economically efficient, structure would be the extension of the supervisory duties of the ICDS supervisors over ECE centres in or around their project areas. Where their jurisdiction cannot be extended, master trainers, with a suitable honorarium, can be networked to visit centres and provide guidance and support.

Figure 1



*The Principals Govt. Sr. Sec. School Hut Bay and Govt. Sr. Sec. School Hut Bay also discharge the duties of D.D.O. for their Zone.

**ANDAMAN AND NICOBAR ADMINISTRATION SECRETARIAT
Port Blair, dated the 25th March, 1994.**

ORDER No. 1330.

In order to review the Educational Policy for Andaman and Nicobar Islands, and to formulate a Programme of Action for its implementation, the Lieutenant Governor, Andaman and Nicobar Islands is pleased to set up a Committee under his Chairmanship with the following membership:-

- | | |
|---|-------------|
| 1 Lt. Governor | - Chairman. |
| 2 Counsellor (Education) | - Member. |
| 3. Shri. B.B. Biswas, Pradhan,
Sitanagar, Diglipur. | - Member. |
| 4. Shri. Kuppuswamy, Pradhan,
Shoal Bay. | - Member. |
| 5. Shri. Paritosh Haldar, Pradhan,
Ramakrishnanagar. | - Member. |
| 6. Shri. Ebrahim Ali Hussain, MPC,
Car Nicobar. | - Member. |
| 7. Smti. L. Gandhi, Pradhan,
Campbell Bay. | - Member. |
| 8. Smti. Aysha Majid, MPC,
Nancowry. | - Member. |
| 9. Director, National Institute of
Educational Planning & Administration
(NIEPA) or his representative. | - Member. |
| 10. Principal, Kendriya Vidyalaya, Port Blair. | - Member. |
| 11. Special Secretary (Finance). | - Member. |
| 12. Director of Education. | - Member. |
| 13. Director, SIE | - Member. |

14. Principal, JNRM. - Member.
15. Principal, Polytechnic. - Member
16. Assistant Secretary (Planning). - Member
17. Secretary (Education), Andaman
Nicobar Administration. - Member - Secretary.

1. The terms of reference of the Committee are to:-
- i. Assess the educational development in Andaman and Nicobar Islands, with a view to identify the challenges, problems and future requirements;
 - ii. Review and reformulate an educational policy for Andaman and Nicobar Islands, to be drawn in line with the National Policy on Education, 1992; and
 - iii. Draw up a Programme of Action for its implementation.
2. The Committee should submit its report within 3 months of its first meeting
3. The Committee will lay down its own procedure and methodology of work.
4. The Secretariat assistance and other services to the Committee will be provided by the Education Section of the Administration.

(KIRAN DHINGRA),
Secretary (Education)
F.No. 13-238/9D III

Annex II

MATTERS IN RESPECT OF WHICH GRAM PANCHAYAT WILL HAVE THE AUTHORITY SO AS TO ENABLE IT TO FUNCTION AS AN INSTITUTION OF SELF GOVERNMENT IN RESPECT OF THE PREPARATION OF PLANS FOR ECONOMIC AND SOCIAL JUSTICE.

In the sphere of education and culture -

- (a) visits to educational institutions,
- (b) check on attendance and other registers to enquire and report to concerned authorities on educational deficiencies and requirements in the village;
- (c) submission of recommendations on the annual budget of schools, adult and non-formal centres, and preprimary and early childhood care and educational centres,
- (d) construction and repair work of educational institutions entrusted to the Gram Panchayat;
- (e) submission of reports on regularity of students, teacher's attendance and school functioning;
- (f) framing of the school calendar under the guidance of the Zilla Parishad

MATTERS IN RESPECT OF WHICH A PANCHAYAT SAMITI WILL HAVE AUTHORITY SO AS TO ENABLE IT TO FUNCTION AS AN INSTITUTION OF SELF GOVERNMENT

In the sphere of education and culture -

- (a) recruitment of staff for Adult Education, Non-Formal Education, Early Childhood Care and Education programmes;
- (b) appointment of staff in schools from approved panels;
- (c) transfer of teachers within their jurisdiction subject to guidelines,
- (d) academic supervision of all institutions upto upper primary levels.

(e)delegation of powers of supervision over composite upper primary schools to the Gram Panchayat for purpose of continuity;

(f)preparation of budget and sanction of plans and expenditure from the Panchayat Samiti Education Budget;

(g)disbursement of funds to aided institutions under supervision of Zilla Parishad;

(h)levying of development fees and other fees to raise resources;

(i)raising of public contributions and donations.

MATTERS IN RESPECT OF WHICH THE ZILLA PARISHAD WILL HAVE THE AUTHORITY SO AS TO ENABLE IT TO FUNCTION AS AN INSTITUTION OF SELF GOVERNMENT.

In the sphere of education and other cultural activities -

(a)establishment and maintenance of schools upto secondary level, including recruitment, appointment and transfer of staff, payment of salaries and exercise of control over the staff subject to Government guidelines;

(b)exercise of control and academic supervision of all schools including aided and private schools upto secondary level subject to Government guidelines;

(c)laying down of academic and administrative norms for better functioning of educational institutions;

(d)disbursement of grants to aided schools subject to Govt guidelines,

(e)supervision of the Education Committee at block and village level;

(f)preparation and sanction of educational budget.

(g)administration of district educational fund;

(h)preparation of perspective plan for the district,

(i)proposal of measures including levy of cess, surcharge and taxes for mobilising additional resources for education to the Zilla Parishad,

(j)inspect on of primary schools managed by the Panchayat Samities and conduct of their examinations if any;

(k)accepting and managing educational funds,

(l) assisting, encouraging and guiding all educational activities in the district,

(m) organising camps, conferences, and gatherings of members of village panchayats, block panchayats and district panchayats in the district.

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3. Adult Education

In our national perception education is essential for all-in other words universalisation of elementary education is the main objective of the nation. This is fundamental to all-round development-material and spiritual. The new National Education Policy, 1986 lays special emphasis on the removal of disparities and to equalise educational opportunities by attending to specific needs of those who have been denied equality so far. In order to achieve these objectives considerable expansion in educational facilities all over the country has been done. This expansion in this Union Territory has reached almost saturation point. Though the role of Adult and non-formal education may be small but its resolve to make this Union Territory illiteracy free is strong and significant.

After independence the national attitude towards adult education changed and this era saw gradual emergence of the broader concept of this education. Not only that, soon the main thrust of adult education shifted from mere literacy to social education which is the corner stone of total development. Keeping this national objective in view a number of schemes of Adult literacy, Post-literacy and continuing education such as centre based literacy programme, Special Adult Literacy Drive, Mass Programme of Functional Literacy, Jana Sikshan Nilayam, Non-formal-education centres etc. have been launched and the literacy

programme is doing well.

This Union Territory can boast of its proud place in the task of eradication of illiteracy even in the face of unsurmountable bottlenecks in terms of communication and access to isolated and scattered habitations spread over the Bay Islands. Between 1961-1981 the percentage of literacy improved from 33.62 to 51.56. There were 64,000 illiterate persons in all age groups according to 1991 census of which 34,637 persons have been made literate. Thus the literacy rate rose to 73.74 according to 1991 census. According to the latest statistics available we have achieved about 82% literacy in the 15-35 age group.

The table below shows the total number of adult education centres, illiterates made literate under Centre Based Programme MPFL and SALD programmes.

Sl. No.	Name of Project	No. of Adult Education Centre	No. of persons made literate		
			Male	Female	Total
1.	R.F.L. Project I & II	200	11561	13340	24901
2.	S.A.E. Project I & II	200			
3.	SALD Project Voluntry based		2624	3488	6112
4.	MPFL Project		1619	2005	3624
Total upto 31-03-1994			15804	18833	34637

In our target group i.e., 15-35 age group there are merely 12,000 - 13,000 illiterate persons who at the rate of 2,000 annually are expected to be made literate. Thus our objective of total literacy will have been achieved by 2000.

The Rural Functional Literacy Projects in this Union Territory were closed down since 1st April, 1991 and the Mass Programme for Functional Literacy Project which was adopted in 1986-87 replaced it. The basic idea behind the MPFL project is voluntarism. Each (Student) Volunteer would teach atleast one illiterate person. The Central Board of Secondary Education introduced MPFL courses in Secondary and Senior Secondary schools as work experience activity from 1991. The Directorate of Education immediately initiated suitable action in this direction and took all necessary steps to involve schools in the scheme. All the students studying in classes IX - XII are involved and deployed to undertake literacy classes under 'Each one - Teach one' activity as part of their curricular (Work Experience) activities. This project continued upto 1992-93 academic session and was replaced by the Special Adult Education Drive (SALD) programme which at present is being implemented through schools.

The C.B.S.E. set a gigantic task (SALD) under which 100 million adults would be made literate by 1995. Under this programme the schools with their vast student population can play a significant role in removing illiteracy and achieving the target.

The schools are expected to monitor their own progress and the Board proposes measures to set up regional committees for monitoring the programme and the work done by the schools. But, so far as this Union Territory is concerned, no such committees have been set up yet. The Adult Education Cell and the Directorate of Education alone have been doing over all monitoring of the progress of the project. Apart from monitoring, we provide teaching-learning materials to schools and training and guidance to student volunteers and teachers for effective implementation of the project.

In a total literacy campaign the objective is to provide education to all. This Union Territory is proceeding in the same direction. Its target is to educate all in 15-35 age group by 2000. In order to achieve this target it is essential to evolve a consistent Action Plan and follow it with vigour and thrust. While deciding the target in the Action Plan, the differences between children and adults will have to be borne in mind. And therefore, the Action Plan for a total Literacy Campaign may be divided into two components--1. Adult Education and 2. Non-Formal Education. The main points that have to be followed in the Plan may be spell out as following:-

- a) Strategy for motivation and mobilisation of learners and (Student) volunteers.
- b) Identification of learners and volunteers.

- c) Training of Master Trainers, Teachers, and Volunteers and Non-Formal Education Instructors and Supervisors.
- d) Teaching-Learning materials.
- e) Monitoring and evaluation.
- f) Post-Literacy and Continuing education.

Motivation:-

Motivation is the most difficult part of Adult Education, particularly in these Islands where we draw learners from different linguistic, socio-economic and cultural groups. This is equally applicable to Non-Formal education. Therefore, an effective environment conducive to learning needs of all these groups need to be built. This programme should address educated sections of the society, volunteers, teachers and learners. Some possible and practicable environment building/media forms in the context of Andaman and Nicobar Islands' topographic and demographic nature are listed below:-

1) Attractive posters, wall-writings, cinema slides, kala jathas, group songs, nukkad nataks, radio, press, etc. may play a prominent role in motivation. While direct contact forms-such as nukkad nataks, kala jathas and group songs leave a visible impact on the learners, radio and information in the local press go a long way in creating a positive attitude among the influential section of the society. As the SALD programmes is being imple

mented through schools in this Union Territory, group activities such as group songs, nukkad natak and kala jathas may be prepared and organised by schools themselves in co-ordination with the Directorate of Education, Adult Education Cell and Socio-Cultural Organisations. Mass mobilisation and peoples' participation is very essential for total success of the Total Literacy Campaign. Schools, colleges, village elders, Panchayat Pradhans, members, Municipal Chairman and other office bearers, the State Literacy Mission Authorities and other influential persons may be able to build an environment conducive to generate motivation among the learners and volunteers.

Identification of Learners and Volunteers:-

The Adult Education Cell, Directorate of Education is conducting family survey to identify illiterate persons in the age group 15-35 which is the target group. 90% of the survey has been completed.

So far as volunteers are concerned, all the Secondary and Senior Secondary schools identify them every year under 'Work Experience'. All students from classes IX-XII are expected to participate in the SALD programme. Teachers, Master Trainers and Adult Education Supervisory staff guide them.

Training to Master Trainers and Volunteers:-

As this is a multi lingual Union Territory we draw learners from five different language groups i.e., Hindi, Bengali, Tamil, Telugu and Nicobarese. Since no primers are available in Nicobarese language, Hindi is used for teaching Nicobarese learners which they can follow without much difficulty.

The Education Department has already organised (from 17-11-1993 to 30-11-1993) a training programme on SALD for 26 Master Trainers in Hindi, Bengali, Tamil and Telugu. These Master Trainers will act as Resource Persons and train teachers and volunteers in all Secondary and Senior Secondary schools and non-formal education teachers/instructors.

Monitoring and Supervision:-

Monitoring of the programme is very important. For this purpose a wide network of feedback need to be developed. In this scheme of monitoring there will be three main agencies working in perfect co-ordination. These are the Central Board of Secondary Education, the Adult Education Cell, Directorate of Education and Schools.

The CBSE will be monitoring this programme through its Monitoring Committees. These committees will review the progress

of the programme with reference to supply of teaching-learning materials, academic inputs general co-ordination and overall effectiveness of the programme. These Monitoring Committees will also pay surprise visits to schools to examine the activities.

The monitoring system to be effective will have to be sensitive to the needs and problems of learners and volunteers. To ensure timely feedback and information dissemination, it would be necessary to have adequate number of full time supervisory staff. The existing infrastructure of our monitoring and supervisory staff is as below:-

Name of Post	Area	Number	Nature of Post
1. Deputy Director (Entr.)	A&N Islands	1	Regular
2. Assistant Director (M)	A&N Islands	1	Regular
3. Assistant Education Officer	Nicobar Group of Island	1	Regular
4. Assistant Education Officer	Middle & North Andaman	1	Regular
5. Supervisor	South Andaman	2	One is on consolidated pay.
6. Supervisor	Middle Andaman	1	-do-
7. Supervisor	North Andaman	1	Regular

The existing monitoring staff is inadequate to monitor the entire area of operation. In order to strengthen it the follow-

ing suggestions are made:-

One part time supervisor may be posted at Campbell Bay and the Supervisors engaged on consolidated pay be replaced by regular staff.

Supply of Teaching-Learning Materials:-

Like formal system of education instruction is imparted in Adult Education classes in the spoken languages of learners. Hindi, Bengali, Tamil and Telugu are the major languages through which instruction is given.

In the absence of a State Resource Centre of our own, literacy primers, teaching aids, charts etc. are procured from different State Resource Centres on mainland. However as these materials are not found pedagogically suitable in the context of social environment and needs, the Directorate of Education has now procured equipment to establish a Mini Resource Centre for producing some teaching learning materials locally to supplement the learning process of the adult learners.

Non-Formal Education:-

As an integral part of the universalisation of Elementary Education Scheme, Non-Formal Education is being implemented in

this Union Territory since 1982. The clientele are mostly school dropouts in the age group 6-14 and the inmates of similar age group are very few in these Islands and hence only the state scheme for non-formal education is under operation here. These non-formal education centres work up to primary level and on successful completion of the course the children are transferred to formal schools. The methodology of teaching and content of the courses are of the same as that of the formal education system. The non-formal education are usually run with 15-20 children. At present 23 such NFE Centres are functioning in different areas in these Islands where facilities for formal education can not be provided as yet.

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