

**REPORT OF THE
SUB GROUP ON ELEMENTARY EDUCATION**

FOR

**WORKING GROUP ON
ELEMENTARY EDUCATION AND
ADULT EDUCATION
TENTH FIVE YEAR PLAN
2002-2007**

NIEPA - DC



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**Department of Elementary Education and Literacy
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Section I

Introduction

Social justice and equity are by themselves strong arguments for basic education for all (universal elementary education and literacy). The strong linkage that basic education has with improvement in levels of human well being, especially with regard to life expectancy, infant mortality, nutritional status of children etc., adds to the case for universal basic education. In recent years, studies on the performance of developed and developing countries have clearly demonstrated that development of human capital through universal basic education has contributed significantly to economic progress. The return on investments in basic education is one of the highest and even from an economic perspective, a country cannot 'afford' illiteracy.

Even though the importance of education in reducing absolute poverty has been recognised, very few scholars have empirically examined the relationship between the two. Most have concentrated on examining the role of education in reducing relative income inequality. From the available research evidence, it can however be hypothesised that education and poverty are inversely related - the higher the level of education of the population, the lower would be the proportion of poor people in total population. Education imparts knowledge and skills which are generally associated with earnings. Apart from its direct effect, the impact of education on poverty is indirect through the influence it has on fulfilment of basic needs like better utilisation of health facilities, water and sanitation, shelter etc. and on labour participation, family size etc., which in turn enhance the productivity of people and yield higher wages and reduce inequality in earnings.

In the earlier stages of planning, it was expected that economic growth was the primary means of reducing poverty and improving the quality of life. Rapid economic growth was therefore visualised as the main instrument in achieving this objective. This strategy did not, however, yield the expected results. Although economic advancement took pace, it did not automatically lead to economic well-being of all the segments of the

population. Attention had to shifted to direct provision of health, nutrition and educational services, as a initiative of public policy. Thus were designed a number of anti-poverty programmes such as IRDP, NREP, RLEGP etc. The primary goal of all of these programmes was to reduce poverty through income generating strategies. Even these programmes could not succeed in reducing the level of poverty, rather, the poverty level increased. This led the planners and policy makers to recognise that one of the key elements in enhancing human capabilities is literacy and education.

Literacy and education have a direct role in human development and are instrumental in facilitating other achievements. Investments in social sectors in developing countries lead to higher literacy rates and higher rates of participation in education, particularly basic education. Hence, efforts to reduce and ultimately eliminate illiteracy, lead to poverty reduction and human development.

The Sub-Group on Elementary Education has been constituted by the Department of Elementary Education and Literacy, MHRD, Government of India to facilitate the X Five Year Plan formulation process. The specific terms and references of the Sub-Group are : (i) to review the existing plans and programmes under elementary education; (ii) to suggest mechanisms for effective implementation of different schemes/programmes merged into *Sarva Shiksha Abhiyan*; (iii) to decide further course of action to be taken for externally aided programmes under elementary education; (iv) to suggest ways and means to achieve the aim of UEE and to work out financial projections for the same; (v) to review educational indicators like definitions of literacy, enrolment ratio, teacher pupil ratio, drop out rate, teacher's appointment and training; and (vi) to suggest modifications in educational indicators keeping the quality of education in view.

The Sub-Group has worked on the above terms and references and accordingly its report contains Six Sections. **Section I** discusses the importance of basic education in the development of human capital and consequently in reducing poverty and income inequality thereby improving the quality of life. **Section II** deals with the past performance and present status of elementary education in terms of access, enrolment, retention, dropout, teachers and infrastructure facilities at primary and upper primary levels since the beginning of the plan period (i.e. 1950-51) and their implications for future plans. **Section III** provides an over view of the targets, intervention strategies and

the achievements in the field of elementary education during IX Five Year Plan. It also briefly reviews the Centrally Sponsored Schemes, which were implemented in the IX Five Year Plan period. **Section IV** deals with the target setting exercise relating to enrolment, retention, schooling facilities, teacher requirement and the physical infrastructure to be provided at primary and upper primary level during the X Five Year Plan. **Section V** discusses the broad strategies to be adopted to achieve the targets set (for access, enrolment, retention achievement and quality) at elementary level at the end of the X Five Year Plan. **Section VI** gives a rough estimate of the financial requirements that education to achieve the targets set at the elementary level of education during the X Five Year Plan.

Section II

Past Performances and Present Status

Universalisation of Elementary Education (UEE) has been a national goal since 1950. The Directive Principles of the Constitution of India envisages provision of free and compulsory elementary education to all children until they complete the age of 14 years. In pursuance of the Directive, the need for a literate population and provision of elementary education as a crucial input for nation building, the NPE-1986 as revised in 1992, states that free and compulsory education of satisfactory quality should be provided to all children upto 14 years of age before the commencement of the 21st century. The targets for the 9th Five-Year Plan were set keeping in view this objective. Though considerable progress has been made towards achieving the targets, yet more vigorous and sustained efforts are required to achieve UEE.

2.1 Growth Since 1950

The progress towards universalisation of elementary education has not been insignificant in India. Concerted efforts towards UEE have resulted in many-fold increase in institutions, teachers and students. During the period 1950-51 to 1999-2000, the number of primary schools has increased almost 3 times from 2,09,671 in 1950-51 to 6,41,695 in 1999-2000 whereas the number of upper primary schools has increased 15 times from 13,596 in 1950-51 to 1,98,004 in 1999-2000 (see Table 1). The average annual growth rates of primary and upper primary schools during the 1990s were 1.51 and 3.02 respectively. In the beginning of the plan period in 1950-51, the ratio of upper primary school to primary schools was 1:15.4, which has come down to 1:3.2 in the year 1999-2000.

2.1.1 Growth of Educational Institutions

Table 1 : Growth of Recognised Educational Institutions, 1950-51 to 1999-2000

Years	Primary	Upper Primary	Ratio of Primary to Upper Primary School
1950-51	209671	13596	15.4
1960-61	330399	49663	6.7
1970-71	408378	90621	4.5
1980-81	494503	118555	4.2
1990-91	560935	151456	3.7
1995-96*	590421	171216	3.4
1998-99*	626737	190166	3.3
1999-2000*	641695	198004	3.2
Rate of Growth (%) 1990-2000	1.51	3.02	

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

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

Table 2 presents data on enrolment at primary and upper primary levels from 1950-51 to 1999-2000. Total enrolment at primary stage has increased by 5.91 times between 1950-51 and 1999-2000, and for girls the increase was 9.16 times. At the upper primary level, the increase in enrolment during this period was more than 13 times, and in the case of girls the increase was about 33 times, which is quite appreciable. The average annual growth rates of enrolment at primary and upper primary levels were 1.73 per cent and 2.54 per cent respectively during the period 1950-51 and 1999-2000. During this period the growth rate of girls' enrolment at elementary level was relatively much higher compared to that of the boys. During this period, at the primary level the average annual growth rate of girls' enrolment was 2.29 per cent whereas at was 3.46 per cent at the upper primary level (see Table 2).

It may be noted here that there exist a large difference in data on enrolment at elementary level as reported by the Sixth All India Educational Survey, 1993, NCERT and the Selected Educational Statistics, 1993-94, M/HRD, Government of India, which are given in Table 3.

Table 2: Sex-wise Enrolment by Stages, 1950-51 to 1999-2000

(in million)

Year	Primary (Grades I-V)			Middle/Upper Primary (Grades VI-VIII)		
	Boys	Girls	Total	Boys	Girls	Total
1950-51	13.8	5.4	19.2	2.6	0.5	3.1
1960-61	23.6	11.4	35.0	5.1	1.6	6.7
1965-66	32.2	18.3	50.5	7.7	2.8	10.5
1970-71	35.7	21.3	57.0	9.4	3.9	13.3
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	58.6	42.3	100.9	22.0	13.6	35.6
1992-93	57.9	41.7	99.6	21.2	12.9	34.1
1993-94	55.1	41.9	97.0	20.6	13.5	34.1
1994-95*	62.3	46.8	109.1	24.5	15.8	40.3
1995-96*	62.4	47.4	109.8	25.0	16.0	41.0
1996-97*	62.5	47.9	110.4	24.7	16.3	41.0
1997-98*	61.2	47.5	108.7	23.7	15.8	39.5
1998-99*	62.7	48.2	110.9	24.0	16.3	40.3
1999-2000*	64.1	49.51	113.61	25.08	16.98	42.06
Growth Rate (%) (1999-2000)	1.3	2.29	1.73	1.73	3.46	2.54

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

* Provisional

Table 3 : Difference in Enrolment at primary and upper primary levels as reported in the Sixth All India Educational Survey, 1993, NCERT and the Selected Educational Statistics, 1993-94, M/HRD, GOI

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

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

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

Table 4 : Percentage of Girls Enrolment to Total Enrolment by Stages

Year	Primary (Grades I-V)	Upper Primary (Grades VI-VIII)
1950-51	28.1	16.1
1960-61	32.6	23.9
1970-71	37.4	29.3
1980-81	38.6	32.9
1990-91	41.5	36.7
1991-92	41.9	38.2
1992-93	42.6	38.8
1993-94	42.7	39.1
1994-95*	42.8	38.9
1995-96*	43.2	39.0
1996-97*	43.4	39.8
1997-98*	43.6	40.1
1998-99*	43.5	40.5
1999-2000*	43.6	40.4

Source : Ibid.

* Provisional

2.1.3 *Gross Enrolment Ratio (GER)*

Gross Enrolment Ratio (GER) at primary and upper primary levels improved significantly between 1950-51 and 1999-2000. The boys/girls differential in GER at the primary and upper primary levels declined significantly from 28.5 and 29.6 percentage points in 1990-91 to 22 and 18 percentage points in 1999-2000 (see Table 5).

The Net Enrolment Ratio (NER), which is obtained by disaggregating underage and overage children enrolled in grades I-V and VI-VIII, were lower than GER both in

case of boys and girls in 1997-98. The NER for boys and girls was 78 per cent and 64 per cent respectively at primary level in 1997-98. The overall NER at the primary level was 71 per cent, which suggests that at least 29 per cent of children of the specific age-group 6-10 were out of school in 1997-98 (India Country Paper, EFA 2000 Assessment, 2000). It may be mentioned that large disparities exist between the states in terms of GER and NER. Educationally backward states have lower NER than the all-India average of 71 per cent.

Table 5 : Gross Enrolment Ratios at Primary and Upper Primary Levels, 19950-51 to 1999-2000

Year	Primary (Grades I-V)			Upper Primary (Grades VI-VIII)			Elementary (Grades I-VIII)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1950-51	60.6	24.8	42.6	20.6	4.6	12.7	56.4	17.7	32.1
1960-61	82.6	41.4	62.4	33.2	11.3	22.5	65.2	30.9	48.7
1970-71	95.5	60.5	78.6	46.5	20.8	33.4	75.5	44.4	61.9
1980-81	95.8	64.1	80.5	54.3	28.6	41.9	82.2	52.1	67.5
1990-91	114.0	85.5	100.1	76.6	47.0	62.1	100.0	70.8	86.0
1991-92	112.8	86.9	100.2	75.1	49.6	61.35	101.2	73.2	87.7
1992-93	95.0	73.46	84.6	72.5	48.94	67.5	87.7	65.70	77.15
1993-94	90.04	73.1	81.9	62.1	45.4	54.2	80.23	63.7	72.3
1994-95*	114.8	92.6	104.0	79.0	55.0	67.2	101.8	78.8	90.7
1995-96*	114.5	93.3	104.3	79.5	55.0	67.6	101.8	79.3	90.9
1996-97*	98.7	81.9	90.6	70.9	52.8	62.4	88.85	71.8	80.7
1997-98*	97.7	81.2	89.7	66.5	49.5	58.5	86.40	70.0	78.6
1998-99*	100.86	82.85	92.14	65.27	49.08	57.58	87.63	70.56	79.43
1999-2000*	104.08	85.18	94.90	67.15	49.66	58.79			

Source : Ibid.

* Povisional

2.1.4 Dropout Rates

Dropout rate is defined as percentage of the number of children to total enrolment dropping out of the school education system. There are a number of methods for estimating these rates. The results arrived at by somewhat crude method are indicated below in Table 6.

Table 6 : Dropout Rates at Primary and Upper Primary Levels, 1960-61 to 1999-2000

	1960-61	1970-71	1980-81	1990-91	1992-93	1998-99*	1999-2000*
Classes I-V							
Boys	61.7	64.5	56.2	40.1	43.83	38.62	38.67
Girls	70.9	70.9	62.5	46.0	46.67	41.22	42.28
Total	64.9	67.0	58.7	42.6	45.01	39.74	40.25
Classes I-VIII							
Boys	75.0	74.6	68.0	59.1	58.23	54.4	51.96
Girls	85.0	83.4	79.4	65.1	65.21	60.09	58.00
Total	78.3	77.9	72.7	60.9	61.10	56.82	54.53

Source : Ibid.

* Provisional

It can be observed in Table 6 that measured crudely the dropout rate in primary classes has been decreasing year after year from 65 per cent in 1960-61 to 40.25 per cent in 1999-2000. Similarly, in upper primary classes the dropout rate has decreased from 78 per cent in 1960-61, to 54.33 per cent in 1999-2000. As indicated earlier, the method adopted leaves much to be designed. There is a need for follow-up studies of children who drop out from the system. Some studies have indicated the repetition of grades by large number of children is a serious problem. Since the main reasons for repetition are educational in nature, there are possibilities of manipulation through educational interventions. In comparison, premature withdrawal of students for which poverty of the household is one of the significant factors is more difficult to deal with and hence requires an intensive effort at poverty alleviation.

2.1.5 Teachers

It can be seen from Table 7 that, in absolute terms, a substantial increase in the number of teachers has been registered from 1950-51 at elementary level. Total number of teachers increased from 6.24 lakh in 1950-51 to 32.17 lakh in 1999-2000, i.e. by more than five times, while the number of female teachers increased from 0.95 lakh in 1950-51 to 11.48 lakh in 1999-2000 more than i.e. by twelve times. Most teachers of elementary schools are trained, except in some north-eastern states.

Table 7 : Distribution of Teachers by Type of Schools Since 1951

(In '000)

Year	Primary			Upper Primary		
	Male	Female	Total	Male	Female	Total
1950-51	456	82	538	73	13	86
1960-61	615	127	742	262	83	345
1970-71	835	225	1060	463	175	638
1980-81	1021	342	1363	598	253	851
1990-91	1143	473	1616	717	356	1073
1993-94	1110	513	1623	723	406	1129
1994-95*	1181	533	1714	732	390	1122
1995-96*	1187	553	1740	756	409	1165
1998-99*	1246	658	1904	814	464	1278
1999-2000*	1235.73	683.61	1919.34	828.79	469.01	1297.81

Source : Ibid.

* Provisional

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

At the time of independence, there was a widespread dearth of educational institutions in the country and whatever institutions were available, their utilisation was also not optimum. During the year 1950-51, the Teacher-Pupil Ratio (TPR) in primary schools was 1:24, and in middle schools it was 1:20 (see Table 8). In 1999-2000, this ratio has now increased to 1:43 in primary schools and 1:38 in upper primary schools.

Table 8 : Teacher-Pupil Ratio at Primary and Upper Primary Levels, 1950-51 to 1999-2000

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

Source : Ibid.

* Provisional

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

2.1.6 Provision of Schooling Facilities

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

- The provision of primary schools in all habitations having a population of 300 or more persons within a reasonable walking distance of 1 Km for children of age group 6-11 years. Further relaxations have often been made in case of difficult/hilly terrains.
- Provision of upper primary schools in all habitations having a population of 500 or more persons within a walking distance of 3 Kms for children of 11-14 years. This norm could pose problems for girls. It may need to be relaxed in other case to the ratio of one upper primary school for every two primary

schools as against the existing practice of one upper primary school for 3-4 primary schools. However, for planning the provision of facilities for upper primary education, the availability of a sufficient number of primary school leavers would also have to be kept in view so that academically and economically non-viable upper primary schools do not get established, thereby increasing per capita cost of providing education.

It may also be mentioned here that the distance and population norms for establishment of primary and upper primary schools and their alternatives varies from state to state in the country. However, for assessing the grassroots situation, the Ministry of Human Resource Development periodically conducts educational surveys through the National Council for Educational Research and Training (NCERT), New Delhi. The data and information on availability of educational facilities as found in the last five educational surveys are given in Table 9.

Table 9 : Availability of Schooling Facilities (habitation-wise/ population-wise)

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

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

It can be seen in Table 9 that 94 per cent of total rural population was served by primary schools in 1993. In terms of habitations, 83 per cent of habitations were served and 17 per cent habitations remained to be provided with primary schools/sections within the habitations. It needs to be recognized that access, in terms of schooling facilities within reasonable walking distance is an enabling factor; it does not automatically lead to participation of children. In a strategy to universalise elementary education, it would be necessary to analyse factors which prevent children's participation even when the facilities are available, and address them through policy and programme initiatives.

2.1.7 Infrastructure Facilities

Barring a few institutions, those established and managed by private organisations, schools in India suffer from chronic shortages of space, teaching equipment, learning materials and so on. The only information in respect to the deficiencies experienced by schools is that available in the NCERT's Fifth and Sixth All India Education Surveys. Table 10 indicates the deficiencies of schools in respect of some such items.

Although there has been some marginal improvement between 1986 and 1993, schools continue to suffer from severe deficiencies in infrastructure facilities. Most of the primary and upper primary schools being co-educational, the absence of separate urinals and lavatories for girls, particularly in upper primary schools, can be a major hurdle in their availing of educational facilities even when the latter might be available near home.

In so far as they restrict optimal functioning of teachers, some of the above deficiencies affect the quality of schooling although it might be difficult, without carefully conducted studies to demonstrate the extent to which the above factors, individually or in combination, contribute to effective teaching and learning. School environment characterized by large-scale deprivations of various kinds is not likely to be attractive and conducive to effective performance of roles either by teachers or students who need to be active participants in the process of learning. Research has shown that achievement of students is substantially affected by school environment and its expectations of students and the support that teachers can provide to students' effort and

motivation. It seems that while there is insistence on, and advocacy for minimum levels of learning, there is little concern about the provision of minimum conditions of teaching.

Table 10 : Infrastructure Facilities at Primary and Upper Primary Levels, All-India, 1993
(in percentage)

Particulars	Primary Schools		Upper Primary Schools	
	1986	1993	1986	1993
a. Buildings				
None	7.5	3.9	2.1	1.5
Tents	0.5	0.4	0.2	1.3
Thatched Huts	5.5	3.0		
Kuchcha	13.9	9.1	18.4	7.6
Partly Pucca	16.3	18.6	18.4	22.7
Pucca	56.3	65.6	69.4	68.2
b. No. of Rooms				
Nil	7.6	5.1		2.5
1	34.7	22.3	Not	1.8
2	24.0	29.6	Reported	8.1
3-4	22.5	28.6		27.1
5-7	8.0	10.2		31.1
More than 7	3.2	4.2		29.4
c. Drinking Water/Toilets				
Drinking Water	47.4	41.4	67.1	58.3
Urinals	15.5	14.0	41.5	40.1
Separate Urinals for Girls	5.2	6.5	21.7	24.5
Lavatories	6.3	6.4	21.7	24.5
Separate Lavatories for Girls	2.8	2.4	11.2	9.3

Source : Ibid.

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

- 60 per cent of primary schools had no libraries;
- 35 per cent of primary sections and 6 per cent of upper primary sections had no blackboards;
- while 35 per cent of primary schools and 33 per cent of upper primary sections had no mats/furniture for students, 28 per cent had no furniture for teachers;
- in 82 per cent of primary sections and 15 per cent of upper primary sections furniture for students was inadequate; and
- in 17 per cent of primary schools there was inadequate supply of chalk.

The extent of these deprivations is much larger in the case of primary schools and institutions located in rural areas. For instance, in 1986, 74 per cent of primary schools had no libraries. Usable blackboards were available in 61 per cent of schools in rural areas as against 87 per cent in urban areas. Considering, however, the chronic shortage of financial resources experienced by educational institutions, particularly primary schools and schools located in rural areas, the possibility of any major improvement having taken place in recent years seems remote.

The effort to remedy some of the above deficiencies through central government's intervention - for instance, Operation Blackboard Scheme, District Primary Education Programme, Education Projects in UP and Bihar etc., do not seem to have resulted in an unqualified success. While it might be too early to make a definitive judgement about their impact, reports indicate considerable shortfalls in the use of financial resources and the delivery of teaching and learning materials (including their quality).

Section III

Performance during IX Five Year Plan

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

Elementary education was given the highest priority in sub-sectoral allocations within the education sector, indicating a strong reiteration of the country's resolve to achieve the goal of Education for All (EFA) during the plan period. The goal was sought to be achieved through several measures, which included the following :

- Amendment of the Constitution to make elementary education a fundamental right;
- Decentralisation of planning, supervision and management of education through local bodies at district, block and village levels;
- Social mobilisation of local communities for adult literacy through campaigns and for promotion of primary education;
- Convergence of different schemes for UEE;
- Stronger partnership with NGOs and voluntary organizations;
- Advocacy and media campaign for UEE; and

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

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

3.1 Targets, Intervention Strategies & Achievements

3.1.1 Targets

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

i) Universal Access

- (a) Universal enrolment of all children including girls, disabled children and children belonging to SCs and STs in primary classes and provision of upper primary education for them;
- (b) Provision of NFE for school dropouts, working children and girls who cannot attend formal schools; and
- (c) Provision of early childhood care and education to children of 3-6 years of age.

ii) Universal Retention

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

iii) Universal Achievement

- (a) Expansion of Minimum Levels of Learning (MLL) to all primary schools and extension of this concept to the upper primary stage;
- (b) Substantial improvement in school infrastructure, teacher education and availability of quality teaching-learning materials; and
- (c) Promotion and extension of national curriculum framework at the elementary stage which envisages a common core with adequate

flexibility to relate education to environment and the needs and interests of learners.

3.1.2 Intervention Strategies

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

3.1.3 Achievements

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

Dropout rates measured somewhat roughly, have shown a declining trend during the last five years from 45 per cent in 1992-93 to 39.58 per cent in 1997-98, showing an overall decrease of 5.42 percentage points at the primary level. At the upper primary stage, the dropout rate was 61.10 per cent in 1992-93 which declined to 54.14 per cent in 1997-98, showing an overall decrease of 6.96 percentage points. Studies have shown that poverty is the major cause for premature withdrawal of children from education. Also, related factors are important in explaining high dropout rates at the elementary level.

The number of teachers increased from 7.51 lakh in 1950-51 to 46.05 lakh in 1997-98, a more than six-fold increase. Here also the number of women teachers has increased substantially from 1.15 lakh to 16.16 lakh in the corresponding period. Despite the increase in the number of teachers, the teacher-pupil ratio (TPR) has increased from

1:24 to 1:43 at the primary stage and from 1:20 to 1:38 at the upper primary level. The worsening TPR suggests that while the demand for elementary education has increased, state has not been able to satisfy this demand fully in terms of more schools and teachers.

3.1.4 Present Status and the Existing Gaps in Elementary Education

Most recent surveys indicate that nearly 79 per cent of the 6-14 age group are attending school. This means that out of the population of 20 crore in the age group of 6-14 in 2000, number of children attending is 15.8 crore. Those outside the school system are mostly from Scheduled Castes/Scheduled Tribes and from the educationally backward pockets in such states as Bihar, Uttar Pradesh, Andhra Pradesh, Madhya Pradesh, Rajasthan, Orissa and West Bengal. Even in other states, out-of-school children are mostly from the poor households. As has been demonstrated by the experience of Kerala, Tamil Nadu, Maharashtra, Punjab, Haryana, Gujarat, Karnataka, Himachal Pradesh, Mizoram, Nagaland, basic education is a major instrument for removal of poverty and disease and for promotion of social justice. It is the poorest of the poor, belonging to Scheduled Caste/Scheduled Tribe communities and other deprived sections in the most resource poor regions of the country, who are likely to benefit most by universal basic education.

3.2 Centrally Sponsored Schemes in the IX Five Year Plan

3.2.1 Mid-day Meal Scheme (MMS)

The Mid-day Meal Scheme (MSS) acquired an All-India coverage in 1997-98. The number of children covered under the programme has risen from 3.4 crore in about 3.22 lakh schools in 1995-96 to 9.85 crore in about 6.86 lakh schools in 1998-99. The initial impact of the scheme of enrolment and participation of children, especially on girls' enrolment has been favourable. Evaluation studies sponsored in four states, i.e. Orissa, Tamil Nadu, Himachal Pradesh and Uttar Pradesh by the Planning Commission through various institutes reveal that average attendance rate has increased and dropout rate has decreased in the post mid-day meal period compared to the pre-mid-day meal period (prior to launching of the scheme in 1995). These studies have suggested that : (a) the teachers should be involved in the supervision and monitoring of mid-day meal

programme: (b) basic infrastructure facilities like spacious kitchens required in all the schools; and (c) Mid-day Meal Scheme needs to be combined with an “education package” like free uniforms, free textbooks and bus passes, etc. The allocation of funds for the programme has often not been commensurate with the requirement. Most states have not been in a position to make additional investments required for converting food grains into hot cooked meals.

3.2.2 Education Guarantee Scheme (EGS)

During the last few years large scale innovations are being experimented with State Governments in elementary education. The establishment of more than 22,000 centres under the Education Guarantee Scheme (EGS) in Madhya Pradesh, opening up of more than 12,000 Rajeev Gandhi *Swarana Jayanti Pathshalas* in Rajasthan, large scale recruitment of ‘para teachers’ in Andhra Pradesh, Gujarat, M.P. and U.P. are a few such initiatives that are likely to have a positive impact on the quest for UEE., particularly for promoting enrolment of children of deprived sections/areas.

3.2.3 Non-Formal Education Scheme (NFES)

Non-Formal Education (NFE) Scheme i.e. education for out-of-school children has been expanded and consolidated during the IX Five Year Plan period. The number of NFE centers is now approximately 3 lakh and the programme covers about 75 lakh children. Twenty four States/UTs are implementing this scheme and 1.18 lakh centres are being run exclusively for girls by State Governments for which the Central Government provides 90 per cent assistance. Also 60 per cent assistance is provided by the Central Government for co-ed centres run by the State Governments. Around 825 Voluntary Organisations are also running NFE centers for which the Government of India provides 100 per cent assistance. Besides, 41 experimental and innovative projects have also been sanctioned to NGOs during the IX Plan period. The evaluation study carried out by the Programme Evaluation Organization (PEO), Planning Commission revealed that both State and Central Governments were slow in releasing funds and the flow of funds to the NFE centers was also erratic. Lack of accommodation and poor lighting facilities were major problems faced by NFE centers run by various agencies/organisations.

3.2.4 Operation Blackboard Scheme (OBS)

The scheme aims at improving teaching-learning environment by providing infrastructure facilities, additional teachers and teaching-learning materials to primary schools and by provision of a third teacher to such schools where enrolment figure exceeds 100. The number has now been extended to upper primary schools. Around 5.23 lakh primary schools and 1.27 lakh upper primary schools have been provided funds for development of academic infrastructure (teaching-learning materials). About 1.50 lakh posts of additional teachers for single teacher primary schools, 0.74 lakh posts of additional teachers at the upper primary stage and 0.79 lakh posts of third teachers have been sanctioned up to 1997-98. It is a matter of concern, however, that several states are reluctant to create additional posts of teachers sanctioned under OBB because of the condition that financial liability on account of salary of teachers would stand transferred to the states at the end of the plan period.

3.2.5 District Primary Education Programme (DPEP)

The District Primary Education Programme which is assisted by the World Bank and European Union aims at operationalising various strategies for achieving UPE/UEE through district specific planning and disaggregated target setting in low female literacy districts and build on successful TLC campaigns which have created a favourable climate for universalisation. The project is funded to the extent of 85 per cent by the external agencies through the central budget and the remaining 15 per cent by the concerned State Governments. The programme components include construction of classrooms and establishment of new schools, opening of non-formal/alternative schooling centres, appointment of teachers, setting up of early childhood education centres, strengthening of State Councils of Educational Research and Training/District Institutes of Educational Training, setting up of block and cluster resource centres, teacher training, development of teaching-learning materials and research. The thrust is on promoting education of girls and SCs/STs. New initiatives of providing integrated education to disabled children and distance education for teacher training have also been incorporated in the DPEP. At present, the programme is being implemented in 219 low female literacy districts in 15

states. Extension of the project to another 30-35 districts in UP, 10 districts in Rajasthan, 8 districts in Orissa and 5 districts in West Bengal, is in the pipeline.

3.2.6 *Shiksha Karmi and Lok Jumbish Project (SK & LJ)*

Two of the other externally aided projects for basic education are the Shiksha Karmi and Lok Jumbish in Rajasthan. These innovative projects aim at universalisation of elementary education together with qualitative improvement in remote and socially backward villages with primary focus on removal of gender disparity. The projects address to some of the major obstacles in achieving UEE, namely, teacher absenteeism, high rate of dropout, non-participation of working children, uninteresting teaching-learning methods, lack of contextual learning materials, low motivation and low competencies of teachers, centralized and inflexible approach, etc. There is a special emphasis on community participation in these projects. The Lok Jumbish project attempts decentralization of education down to the block level and uses micro planning and school mapping techniques for involving parents to ensure that children are facilitated to go to school.

3.2.7 *Mahila Samakhya (MS)*

Mahila Samakhya (MS) aims to promote women's education through empowerment. The programme is being implemented in 4054 villages in 24 districts of Uttar Pradesh, Andhra Pradesh, Karnataka, Gujarat and Kerala. Several interventions have been initiated in early childhood care, adult education, non-formal education and education support facilities managed by women themselves. The programme has also played a pro-active role in ensuring proper functioning of various developmental schemes. By establishing *Mahila Shikshan Kendras* (MSK), illiterate women and adolescent girls, who have not joined a formal school or are school dropouts, have been receiving education by specially designed condensed quality education courses with innovative methodologies and skill development programmes. In many states, the *Sanghas* (village level women's collectives) under MS, have emerged as forum at the village level of where women and others bring their problems for arbitration.

3.2.8 *Sarva Shiksha Abhiyan (SSA)*

Sarva Shiksha Abhiyan is a significant step towards achieving the long cherished goal of universalisation of elementary education (UEE) through a time bound integrated approach, in partnership with states. The SSA, which promises to change the face of elementary education, aims to provide useful and quality elementary education to all children in the 6-14 age group by 2010.

The SSA is an effort to improve the performance of the school system and provide community owned quality elementary education in the mission mode. It also envisages bridging of gender and social disparities of elementary level of education.

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

Some of the important interventions of SSA for special focus groups are : (i) special efforts to mainstream girls, children from SC/ST families, minorities; (ii) interventions for children with special needs; (iii) innovative interventions over and above basic provision for special focus groups; (iv) 'back to School Camps' for out-of-school-children in the age group 9-14; (v) learning support for children not coping with the class; (vi) special approaches to mainstream out-of-school girls; (vii) plan for universalisation in urban deprived clusters; (viii) special efforts in low female literacy blocks/districts; (ix) special strategies for out-of-school girls; (x) special efforts for girls from the minority community; and (xi) gender sensitive interventions in local contexts.

The efforts that have been integrated under SSA are : (i) District Elementary Education Plan (DEEP) to be prepared through micro-planning/school mapping processes; (ii) all investments in elementary education to reflect as part of the SSA framework; (iii) provision for additional funds to meet uncovered needs; (iv) efficient

management of education through improved systems and better motivation in mainstream – selective additional deployment; (v) capacity building for quality improvement through network of institutions; (vi) focus on improving sustainability of interventions; (vii) role of community in habitation level planning and implementation; (viii) community based, transparent, monitoring system; (ix) institutional arrangements for community management of schools; (x) process based participation of community groups-women, SC/ST; (xi) learning support for children not coping with class room programme; and (xii) special efforts in low female literacy blocks/districts.

Section IV

Elementary Education in the X Five Year Plan

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

- The national resolve, as stipulated in the National Policy on Education 1986, to provide free and compulsory education of satisfactory quality to all children upto the age of fourteen years;
- The political commitment to make the right to elementary education a Fundamental Right and enforcing it through necessary statutory measures; and
- Enactment of 73rd and 74th Constitutional Amendments which have set the stage for greater decentralization and a significantly enhanced role for local bodies, community organizations as well as voluntary agencies in the efforts towards UEE.

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

4.1 Suggested Targets in the X Five Year Plan

Broadly, the suggested targets which can be set for the X Five Year Plan period are as follows :

(i) Universal Access

- a) All children (age groups 6-11 and 11-14) should have access to primary schools, upper primary schools or their alternatives within the walking distance of one kilometer and 3 kms respectively;
- b) Provision of early childhood care and education centers for all children of 3-6 years of age;
- c) Need based expansion of upper primary education facilities, particularly for disadvantaged section. Ideally, there should be one upper primary school for every two primary schools;
- d) All schools should have buildings, blackboards and other basic facilities; and
- e) Provision of one classroom for every teacher at elementary stage.

(ii) Universal Enrolment

- a) Enrolment of all children in the age groups 6-11 in formal schools or other alternatives by the year 2003; and
- b) All children complete five years of primary schooling by the year 2007.

(iii) Universal Retention

- a) Universal retention in primary cycle by the year 2007; and
- b) Dropout rate to be reduced to less than 10 per cent for grades I-V and 20 per cent for grades VI-VIII by the year 2007.

(iv) Universal Achievement

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

4.2 Expansion of Elementary Education in the X Five Year Plan

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

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

In this section, for the enrolment projection exercise, we have taken 1999-2000 as the base year and to avoid the issues of non-reliability of available enrolment data, we have used the relevant age-group population, after adjusting for over and underage children, as the enrolment at the elementary level in the target year. With the objective of avoiding issues relating to limitations in available educational statistics and deciding about the best alternative scenario of expansion of elementary education during the X Five Year Plan period, the attempt here is to build three alternative scenarios of expansion of primary and upper primary education.

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

The methodology of target setting exercise and the projected enrolments at primary and upper primary levels in the three different scenarios during X Five Year Plan have been elaborated as follows :

Alternative Scenario – I

In this scenario, we may consider the child population (6-11 and 11-14) of 2006 as projected by Expert Committee under Registrar General of India, New Delhi (as reported in Selected Educational Statistics, 1998-99, MHRD, Govt. of India) as the target enrolment after inflating it by 10 per cent to take into account over and underage children

both at primary and upper primary levels. Then by taking the enrolment of 1999-2000 as the base year enrolment (as reported in Annual Report, 1999-2000, M/HRD), annual intake at primary and upper primary levels during X Five Year Plan has been estimated in **Annexure-I**.

As per this scenario, the enrolment at primary level needs to grow at the annual average growth rate of 0.50 per cent. The required growth rates of enrolment of boys and girls at the primary level are -0.88 per cent and 2.13 per cent respectively. Similarly, during the X Plan period, enrolment at upper primary level needs to increase at an average annual growth rate of 4.74 per cent if the target is to achieve UEE by the year 2010. The required average annual growth rates of enrolment of boys and girls at the upper primary level during the X Plan period are 3.29 per cent and 6.7 per cent respectively (see **Annexure – I**).

Alternative Scenario – II

In Scenario-II, the target enrolment as estimated in the *Alternative Scenario-I* remains the same, but the enrolment of 1999-2000 as reported by MHRD, GOI has been adjusted by taking into account the extent of over-reporting and the consequent difference in enrolment (boys, girls, total) figures of Sixth All-India Educational Survey, 1993 NCERT and Selected Educational Statistics, 1993-94, MHRD, Government of India.

There is a difference of 111,71,304 in enrolment at primary level and 58,43,524 at upper primary level between Sixth All India Educational Survey, 1993 and MHRD statistics, 1993-94. This difference as percentage to total enrolment (as reported by MHRD) was 10.32 per cent at primary level and 14.64 per cent at upper primary level in 1992-93. This means that the MHRD statistics on enrolment were over-reported. It is assumed here that the same trend in reporting educational statistics, particularly data on enrolment continues till today. This implies that the enrolment data reported in the Selected Educational Statistics, 1999-2000 are over-reported by around 10 per cent at primary level and 14 per cent at upper primary level in 1999-2000. Accordingly, the enrolment data reported in Selected Educational statistics, 1999-2000 of MHRD may be adjusted or deflated by 10 per cent at primary level and 14 per cent at upper primary level to avoid over reporting.

The enrolment projection during the X Five Year Plan period after adjusting the enrolment figure in 1999-2000 by 10 per cent at primary level and 14 per cent at upper primary level is given in **Annexure II**.

Adjusted enrolment at primary level in 1999-2000 = Enrolment in 1999-2000 x 0.90

Adjusted enrolment at upper primary level in 1999-2000 = Enrolment in 1999-2000 x 0.86

The enrolment at primary level need to grow at the annual average growth rates of 0.62 per cent for boys, 3.68 per cent for girls (2.02 per cent at primary level), and at upper primary level at 5.54 per cent for boys and 9.02 per cent for girls (see **Annexure-II**).

Alternative Scenario – III

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

The projected population on the basis of average annual growth rate between 1991 and 2001 up to the target year, i.e. 2006 (which the terminal year of X Five Year Plan) is given in Table 11.

The share of child population (6-11) to total population in 2006-07 was estimated to be 9.71 per cent for boys and 9.83 per cent for girls (9.77 per cent for total) (Expert Group on Population Projections, Registrar General of India, 1996). Similarly the share of 11-14 age-group population was estimated to be 5.90 per cent for boys and 5.97 for girls (5.93 per cent for total) to total population (Expert Group on Population Projections,

Table 11 : Projected Population from 2006 to 2010

Year	Male	Female	Total
1991 (Actual)	439231000	407072000	846303000
2001 (Actual)*	531277078	495738169	1027015247
2006	584298977	547070028	1131369005
2007	595522172	557957391	1153479563
2008	606960942	569061426	1176022368
2009	618619427	580386444	1199005871
2010	630501848	591936845	1222438693
Average annual growth rate (1991-2000)	1.92	1.99	1.95

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

Registrar General of India, 1996). In this scenario, the 6-11 and 11-14 age-group population have been estimated by taking the same share as projected by the Expert Group on Population Projection to the total population as estimated in Table 13 (by taking 1991 Census Data and 2001 Provisional Population Results of Registrar General of India, 2001) (see Table 12).

Table 12 : Projected 6-11 and 11-14 age group population in 2006 and 2010*(in millions)*

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

The adjusted enrolment of 1999-2000 (as in Scenario-II) has been taken as the base enrolment. The target enrolment at primary level for 2006-07 has been estimated by taking the 6-11 age-group population as calculated above and then inflating it by 10 per cent to account for under and over age. The percentage of under and over-age was around 24 per cent at primary level in 1993-94. NSS 52nd round also shows the extent of under

and over-age at primary level to be around 19 per cent in 1995-96 which shows that the percentage of under and overage children in total enrolment is decreasing. Since the target in X Five Year Plan is to achieve universal primary education by 2006-07 (as envisaged under the SSA also), this assumption of 10 per cent under and average in the target year 2006-07 is quite reasonable.

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

Table 13 : Year-wise Projected Enrolment at Primary and Upper Primary Levels, 2000-01 to 2006-07 (Alternative Scenario-III)

(in millions)

Year	Enrolment (Grades I-V)			Enrolment (Grades VI-VIII)		
	Boys	Girls	Total	Boys	Girls	Total
1999-2000	57.69	44.56	102.25	22.57	15.29	37.86
2000-01	58.34	46.41	104.75	23.61	16.52	40.13
2001-02	58.99	48.34	107.33	24.71	17.84	42.55
2002-03	59.66	50.35	110.01	25.85	19.28	45.13
2003-04	60.33	52.45	112.78	27.04	20.82	47.86
2004-05	61.00	54.55	115.63	28.29	22.49	50.78
2005-06	61.69	56.9	118.59	29.6	24.3	53.9
2006-07	62.38	59.27	121.65	30.97	26.25	57.22
Required average annual growth rate (1999-2000 to 2006-07)	1.12	4.16	2.51	4.62	8.03	6.08

Note * : Provisional as reported in Selected Educational Statistics, 1998-99, MHRD, Govt.

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

Alternative Scenario – IV

In this scenario, the enrolment data at the primary and upper primary levels for the year 1999-2000 as reported in the Selected Educational Statistics, 1999-2000, M/HRD have been taken as base year enrolment. The target year enrolment at primary level and upper primary remain the same as estimated in Scenario-III.

According to this Scenario IV the enrolment at primary level needs to grow at the average annual growth rate of -0.39 per cent for boys, 2.60 per cent for girls (0.98 per cent at primary level), and at upper primary level at 3.06 per cent for boys, 6.42 for girls (4.5 per cent at upper primary level) (see Annexure III).

The estimated average annual growth rates of enrolment of boys and girls at primary and upper primary levels during 1980-81 to 2006-07 have been given in Annexure IV.

4.3 Recommendation of the Group

The Group recommends Scenario-III as the best alternative scenario for expansion of elementary education during X Plan, due to the following reasons:

- i) It makes use of 2001 census data (Provisional Results, 31st March, 2001, Registrar General of India) in making population and enrolment projections.
- ii) It takes into account the over and underage children (based on the data available for the latest years and the targets to be achieved during X Plan).
- iii) In this scenario, adequate adjustment has been made to account for over reporting of enrolment data at primary and upper primary levels in Selected Educational Statistics, 1999-2000, MHRD, Government of India.

The year-wise estimated additional enrolments from 2000-01 to 2006-07 at primary and upper primary levels as per Scenario-III is given in Table 16.

Table 16 : Year-wise Estimated Additional Comparative Enrolments at Primary and Upper Primary Levels, 2000-01 to 2006-07 (Scenario-III)

Year	Additional Enrolment					
	Primary (Grades I-V)			Upper Primary (Grades VI-VIII)		
	<i>Boys</i>	<i>Girls</i>	<i>Total</i>	<i>Boys</i>	<i>Girls</i>	<i>Total</i>
2000-01	0.65	1.85	2.50	1.04	1.23	2.27
2001-02	1.30	3.78	5.08	2.14	2.55	4.69
2002-03	1.97	5.79	7.76	3.28	3.99	7.27
2003-04	2.64	7.89	10.53	4.47	5.53	10.00
2004-05	3.31	10.07	13.38	5.72	7.20	12.92
2005-06	4.00	12.34	16.34	7.03	9.01	16.04
2006-07	4.69	14.71	19.40	8.40	10.96	19.36

Section V

Suggested Strategies for X Five Year Plan

There is a need to enforce compulsory education acts, since it is an enabling measure. Considering the sufficiently experienced in enforcing compulsory education acts, particularly their penal measures, a selective approach will need to be adopted. Those segmented of population who do not participate in education for reasons other than poverty of the household requiring children to work either for supplementing family income or in domestic chores could be targeted. This would be particularly time in the case of differential approach adopted in even economically better of groups to the education of the girl child.

5.1 Promotion of Alternative Delivery Systems

The school system has expanded multi-fold at all levels during the last five decades. Yet it is difficult to conclude that the system has been able to meet the educational needs of all children of school going age. This is particularly true of elementary education where it is recognized that a single-track approach of formal fulltime primary schooling is not likely to help speedily achieve the national goal. School education programme has to look beyond the rigid formal framework and be more flexible and adaptive. Part-time formal, or non-formal education, seasonal learning centres for children of migrant labour, voluntary schools by NGOs, post primary 'open' learning system, camp approach for adolescent girls, etc., will have to be systematically promoted for those children who find the facilities of the existing system different to avail of.

Non-formal education programme, being implemented in many parts of the country with support from the Central Government, have shown mixed results. While the programme has been effectively implemented by many NGOs, the State activity has not shown an equal degree of success. Nevertheless, the last decade has witnessed the emergence of alternate models for implementing the programme in a local specific manner. Lessons from these efforts along with the experiences of NGOs will be used to

reformulate and strengthen the programme of non-formal education. Non-formal and/or other alternative schooling arrangements should not be advocated on the basis of lower per pupil costs. They are recommended because they happen to be the only strategy available for promoting education among those segments who for various reasons, cannot avail of full time educational facilities. It needs also to be recognized that for various reasons, non-homogeneity of the children — age, levels of learning, motivation, competence of instructors etc. — non-formal and alternative learning systems are more difficult to organized than full time schools, where tasks are more or less well-defined. These arrangements should provide children with competencies, which enable them to join the formal system at different points, if and when they so desire.

5.2 Open Learning System

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

5.3 Need Based Expansion of Upper Primary Education Facilities

With the expansion of facilities for primary schooling and due to increased effort to bring and retain more children during the primary education cycle, the actual number of children passing out of the primary level has steadily increased. Strengthening of facilities for upper primary schooling 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. This demand is likely to grow with the education of dropout rates. The achievement the IX plan goal of one upper primary school for every two primary schools has yet to be achieved. The establishment of an upper primary school requires larger

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

5.4 Early Childhood Care and Education (ECCE)

It is now globally recognized that systematic provision of ECCE helps in the development of children in a variety of ways such as group socialization, inculcation of healthy habits, stimulation of creative learning and enhanced scope for overall personality development. What is more important in the context of universal enrolment is school readiness – behaviour patterns, expectations, attitudes and habits – that it promotes. In the poorer sections of the society, ECCE is essential for countering the physical, intellectual, and emotional deprivations of an inadequately stimulating family environment. It also indirectly influences enrolment and retention of girls in primary schools by providing substitute care facilities for their younger siblings.

At present, Integrated Child Development Services (ICDS) is the most widespread ECCE provision. The educational component of the programme is inadequate and needs to be upgraded. Further, *Balwadi* workers need orientation to enhance their competencies in early child education than is the case at present. Besides there are pre-schools, *balwadis* and other institutions under the Central Social Welfare Board, in addition to those established under State Government schemes. In urban semi-urban

areas, nurseries and preschool – often with English medium – have mushroomed. Apart from dubious preschool education programmes and practices, many of these institutions resort to exploitation of teachers and parents. Mechanism to regulate the establishment of such institutions will need to be thought of. Efforts have to be made to achieve greater convergence of ECCE programmes implemented by various Government Departments as well as voluntary agencies by involving urban local bodies and gram panchayats. Further ECCE will be promoted as a holistic input for fostering health, psycho-social, nutritional and educational development of the child. While supporting the ICDS, there may be a pre-primary section attached to primary school, as an enabling provision. Cost effective ECCE mode may be initiated in backward districts (in low female literacy districts where it has not started. ECCE should be provided in villages which are not covered under ICDS.

Non-formal early childhood education or preschool education, as it is termed, continues to be only one of the 6 components of the ICDS scheme thus receiving inadequate attention. Consequently, it continues to remain its weakest component. It does not get due attention from the education authorities either, since it is controlled 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.

The resources, material, financial and human, available for ECCE are also not commensurate with the need for a quality programme. Training programme for teachers of ECCE still need to be further strengthened and professionalised for improved personnel preparation. Community mobilisation and support, including involvement of NGOs and PRIs in a more constructive mode is crucial to the success of the programmes and will need greater attention in the X plan through large scale advocacy and extension activities.

Priority to ECE in Education Sector

In the context of the significance of ECCE for UEE, it becomes imperative that in the X Five Year Plan, education sector assumes greater responsibility for ECE 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 and whose cognitive, linguistic and other competencies need attention and stimulation.

The priority needs to be translated into specific action, the aim being 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 :

- Creation of a Bureau/Cell for ECE in the Department of Education, MHRD to initiate and monitor implementation of programme, facilitates coverage and coordination between different related sectors and provides administrative support.
- Strengthening the national resource group for ECCE at the NCERT to carry out research, training development and extension activities. 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.
- Creating ECE expertise in all the States/UTs, particularly in the SCERTs, DIETs, BRC and schools.

In the context of ECCE's crucial significance for UEE linkages between ECE and primary education initiated in the IX Five Year 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 I curriculum, based on local needs, to facilitate entry and adjustment of children who make a direct entry into primary school without any ECE experience.
- Joint training of primary teachers and ECE workers/personnel to facilitate better appreciation of the nuances of ECE-primary linkage and need for continuity.

- Experimentation on a pilot basis with innovative and alternative models like an integrated ECEE centre or *Bal Kendra* comprising ECE an upgraded unit of early primary level corresponding to grades 1 and 2.

5.5 Meeting the Concerns for Equity

Universalization of elementary education cannot be thought of and planned globally – Nationally or even in terms of States. The approach adopted will need to be segmental – location and group specific. Global target setting does not allow the adoption of strategies which are situation specific. An analysis of situation confronting groups who have contained to remain outside the reach, seems to be the first pre-requisite for the development of community specific initiative. Within the various communities some groups, like girls, SCs and STs will require special attention.

5.5.1 Women and Girls, Specially Adolescent Girls

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. 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 satisfactory in several States, particularly those which are educationally backward. The problem of education of girl child in rural areas is much more acute. Therefore, efforts to promote education for girls should be further strengthened during the X Five Year 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, should 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 should be encouraged to :

- promote formation of village level women's collectives and train local women activists to catalyse collective actions around educational issues;
- empower local bodies such as Village Education Committees (VECs), Mother-Teacher Associations and Women's Groups such as *Mahila Mandals*, *Matru Mandals*, *Mahila Samoohas*, to enable them to take the responsibility for promoting education in their area;

- build capacity of existing women's organisations/institutions in rural areas to encourage them to focus on issues of education for girls.
- encourage Women's representatives of PRIs to undertake activities relating to school mapping and micro-planning; and
- mobilise informed and active women's participation at village and school level to build and sustain an environment supporting girls education.

Education of girls, especially those belonging to the scheduled castes and scheduled tribes, is the primary focus in *Sarva Shiksha Abhiyan*. Efforts should be made to mainstream gender concerns in all activities under the Abhiyan.. Mobilization at the habitation/village/urban slum level, recruitment of teachers, upgradation of primary schools into upper primary schools, incentives like midday meals, uniforms, scholarships, educational provisions like textbooks and stationery, should all take into account the gender focus. Every activity should be judged in terms of its gender component. Besides mainstreaming, special efforts like the Mahila Samakhya type of mobilization and organization, back-to school camps for adolescent girls, large – scale process based constitution of Mahila Samoohs, should also be attempted. The selection criteria takes into account the low female literacy among the scheduled caste and scheduled tribes women.

5.5.2 Scheduled Castes and Scheduled Tribe

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

- Engagement of community organisers from SC/ST communities with focus on schooling needs of children from specific households;
- Special teaching support as per need;
- Ensuring ownership and management of school by SC/ST communities;
- Training programmes for promoting motivation for schooling;
- Provision of alternative schooling facilities in unserved habitations and for other out-of-school children;
- Using educated persons available in the community as teachers/instructors;
- Reforms monitoring of attendance, retention and achievement of children from weaker sections; and
- Providing context specific interventions in the form of a hostel, an incentive or a special facility as required.

5.5.3 Working Children

Educating children who are compelled to join the work force prematurely instead of attending primary schools is a major problem which has defied effective solution for a long time. Enrolling such young children who are already in the labour market and ensuring that they complete primary schooling assume even greater significance in the current economic scenario of a liberalised economy. Even though the estimates vary, the magnitude of child workers is quite large. The Ministry of Labour, which is the nodal Ministry to formulate and implement schemes relating to eradication of child labour, has initiated National Child Labour Project to impart education to working children. They had proposed to expand this programme in the 9th Five Year Plan. The programme should continue in the X Five Year Plan. Department of Education should co-ordinate and co-operate with the Ministry of Labour by providing academic support in the form of designing appropriate curriculum; development of MLL based teaching learning material training of instructors imparting vocational skills designing modes for learners evaluation, etc. Further efforts should also be made to encourage NGOs who have already established a foothold in the community and are implementing development programmes in other social sectors to take up specific innovative programmes to promote

education for working children. It would be necessary to make education of school going children obligatory on the part of those who engage them for work.

5.5.4 Children with Disabilities

The definition of a child, as incorporated in the Disabilities Act (up to 18 years of age) should apply to disabled children. Each district should carry out a survey of the disabled children in the course of its micro-planning exercise and household survey. The surveys would indicate : (i) the number of children who can be educated in the normal school setting as they are (for instance orthopaedically disabled) or those whose education in an integrated setting can be promoted through corrective measures (spectacles, hearing aids etc.); and (ii) those whose disability will require special arrangements for education, training and rehabilitation and therefore special institutions equipped for the purpose. In schools where integrated education facilities will be provided will need improvement of infrastructure (e.g. ramps) and special rooms with facilitating equipment. A plan for effective interventions, both from the perspective of teacher training and for providing additional material support should be worked out. Identification of very difficult cases of disability requiring a specialized attention in a separate institution should also be worked out, based on the data gathered. The plan for disabled children should be formulated, to the extent possible, to meet individual needs of every child. This would call for an organised system of resource support. Non governmental organizations engaged in the implementation of programme for disabled children should also be associated as resource institutions for teacher training, etc. Besides the following interventions should be considered in the X Five Year Plan :

- Special in-service training to teachers in the schools of the disabled children;
- Separate schools for severely handicapped children; and
- Appointment of special teachers for mildly handicapped children.

5.5.5 Children from Minority Groups

Recent studies have shown that the education of minority groups has not received as much attention as it should. This has led to inadequate participation of children of minorities in elementary education. It is recommended that special attention be given to

minority children in the X Five Year Plan. In the case of Muslims, the effort to promote education among girls and adult literacy among adult women would be of particular importance. The curriculum and other programmes of *madrassas* and similar institutions, catering to educational needs of minorities would need modernization and compulsory teaching of science and mathematics. Specific arrangements for orientation training of teachers in those institutions would be required.

5.5.6 *Urban Deprived Children (UDC)*

There is a need to take note of the growing trend towards urbanisation in the country. Projections indicate that almost 40–50 per cent of the country's population shall soon be living in urban areas. Half of this number will be in cities with a population of more than one lakh. This would mean that we may expect an unprecedented rise in the urban population and also in the number of cities.

The 9th Plan did not adequately focus on children living in deprived sections of urban areas, except in the context of non-formal education programmes, children of migratory labour, street children and children in slums. However, in urban areas, especially in the context of the growing number of cities, potential areas of concern extend beyond the mere coverage of certain social groups. The needs of urban deprived children (UDC) are unique, because of the complex interrelationships between developmental, social, legal, economic and political issues linked to governments, institutions, communities and individuals in cities.

Special focus groups in urban areas include children in slums, resettlement colonies and dwellers on pavements and on construction sites; child workers (including those involved in domestic chores); street children, children of prisoners and of sex workers, children in juvenile and remand homes; and in all these categories, girls, especially adolescent girls. Urban poverty is now recognised as being more complex than rural poverty and not measurable in the same terms. The conditions of life of the urban poor children are hard in the context of degradation of the living environment and deprivation of the basic needs of shelter water and other necessities of life, and of the greater economic need for mothers to work outside the home. The security of children, especially adolescent girls, becomes an additional area of concern and of relevance to

UEE. Educational institutions are no doubt more numerous in urban areas, but mainly in the private sector. They cater to the needs of urban children of somewhat affluent groups. Disparity between private and government schools is more evident in the lives of deprived sections of urban areas as opposed to deprived children of rural households.

Planning for urban areas and cities requires a holistic policy perspective that would facilitate a supportive interface to bridge this gap. It could include concepts enumerated in the Report of the Education Commission 1964-66, rationalisation of management structures/agencies involved in the education of urban poor children, as also serious attention to development of a reliable EMIS/Data base on a 'whole city' basis. Specifically, a Study Cell may be set up to maintain as EMIS/Data Base regarding enrolments retention, achievement etc. at all levels of education, and covering both private and public sectors, at the whole city level. Additionally, programmes revitalising school environment, improving sanitary conditions, health and nutritional status of children in schools would also be desirable since these are inextricably linked to active learning capacities of children. Early childhood education, in the form of mobile crèches would be an important strategy for promoting school readiness of children of migratory workers.

5.5.7 Educationally Backward Pockets in Different States

The following points may be considered while formulating the X Five Year Plan :

- *Jansala* Programme which is in operation in 5 States should be replicated in other states having the same problem; and
- Mobile schools for migratory people may also be opened.

5.5.8 Strategies for Out-of-School Children

The Education Guarantee Scheme and Alternative and innovative Education scheme should be given importance in the X Five Year Plan. The scheme should have provision for diversified strategies and flexible financial parameters. A range of options, such as EGS, Back to School Camps, *Balika Shivirs* etc. are available. It should focus on the following :

- Full time community schools for small unserved habitations;
- Mainstreaming of children through bridge courses of different duration;
- Specific strategies for special groups like child workers, street children, adolescent girls, girls belonging to certain backward communities, children of migrating families, etc.; and
- Innovative programmes which can be in the areas of pedagogic practices, curricula, programme management, textbooks and TLMs, etc.

All habitations not having a primary school within one kilometre and having a minimum number of school-age children, should be entitled to have an EGC type school. Children who have dropped out-of-school should have an opportunity to avail of bridge courses, aimed at their mainstreaming. The objective should be to see EGC and AIE as integral to the quest for UEE. Linkages with CRC/BRC/DIET/SCERT are required for EGS and AIE.

5.5.9 *Hardest to Reach Groups*

These should be special strategies and interventions for education of children in other hardest to reach groups, like migrating children, children of minority groups and children of sex workers.

5.6 Quality Improvement

Beginning with the Operation Blackboard, aiming to equip all primary schools with at least a minimum level of infrastructure and human resources, the 1990s also witnessed major initiatives in the area of quality improvement. However, it needs to be recognised that the task has only begun and the position as indicated by dropout rates and inadequate attainment levels of children is not satisfactory. The effort has to continue. Quality improvement has to be a major goal to be pursued. It is recognized that quality improvement has a significant impact not only on enrolment and retention of children in the school but also on the possibilities of further education for increased productivity and exercise of citizenship rights and responsibilities. The task of quality improvement will be pursued through :

- improvement in content and processes of education;

- reorientation and strengthening of pre-service and in-service teacher education using different modalities;
- provision of appropriate infrastructure facilities to schools;
- focussing on strengthening institutional management processes; and
- establishing a reliable system of learner assessment.

In spite of several large scale initiatives, the quality of functioning of schools has remained far from satisfactory. Studies have highlighted the need for a more direct action to be initiated at the school level in a need based manner. Keeping this in view, efforts will be made to strengthen internal management of schools and to improve the quality of teaching-learning processes. The focus will be on streamlining the management practices within the school, giving a direction to school development processes through 'institutional planning and monitoring mechanisms'. The need is also to promote schools and teachers' accountability for students learning and achievement. This is to be coupled with adequate locally based support services in pedagogic as well as planning and management dimensions. Towards this end, the programmes already initiated to give localised support to teacher and head teachers through block resources centres and cluster resource centres will be further strengthened.

The setting up of Block and Cluster Resource Centres for academic supervision and support in DPEP has contributed significantly to the quest for quality. These institutions have emerged as effective units for planning and implementing quality initiatives. They have provided space for peer group interaction for teachers.

The visualisation and establishment of resource centres at the block and cluster level in DPEP has meant that :

- A forum is created where teachers come together to discuss classroom related issues usually in monthly meetings;
- Arrangements are made for a resource person to make school visits to discuss academic issues and advise teachers;
- An academic resource centre, ideally with relevant books, teaching learning materials, facilities for training etc., is close to the school readily accessible to teachers; and
- Efforts are directed to bridge the gap between community and the school.

The efforts in recent years under DPEP has been to understand the complex issues relating to the class room processes with a view to designing appropriate interventions for improvement of quality. Similar efforts to understand the learning needs at the upper primary stage have to be made in the X Five Year Plan to fulfil the constitutional obligation for eight years of schooling. Hence, every block should have a Block Resource Centre and also at least 2 CRCs. The experience indicates that Rs. 8-10 lakh is required to establish one BRC. and the present allocation of Rs. 6 lakh for each BRC is inadequate. Additional funds would be required in the X Five Year Plan.

5.7 Decentralized Planning and Management

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

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

mechanisms suitably strengthened and reoriented will play a significant role in the task of building capacities among personnel working at local levels.

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

5.8 District as the Unit of Planning

Traditionally, planning for development of education has been done at the State Government level. The National Literacy Mission changed this trend and adopted district level campaign mode. All assessment for action was done from the district. Following this, planning for primary education particularly under the DPEP has been firmly anchored at the district level. It is recognised that planning at the district level has several advantages: (a) it helps in making plan strategies and approaches more locally relevant; (b) it promotes participation of local people in planning process and therefore develop better commitment and accountability for its effective implementation; and (c) it helps in addressing the issues of inter district disparities within the State more effectively. Keeping these factors in view, the country proposes to adopt an integrated approach for planning at the district level for development of elementary education. This approach, it is envisaged, will help identify districts needing more attention and varied types of inputs, thereby tackling the question of equity in an appropriate manner. Movement towards planning at block cluster and village levels in partnership with NGOs will be encouraged and supported. While district will be the basic unit for educational planning, actual plans will be designed with habitations, villages and specific groups and their needs, as the primary focus. The district plan will evolve from the programmes that take into consideration the needs and educational situation of communities at the grass root level. As has been indicated earlier, action to promote enrolment, retention and achievement of children must be area based and community specific so that problems

faced at those levels are effectively addressed on the basis of empirically identified needs.

5.9 Community Ownership

- Community participation in promoting enrolment, retention and other aspect of education should be further encouraged. PRIs and grassroots level structures like VECs, PTAs, MTAs etc. should become vehicles for community mobilization;
- A community based monitoring system should be evolved with full transparency;
- Community mobilization through intensive micro planning and school mapping should be made mandatory; and
- Implementation of goals and strategies should be participatory.

5.10 Convergence in Management & Delivery of Education Development Programmes

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

- Creation of parallel structures for implementation of different development programmes will be avoided;
- Effort will be made to re-examine the norms and patterns of operation specified under different schemes and projects to ensure greater convergence; and

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

The task of achieving convergence is not easy. It may, therefore, be necessary to support national and State level institutions to experiment with possible alternatives for field level integration in selected locales across the country and also to examine the possibility of involving NGOs and private initiative in such area specific explorations.

While convergence with the education sector is importance, there is need for convergence among the education and other departments, particularly those which aim at providing services which aim at improving the quality of life : housing, nutrition, family welfare, poverty alleviation, creation of opportunities for remunerative work, up gradation of returns from existing occupation, diversification of communities occupational structures etc. It needs to be required that all these have impact on education, particularly in creating capacity and motivational and willingness for availing the already available educational opportunities and for creating demand for education of children.

Capacity building would an important management task. It needs to aim at (i) empowering local level institutions, particularly PRIs for planning, administration and monitoring of educational activity involving decision making and use of resources and authority; (ii) training of administration and supervisory personnel in perception and performance of roles in the context of transfer of authority for decision making and use of resources to people`s representatives (e.g. Panchayats and Village Education Committees, Panchayat Samities and Zilla Parishads); and (iii) Provision of academic support through such institutions as BRCs, DIETs and SCERTs.

State Institute of Educational Management and Training began to be operationalised towards the end of the 8th Plan. SIEMAT in U.P. was established as early as 1995 and started functioning in the same year. In the states of Gujarat, Orissa and Tamil Nadu SIEMAT became functional in the year 1996. The states of AP, Bihar and MP introduced SIEMAT in the year 1997. Two states Assam and H.P. were late entires

in the year 1999. It can, therefore, be seen that over the past six years many State Governments, where externally funded primary education programmes were being implemented, there was an effort to create an organizational arrangement for educational planning and management at the state level. However, there are variations in the pattern emerging in different states : in states of Haryana, Maharashtra and UP SIEMATs functions as independent autonomous institutions and, therefore, have a separate entity; SIEMATs on the other hand are envisaged as part of the SCERT in the States of Gujarat, Karnataka and Kerla. In the States of Madhya Pradesh, Tamil Nadu, Andhra Pradesh and in Himachal Pradesh, SIEMAT forms part of the State Project Office under the DPEP programme.

In the X Five Year Plan, these institutes can be further strengthened with the funds presently available under the SSA. Under the scheme a one time assistance up to **Rupees three crores** is set aside for the establishment of SIEMATs. This will facilitate capacity building at state, district and sub-district levels as it will add to the professional support structure at the state level in the area of planning and management.

5.11 Partnership between Public and Private Sectors

The task of implementing educational programmes is so stupendous that it is difficult to expect the public sector alone to meet fully the burgeoning needs of the society effectively. Even though private initiative has always been a part of school education endeavour, it has neither been large nor of a sizeable magnitude in the effort to promote elementary education. It is also felt that the country has not been able to fully exploit the potential of the private sector. Possibilities in this regard will have to be actively explored. It should be noted that private sector can contribute not only in monetary terms but also in the forms of expertise for quality improvement through effective management of the system and development of locally relevant teaching-learning materials. As mentioned earlier, some efforts in this direction have already been made. More collaborative efforts at institutional levels as well as programme implementation level will be designed in order to expand the role of private initiative in elementary education.

5.12 Increased Role of NGOs

As mentioned earlier, the Government views NGOs as partners in the process of moving towards the goal of education for all. As a broad policy, the country proposes to promote the role of NGOs at all levels in the social sector with a view to achieving participatory development and unburdening the administration which is unduly loaded with and inadequately equipped for implementation of development programmes. The approach followed will be to enhance the role of NGOs in education development. At present, involvement of NGOs is generally limited to running NFE programmes and implementing small scale innovative experiments in schooling. However, it is recognized that the NGOs have tremendous creative potential to contribute in innovating and implementing education programmes. While continuing with existing programmes of NGO involvement, effort will be made to identify technically competent NGOs and enable them to assume a larger role by functioning alongside Government agencies in a significant manner.

5.13 Literacy and Continuing Education

Literacy and Continuing Education will continue to receive increased attention so as to achieve the goal of complete eradication of illiteracy in the age group 15-35 years and to enable neo-literates to retain, improve and apply the newly acquired literacy skills for improvement of the quality of life. The emphasis will be on consolidation and sustaining of adult education processes through increased participation of NGOs, Panchayati Raj Institutions, youth organizations, teachers and student volunteers.

The focus of adult education programmes will be two-fold. While the post-literacy and continuing education needs of the neo-literates will be taken care of through provision of opportunities for self-directed learning, equivalency programmes based on open schooling, job oriented vocational education and skill development programmes, a fresh momentum will be given to basic literacy programmes. This is essential in order to take care of the backlog of illiterates viz., the dropouts and left-outs of the literacy campaigns and out-of-school children who constitute new accretions to the adult illiterate population.

5.14 Computer Education at Elementary Level

Computer education at elementary education level (particularly upper primary level) should be emphasised in the X Five Year plan to make students familiar with computers. For this, the computer network should be spread in rural areas, to benefit the disadvantaged groups. Networking of institutions in the form of school complexes would help in promoting the sharing of infrastructure and expertise.

Section VI

Financial Requirements in X Plan

Estimation of financial requirements for elementary education is an urgent task as well as, contrary to popular fears, is an entirely achievable task. There are three important aspects relating to allocation of resources to education: (a) allocation of resources to education vis-à-vis other sectors, which can be referred to as intersectoral allocation of resources, (b) intra-sectoral allocation of resources within education i.e. allocation to different levels of education, and (c) inter functional allocation of resources referring to allocation of resources to different activities such as teaching administrative, welfare activities etc. Yet another important dimension of allocation of resources to education that is important in a federal system like India is allocation of resources by the union government to the states.

Presently 3.6 per cent of GNP is invested in education in India (1997-98). Compared to the very low level of 1.2 per cent in 1950-51, this marks a very significant progress. However, it needs to be underlined that this proportion is less than (a) the requirements of the education system to provide reasonable levels of quality education to all the students enrolled presently, (b) the requirements of the system to provide universal elementary education of eight years for every child of the age-group 6-14, and consequent growth in secondary and higher education, as universalization of elementary education in a comprehensive sense, includes universal provision of resources, universal enrolment, and universal retention, (c) the recommendations of the Education Commission (1966), the resolve made in the National Policy Education 1968, reiterated in the National Policy on Education 1986 (Government of India, 1986), and the revised Policy (1992) to invest six per cent of GNP in education,¹ (d) the proportion of GNP invested in education in many other developing, leave alone developed, countries of the world, including Africa, and (e) finally the proportion invested in India before the Jomtien Conference. For instance, 4.9 per cent of GDP was invested in education in India 1990-91. But ever since, it has been rather consistently declining. It should be noted that it would be a stupendous task to reach a level of six per cent of GNP by the

end of the ninth Five Year Plan, as promised by the government, from the current level of 3.6 per cent.

6.1 *Intra-Sectoral Allocation of Resources and the Priority given to Elementary Education*

An analysis of intra-sectoral allocation of resources in India during the plan period shows a lopsided emphasis on elementary education, and also on other layers of education. A clear-cut shift in the priorities is quite obvious from the figures. In the first Five Year Plan, 56 per cent of the total plan resources to education were allocated to elementary education, 13 per cent to secondary, 9 per cent to university education and 13 per cent to technical education. The relative importance given to elementary education declined to 35 per cent in the Second Plan, to 34 per cent in the third plan, and gradually to 30 per cent in the sixth plan. It is only again during the Seventh and the Eighth Plans significant efforts were made to increase the allocation substantially, though the allocation in the Eighth Plan was still less than the corresponding one in the first plan in percentage terms. The share of other levels, excepting technical education, experienced a significant increase, though the increase is not smooth until the Sixth Plan. In the first plan only 13 per cent of the total educational expenditure was meant for secondary education and by second plan it increased to 19 per cent where as that for university level increased from less than one-tenth to nearly one-fifth in the Second Plan, to about one-fourth in the Fourth and Fifth Plans, reduced to about one-fifth in the Sixth Five Year Plan, and then seems to have been drastically reduced to nine per cent in the Seventh Plan.

Elementary education was given a boost in the Seventh Plan. This boost seems to have been possible with severe cuts in plan resources for secondary and higher education. Elementary education received a more favorable treatment in the Eighth and Ninth Plan.

The plan period can be divided into four phases depending on the pattern of intra-sectoral allocation of resources to education, viz., phase I: 1951-56 (the first five year plan period), phase II: 1956-69 (the period covering the second and the third five year plans, and the annual plans), phase III: the post-1968 Policy period up to 1980, or simply 1969-1986, and phase IV: the post-1986 (Policy) period. Phase I witnessed a substantial

part, nearly three-fifths, of the total plan educational resources, being allotted to elementary education, i.e., high priority was given to elementary education and a low priority to higher and technical education. The period favorable to elementary education ended with the end of the first five-year plan. Phase II, specifically the second five year plan marked the beginning of a drastic decline of resources allocated to elementary education and a doubling or trebling of resources allocated for higher education. It may also be noted that the overall developmental priorities also changed with the beginning of the second five-year plan. Relative emphasis shifted from agricultural sector in favor of industrial sector. Industrial development requires manpower, and higher education was looked towards for the supply of manpower. Accordingly, expenditure on higher education was increased considerably. It reached a proportion of 24 per cent by 1967-68, while the corresponding figures for elementary education showed a decline from 56 per cent in first plan to 17 per cent in 1966-67. Phase III, i.e., period after 1969 showed a slight reversal of these trends. The proportion of elementary education showed an increasing trend and that of university and technical education showed a gradual decline. This may be attributable partly to the Education Commission's (1966) concerns, and the *National Policy on Education* 1986 marks the beginning of the renewed emphasis on elementary education, with the formulation of the National Policy on Education (1986), and with the 'Operation Blackboard' and similar other programmes launched by the union and state governments. The allocation for elementary education was stepped up significantly during the seventh five-year plan, and the eighth five-year plan continues to lay the same emphasis on elementary education.

Though the third phase showed marginal improvements so far as elementary education is concerned, it has yet to go a long way to reach the proportion that it obtained in the first plan. As it has been argued by Tilak and Varshese (1990), had the pattern of intra-sectoral allocation of resources in education sector adopted in the first five year plan continued, universalization of elementary education would have been an easy task, if not already accomplished by now.

While universalization of elementary education has been becoming an increasingly tougher and tougher task, causing repeated postponement of the goal, the

relative priority given to elementary education in the total educational expenditures has gradually declined over the successive five-year plans.

6.2 Plan and Non-Plan Expenditure on Elementary Education

All this may present only a partial picture because non-plan expenditure is also equally important. Plan expenditure on education, including in case of elementary education, is relatively very small, compared to non-plan expenditure on education. In fact, non-plan expenditures form the major chunk of expenditures on education. A large proportion of the expenditure on elementary education (and also education as a whole) is non-plan in nature, and presently only 12 per cent is of the plan category. Since 1980-81, this proportion has increase from 5.9 per cent to 7.5 per cent in 1990-91 and then jumped to 24 per cent in 1996-97 and then jumped to 24 per cent in 1996-97. It may be emphasized that since non-plan expenditure is only for maintenance, the smaller plan expenditure, the small is the scope for setting new directions of development and to introduce reforms.

But the trends in total, plan plus non-plan, expenditure are also of the same kind. The share of elementary education in GNP has decreased marginally from 1.53 per cent in 1989-90 to 1.38 per cent in 1995-96. This is the change during the post 1986 Policy decade, though it is generally felt that high priority is being given to elementary education after the 1986 Policy. The trend is not the same in all states. Himachal Pradesh, for example, allocated four per cent of its SDP to elementary elucidation, and Punjab about one per cent only.

The share of elementary schools in the total 'direct/recurring' expenditure on education, plan and non-plan combined together, remained more or less stagnant, ranging between 40 per cent and 50 per cent.

Though plan expenditures are relatively small, the increase in plan expenditure is very important as plan expenditures allow increase in development activities, including construction of school buildings, recruitment of new teachers and launching of new development programmes. The significant increase in the relative share of plan expenditure on elementary education in the 1990s could be due to (a) the massive operation blackboard programme that involved provision of additional classrooms,

additional teachers in single teacher schools and provision of a huge basket of teaching learning material, that is expected to have significant effects on quality of education, (b) provision of incentives, particularly mid-day meals to school children, and (c) flow of external aid to education, in the form of DPEP and other projects.

In all, expenditure on elementary education increased significantly in current prices. During the 1990s alone, the public expenditure on elementary education increased by 2.4 time from Rs. 7,956 crores in 1990-91 to Rs. 20,780 crores by 1997-98 (budgeted). However, in real prices the growth has not been so impressive.

6.3 Data Requirements for Estimation of Financial Requirements

The procedure of estimating the financial requirements in X Plan is based on the availability of the following data :

- i) Population of children in the age-group 6-14 years.
- ii) Number of children in the age-group 6-14 years who are enrolled in elementary classes (i.e., classes I-VIII)
- iii) Estimated addition to the population of children in the age-group 6-14 years who should be enrolled during X Plan.

Data on the relevant age group population are available from the Registrar General of India (Census). The Group's projection of population of children in the age groups 6-11 years and 11-14 years (based on 2001 census) have been made the basis for estimation of financial requirements in X Plan.

6.4 Financial Norms Proposed for X Plan

The Group has worked out the financial requirements in the X Plan on the basis of the following norms :

- i) Provision of teachers in the ratio of 1:40 at primary level and 1:35 at upper primary level, a provision of at least two teachers in every primary school, and a minimum of three teachers and a Head Master in every Upper Primary School.

- ii) Provision of a primary school within one kilometer of every habitation, provision for opening of new schools as per state norms or for setting up EGS like schools in un-served habitations.
- iii) Provision for opening of Upper Primary School as per requirement based on the number of children completing primary education, up to a ceiling of one upper primary school/section for every two primary schools.
- iv) Provision of a classroom for every teacher in primary and upper primary and a separate room for Head Master in Upper Primary School/Section.
- v) Provision of school equipments (TLE) to all proposed new primary schools and upper primary schools at the rate of Rs. 10000 per primary school and Rs. 50,000 per upper primary school.
- vi) To make the education free for all the girls below poverty line, a provision of Rs. 500 per year for each enrolled girl child below poverty line. The number of girl children below poverty line has been assumed to be 50% of total girl children.
- vii) Provision of free text-books to all girls/SC/ST children at primary and upper primary level within an upper ceiling of Rs. 150/- per child.
- viii) Teaching Learning Equipment should be provided to all male students below poverty line at both primary and upper primary level. Provision to be made for 50% of the male children enrolled.
- ix) Provision for school uniforms and scholarships to children below the poverty line. Provision to be made for 50% of all the enrolled children in the 6-14 age group.
- x) Establishment of new BRCs and CRCs has been made in uncovered regions.
- xi) Provision for maintenance of school buildings and other school infrastructure and replacement of school equipments at primary and upper primary levels upto Rs. 5,000/- per year.
- xii) Provision of Rs. 2,000/- per year per primary/upper primary school for replacement of non-functional school equipment.
- xiii) Provision of Rs. 500/- per teacher in primary and upper primary school
- xiv) Provision upto Rs 1,200/- per child per year for integration of disabled children. For disabled children, an assessment of 5% of the total children has been made and provision made as per current norms in schemes for disabled

persons. 5% incidence of disability has been taken on the basis of some current assessment in this regard.

- xv) Currently, there are expenditures on education, which are incurred by other departments notably Ministry of Empowerment and Social Justice for Scheduled Castes, Scheduled Tribes and other backward class children. These include provision of scholarships and even residential schools in tribal areas. On an average, investments from other departments are about 10-15% of the total investments made by the Department of Education. The Ministry of Rural Areas and Employment provided resources for the construction of Primary school buildings. The projection of the additional requirement of funds is for the X Plan and not of the Department of Education alone.
- xvi) No allowance has been made private schools, as sufficient information regarding their presence is till not available. Compared to the large size of out of school children and their requirements, the presence of the private sector is a very small component and could not in any manner dilute the responsibility of the state to provide for free and compulsory education for all.
- xvii) While assessing teachers' salaries, attempts have been made to provide for higher salaries in the light of state specific pay recommendations after the Fifth Pay Commission. Since every state has its own system of working out these requirements, no national pay scales have been suggested. For purpose of estimation, provision of Rs. 6,000/- p.m. for primary school teachers and Rs. 7,000/- p.m. for upper primary school teachers has been made.
- xviii) As regards Non Formal Education, the Group was of the view that any form of quality education would require minimum facilities and salaries for teachers. While it is true that alternative forms of education may be necessary especially in very remote and small habitations, it cannot be allowed to suffer by poor resource provision. The Group felt that good alternative schooling would also require costs almost at par with what is provided to formal schools. Better linkages between alternative and formal schools were desired. The group felt that the present cost norms should be used to support alternative forms of schooling as well, if any.
- xix) Similarly, on the issue of salaries of teachers, some States have been experimenting with Shiksha Karmi or Para Teachers. While promotion of the local context and selection of personnel willing to serve in remote rural locations is to be encouraged, provision of para teachers only as a means to reduce costs of elementary education would not be fair. Ultimately, in the long run, the arguments for equal pay for equal work would catch up. While the Group felt that para teachers could be useful in extremely remote locations, there should never be a national programme for recruiting para teachers. Quality elementary schooling would require proper provisioning and a system of continuous human resource development for well trained

qualified and well equipped teachers. Arrangements for improvement of educational qualifications of teachers could be encouraged. The rigour of teacher selection however must be maintained with a high degree of community involvement in a transparent selection process.

- xx) Mobilisation of the community especially women, and an institutional role for community leaders in managing the affairs of elementary schools, holds the key to sustainable quality education for all. There is a need to reinforce the moral authority of the teacher and to use community persuasion through Panchayati Raj institution for bringing all children to the school. The participation of the poorest households by effective mobilization is a precondition for UEE. No amount of resource provisioning can be a substitute for genuine community mobilization.
- xxi) BRC/CRC to be located in school campus as far as possible, Rs. 6 lakh ceiling for BRC building construction wherever required, Rs. 2 lakh for CRC construction wherever required should be used as an additional classroom in the schools. State support so far would be in the order of nearly Rs. 250 crore annually and adjustments for additional requirements have made accordingly.

6.5 Recommendations of the Group

In addition to the financial norms of SSA, the Sub-Group recommends the following incentive schemes to ensure retention of boys and girls at both primary and upper primary levels in X Plan.

- (i) To make the education free for all the girls below poverty line, a provision of Rs. 500 per year for each enrolled girl child below poverty line. The number of girl children below poverty line has been assumed to be 50% of total girl children.
- (ii) Teaching Learning Equipment should be provided to all male students below poverty line at both primary and upper primary level. Provision to be made for 50% of the male children enrolled.
- (iii) Provision for school uniforms and scholarships to children below the poverty line. Provision to be made for 50% of all the enrolled children in the 6-14 age group.

6.6 Mobilising Additional Resources in X Plan

The sub-group felt it necessary to estimate the item-wise financial requirement for X plan, as given in Annexure VI. Annexure VII gives break-up of financial requirements for primary and upper primary to imply class I-V and upper primary to mean class VI-VIII. As per the estimates of the Group, we require Rs. 82,258.16 crore for expansion of elementation

education and particularly to achieve UPE in X Plan. This estimates does not include expenditures on teacher training, mid-day meals, ECCE and management at elementary level in X Plan. When seen in the context of overall budget expenditure of this country and the national commitment to spend 6% of the GDP on education, this does not appear to be a daunting task at all. If the current spending on education is about 3.6 per cent of the GDP, this would mean that by 2006-07, a 5 per cent allocation would be sufficient to maintain other sectors of education at current level and also to provide for universal elementary education. The Group therefore feels that 6 per cent of GDP should be allocated to education to universalise elementary education and to provide for sufficient grants in secondary and higher education. Nearly half of the total resources could be allocated to post day education, after elementary education is given the first half.

The group is also aware that on account of Fifth Central Pay Commission's recommendations and its implications for salaries of teachers' in States/UTs, there is bound to be some increase in the expenditure on teachers already appointed. Even assuming an increase in GDP spending on account of increased salaries, there would still be sufficient resource available not only for universalising elementary education, but also for providing additional resources in other sectors of education.

Strategies of resource augmentation through subsidy reduction, improved non-tax revenues and expenditure restructuring will have to take place both at the level of the Centre and States. However, the relative share of the Centre and the States in providing the additional resources required for UEE will be as per the SSA framework. It is evident that the Centre would have to provide for a lot of the additional resources as most of it would come as a plan expenditure. As per SSA norm of 85 : 15 ratio of sharing of resources, the states may find it difficult to provide for additionally immediately considering that the pressures from additional salaries of account of Pay Commission's recommendations are still adversely affecting their way and means position.

The challenge of UEE can be best met by a more efficient utilisation of resources and this would require community mobilisation and promotion of contextual need based plans. The sovereignty of each village would have to be respected and the expenditure would have to be determined by the process of school mapping and micro planning at the village level.

The Panchayat bodies have been given the charge of the elementary education sector in many states. This would also involve mobilisation of the community resources for education. This Group is all for encouraging the participation of the community in promoting UEE and recommends the setting up of Bank account in each school, to be jointly operated by the School Head Master and elected Panchayat representative at the village panchayat level. This Bank account can even attract fund support from the well-to-do sections of society. In case an educated well-to-do Indian staying in a city wants to support the village school in his/her native village, he/she should be able to do so. These contributions are not being suggested to encourage abdication of the state's responsibility for mobilising resources for UEE. Far from it is belief of this Group that greater community involvement of a voluntary basis in the management of the school may substantially help in the achievement of UEE.

**Year-wise Projected Enrolment at Primary and Upper Primary Levels,
2000-01 to 2006-07 (Alternative Scenario-I)**

(in millions)

Year	Enrolment (Grades I-V)			Enrolment (Grades VI-VIII)		
	<i>Boys</i>	<i>Girls</i>	<i>Total</i>	<i>Boys</i>	<i>Girls</i>	<i>Total</i>
1999-2000	64.10	49.51	113.61	25.08	16.98	42.06
2000-01	63.54	50.56	114.10	25.91	18.12	44.02
2001-02	62.98	51.64	114.62	26.76	19.33	46.09
2002-03	62.43	52.74	115.17	27.64	20.63	48.26
2003-04	61.88	53.86	115.74	28.55	22.01	50.56
2004-05	61.33	55.01	116.35	29.49	23.48	52.97
2005-06	60.79	56.18	116.98	30.46	25.06	55.51
2006-07	60.26	57.38	117.64	31.45	26.73	58.18
Required Growth Rate (1999-2000 to 2006-07)	-0.88	2.13	0.50	3.29	6.70	4.74

**Year-wise Projected Enrolment at Primary and Upper Primary levels,
2000-01 to 2006-07 (Alternative Scenario-II)**

(in millions)

Year	Enrolment (Grades I-V)			Enrolment (Grades VI-VIII)		
	Boys	Girls	Total	Boys	Girls	Total
1999-2000	57.69	44.56	102.25	21.57	14.60	36.17
2000-01	58.05	44.84	102.88	21.70	14.69	36.40
2001-02	58.41	45.11	103.52	21.84	14.78	36.62
2002-03	58.77	45.39	104.16	21.97	14.88	36.85
2003-04	59.13	45.67	104.81	22.11	14.97	37.08
2004-05	59.50	45.96	105.46	22.25	15.06	37.31
2005-06	59.87	46.24	106.11	22.38	15.15	37.54
2006-07	60.26	57.38	117.64	31.45	26.73	58.18
Required growth rate (1998-99 to 2006-07)	0.62	3.68	2.02	5.54	9.02	7.03

**Year-wise Projected Enrolment at Primary and Upper Primary Levels,
2000-01 to 2006-07 (Alternative Scenario-IV)**

(in millions)

Year	Enrolment (Grades I-V)			Enrolment (Grades VI-VIII)		
	Boys	Girls	Total	Boys	Girls	Total
1999-2000	64.01	49.51	113.61	25.08	16.98	42.06
2000-01	63.85	50.80	114.65	25.85	18.07	43.92
2001-02	63.60	52.12	115.72	26.64	19.23	45.87
2002-03	63.36	53.48	116.84	27.45	20.47	47.92
2003-04	63.11	54.87	117.98	28.29	21.78	50.07
2004-05	62.87	56.30	119.17	29.16	23.17	52.33
2005-06	62.62	57.77	120.39	30.05	24.67	54.72
2006-07	62.38	59.27	121.65	30.97	26.25	57.22
Required average annual growth rate (1999-2000 to 2006-07)	-0.39	2.60	0.98	3.06	6.42	4.5

Note * : Provisional as reported in Selected Educational Statistics, 1998-99, MHRD, Gov.

**Projected Average Annual Growth Rates of Enrolment at Primary and
Upper Primary Level : Alternative Scenarios**

Period	Enrolment (Grades I-V)			Enrolment (Grades VI-VIII)		
	Boys	Girls	Total	Boys	Girls	Total
1980-81 to 1990-91	2.32	3.55	2.81	4.46	6.28	5.09
1990-91 to 1993-94	-1.12	1.22	-0.14	-1.42	2.6	0.1
1993-04 to 1999-2000*	2.55 (0.77)	2.82 (1.03)	2.67 (0.88)	3.33 (0.77)	3.9 (1.31)	3.56 (0.99)
1990-91 to 1999-2000*	1.31 (0.13)	2.29 (1.09)	1.73 (0.54)	1.73 (0.04)	3.46 (1.74)	2.39 (0.69)
Scenario-I (1999-2000 to 2006-07)	-0.88	2.13	0.50	3.29	6.7	4.74
Scenario-II (1999-2000 to 2006-07)	0.62	3.68	2.02	5.54	9.02	7.03
Scenario-III (1999-2000 to 2006-07)	1.12	4.16	2.51	4.62	8.03	6.08
Scenario-IV (1999-2000 to 2006-07)	-0.39	2.60	0.98	3.06	6.42	4.50

Note * : The figures in the bracket are growth rates of enrolment after adjusting enrolment data in 1999-2000 (i.e. deflating by 10% for primary level and by 14% at upper primary level).

**Year-wise Estimated Additional Cumulative Enrolments at Primary and
Upper Primary Levels, 2000-01 to 2006-07**

Year	Scenario-I						Scenario-II					
	Primary (Grades I-V)			Upper Primary (Grades VI-VIII)			Primary (Grades I-V)			Upper Primary (Grades VI-VIII)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
2000-01	-0.56	1.05	0.49	0.83	1.14	1.96	0.36	0.28	0.63	0.13	0.09	0.23
2001-02	-1.12	2.13	1.01	1.68	2.35	4.03	0.72	0.55	1.27	0.27	0.18	0.45
2002-03	-1.67	3.23	1.56	2.56	3.65	6.20	1.08	0.83	1.91	0.40	0.28	0.68
2003-04	-2.22	4.35	2.13	3.47	5.03	8.50	1.44	1.11	2.56	0.54	0.37	0.91
2004-05	-2.77	5.50	2.74	4.41	6.50	10.91	1.81	1.40	3.21	0.68	0.46	1.14
2005-06	-3.31	6.67	3.37	5.38	8.08	13.45	2.18	1.68	3.86	0.81	0.55	1.37
2006-07	-3.84	7.87	4.03	6.37	9.75	16.12	2.57	12.82	15.39	9.88	12.13	22.01

Year	Scenario-III						Scenario-IV					
	Primary (Grades I-V)			Upper Primary (Grades VI-VIII)			Primary (Grades I-V)			Upper Primary (Grades VI-VIII)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
2000-01	0.65	1.85	2.50	1.04	1.23	2.27	-0.25	1.29	1.04	0.77	1.07	1.84
2001-02	1.30	3.78	5.08	2.14	2.55	4.69	-0.5	2.61	2.11	1.56	2.25	3.81
2002-03	1.97	5.79	7.76	3.28	3.99	7.27	-0.74	3.97	3.23	2.37	3.49	5.86
2003-04	2.64	7.89	10.53	4.47	5.53	10.00	-0.99	5.36	4.35	3.21	4.8	8.01
2004-05	3.31	10.07	13.38	5.72	7.20	12.92	-1.23	6.79	5.56	4.08	6.19	10.27
2005-06	4.00	12.34	16.34	7.03	9.01	16.04	-1.48	8.26	6.78	4.97	7.69	12.66
2006-07	4.69	14.71	19.40	8.40	10.96	19.36	-1.72	9.76	8.04	5.89	9.27	15.16

Estimated Budget for X Plan

1. Access and Retention (Non-recurring Cost)

Item	Norm	Cost and Investment	Financial requirement (Rs. in Crore)
A1. Construction of primary classrooms with community supervision	<p style="text-align: center;"><i>Add. Enrolment 2012-07</i></p> <ul style="list-style-type: none"> Provision of a ^{14-32⁵} classroom for every 40 children at primary level and at least two rooms in the newly established 1.79 lakh primary school thus requiring 3,58,000 classrooms 	<ul style="list-style-type: none"> Rs. 1.25 lakh per classroom. This would provide savings for facilities like drinking water, toilets, play grounds if implemented with community support. It could even be used for renovation of existing school infrastructure where necessary 	P - Rs.4,475
A2. Construction of upper primary classrooms with community Supervision	<ul style="list-style-type: none"> Provision of a classroom for every 35 children at upper primary stages, at least 3 rooms in every newly established upper primary school on a norm of one upper primary school for every two primary schools and a Headmaster's room. The total number of additional classrooms required is estimated to be 4,58,857.00 	<ul style="list-style-type: none"> Rs. 1.25 lakh per classroom 	UP - Rs. 5735.7

Item	Norm	Cost and Investment	Financial requirement (Rs. In Crores)
A3 Provision of school equipment by decentralised procurement	<ul style="list-style-type: none"> Provision of school equipments as per norms recommended by the Sub-group 	<ul style="list-style-type: none"> A3 Primary – at the rate of Rs. 1,000 per new primary schools (for 1.79 lakh new primary schools) 	P - Rs. 179.00
		<ul style="list-style-type: none"> A3 Upper Primary – at the rate of Rs. 50,000 per new upper primary school (for 1,39,714 new upper primary schools) 	UP - Rs. 698.57
A4 Establishment of BRCs	<ul style="list-style-type: none"> One BRC per block (for 5,000 blocks) 	<ul style="list-style-type: none"> Rs. 7.00 lakh per BRC (Rs. 6 lakh for construction and Rs. 1 lakh for furniture) 	Rs. 350.00
A5 Establishment of CRCs	<ul style="list-style-type: none"> One lead school out of every 10 schools 	<ul style="list-style-type: none"> Rs. 2.10 lakh per CRC (Rs. 2 lakh for construction and Rs. 10,000 for furniture) 	Rs. 751.80

Access and Retention (Recurring Cost)

A6 Teacher Salaries	<ul style="list-style-type: none"> Provision of primary school teachers at the rate of 1 : 40 children and provision of 2 primary school teachers in all new primary schools irrespective of number of children 	<ul style="list-style-type: none"> A6 Primary Salaries of primary school teachers have been taken as Rs. 6000/- per month 	P - Rs. 7561.8
	<ul style="list-style-type: none"> Provision of one teacher in upper primary school for every 35 children and at least 3 teachers in all newly established upper primary schools and a headmaster per upper primary school 	<ul style="list-style-type: none"> A6 Upper Primary Salaries of upper primary school teachers have been taken as Rs. 7000/- per month 	UP - Rs. 10149.60

Item	Norm	Cost and Investment	Financial requirement (Rs. In Crore)
A7 Teachers' support materials and aids	<ul style="list-style-type: none"> For all primary and upper primary school teachers 	<ul style="list-style-type: none"> At the rate of Rs. 500/- p.m. for primary and upper primary school teachers 	P – Rs. 52.2 UP – Rs. 60.0
A8 Maintenance and repair of school infrastructure with community support	<ul style="list-style-type: none"> Creation of maintenance fund for all primary and upper primary schools to be operated with community support 	<ul style="list-style-type: none"> Provision of Rs. 5000 per year per primary and upper primary school 	P – Rs. 262.5 UP – Rs. 200.7
A9 Provision for replacement of non-functional school equipment	<ul style="list-style-type: none"> Provision for sustainable replacement/repair maintenance of non-functional school equipment 	<ul style="list-style-type: none"> At the rate of Rs. 2000/- per year per primary/upper primary school 	P – Rs. 105.0 UP – Rs. 80.5
A 10 Salaries and other expenses of Block and Cluster level institutions	<ul style="list-style-type: none"> One Coordinator, one Grade-IV employee Contingency grant of Rs. 12500 for a BRC and Rs. 2500 for a CRC per year 	<ul style="list-style-type: none"> Rs. 10,000 per month per BRCs/CRCs Contingency grant of Rs. 12500 for BRC and Rs. 2500 per CRC per year (5000 BRCs and 35800 CRCs) 	<u>Salary</u> Rs. 2248.0 <u>Contingency:</u> Rs. 357.2
A11 Non-teaching Costs	<ul style="list-style-type: none"> As recommended by the Sub-group 	<ul style="list-style-type: none"> 10% of the teaching cost per every years 	P – Rs. 756.1 UP – Rs. 1014.9

II Access and Retention : Special Needs (Non-Recurrent Cost)

Item	Norm	Cost and Investment	Financial requirement (Rs. In Crore)
B1 Integrated Education for Disabled Children	<ul style="list-style-type: none"> Aid for disabled children as per norms recommended by the Sub-group and assuming a 5 per cent incidence of disability among children 	<ul style="list-style-type: none"> Rs. 1200/- per student per year 	P – Rs. 3471.9 UP – Rs. 1529.3

III Access and Retention : Incentives (Recurrent Costs)

Item	Norm	Cost and Investment	Financial requirement (Rs. In Crores)
C1 Free Uniforms	<ul style="list-style-type: none"> Two uniforms per year per male students from families below poverty line (50% of the total male children enrolled) (as per norms recommended by the Sub-Group) 	<ul style="list-style-type: none"> Rs. 250/- per student C1 P – for primary C1 UP – upper primary States are currently providing upto approx. (Rs. 200 crores annually) 	P- Rs. 3813.25 UP – Rs. 1771.88 Total Rs. 5885.13 Total adjusted amount Rs. 4585.13
C2 Scholarship	<ul style="list-style-type: none"> Per year per male student from families below poverty line (50% of total male children enrolled) (as per norms recommended by the Sub-Group) 	<ul style="list-style-type: none"> Rs. 250/- per student C2 P – for primary C2 UP – for upper primary States are currently providing approximately Rs. 250 crores annually 	P- Rs. 3813.25 UP – Rs. 1771.88 Total Rs. 5885.13 Total adjusted amount to Rs. 4335.13
C3 Teaching Learning Equipment for Students	<ul style="list-style-type: none"> Per student per year to be provided to all students (50% of the total male children enrolled) 	<ul style="list-style-type: none"> Rs. 80/- per male student for primary and upper primary students States are currently providing Rs. 100 crore annually. 	P- Rs. 1222.64 UP – Rs. 1063.13 Total Rs. 2285.77 Total adjusted amount Rs. 1785.77
C4 Girls and SC/ST Education	<ul style="list-style-type: none"> To make girls education free for all the girls/SC/ST below poverty line (50% of the total girls enrolled in primary and upper primary) 	<ul style="list-style-type: none"> Rs. 750/- per girls student at primary and upper primary school (Rs. 750 includes cost of uniforms, scholarship, textbooks and TLEs) 	P - Rs. 10260.00 UP – Rs. 4242.75 Total Rs.14502.75

IV Quality (Non-Recurring Cost)

Item	Norm	Cost and Investment	Financial requirement (Rs. In Crores)
D1 Curriculum and textbook development	• lump sum provision	• Rs. 15 lakh per State/UT	Rs. 4.80

(Recurrent Cost)

D2 Community based monitoring, supervision	• Provision as per norms under SSA (as recommended by Sub-group)	• Upto Rs. 100 per primary/upper primary school per year	P – Rs. 10.46 UP – Rs. 3.20
D4 Research and Evaluation and classroom observation by resource persons	• Provision as per norms under SSA (as recommended by the Sub-group)	• Upto Rs. 1500 per primary/upper primary school per year	P – Rs. 78.77 UP – Rs. 60.31
D5 Miscellaneous expenses for quality education	• Recommended by the sub-group	• Rs. 200 per year per student for all student at primary and upper primary schools	P – Rs. 11573.2 UP – Rs. 5078.2
Grand Total (Recurring + Non-Recurring Costs)			Rs. 82,258.16

Notes : P = Primary and UP = Upper Primary.

Adjustments have been made for expenditures that would be incurred by the States under the ongoing programmes of UEE.

**Resource Requirements for Primary and Upper Primary in
X Plan (2002-2007) : Recurring and Non-Recurring**

(Rs. in Crores)

Stages	Non-Recurring Expenditure	Recurring Expenditure	Total
Primary (Grades I-V)	Rs. 9,232.56	Rs. 37,751.63	Rs. 46,984.19
Upper Primary (Grade VI-VIII)	Rs. 7,963.62	Rs. 27,310.35	Rs. 35,273.97
Total	Rs. 17,196.18	Rs. 65,061.98	Rs. 85,258.16

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